



# SERVIR Service Planning Toolkit: Stakeholder Mapping Tool

19 September 2017

# I. Stakeholder Mapping Tool

## Introduction

Stakeholder Mapping is a strategic planning activity used to analyze relationships and identify gaps and/or opportunities related to the achievement of a certain goal. It is often linked to other planning and assessment tools, such as outcome mapping, which looks in detail at how changes in stakeholders' practices or behaviors will lead to desired outcomes.

Within SERVIR service planning, Stakeholder Mapping is linked to understanding key players related to a service or service area. The tool presented here draws on elements of outcome mapping, particularly in the last few steps, to identify stakeholders and their relationships while also exploring how their practices must change to catalyze development impact. This hybrid approach aims to strengthen the Theory of Change and MEL approaches for each service.

Building on prior steps of Service Planning, the goals of SERVIR Stakeholder Mapping are to refine understanding of:

- The relationships and interactions among stakeholders, and between stakeholders and SERVIR Hubs related to a specific problem, service, or service area;
- Stakeholders' ability to facilitate the design, implementation and uptake of SERVIR services;
- Strategic approaches to engaging stakeholders in the successful design, delivery and uptake of a service;
- Identify niches for SERVIR services and opportunities to leverage other related activities;
- Links between SERVIR services and decision-making processes together with key influencers in that decision-making.

The main output is a stakeholder “map” that represents stakeholder relationships and provides analysis of how to leverage those relationships to catalyze success. This map should help Hubs visualize a community of practitioners that can be mobilized to support, implement and sustain services.

This chapter has three sections: 1) general guidance, 2) stakeholder mapping in four steps and 3) sample workshop exercises.

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### IN 50 WORDS OR LESS...

#### *Stakeholder Mapping*

**PURPOSE:** To assist Hubs and implementing partners in understanding stakeholders and leveraging relationships to work collectively toward solving a development problem.

**APPROACH:** A four-step participatory process of mapping accompanied by analysis of gaps and opportunities.

**EXPECTED OUTPUT:** An initial mapping of stakeholders, linkages and information flows, to be revisited during the life of the SERVIR partnership on a service.

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## Part 1: General guidance

Depending on the context, SERVIR Stakeholder Mapping might be undertaken at the levels of either service or service area, but it is generally recommended that Hubs pursue this activity at the level of service.

This recommendation assumes that 1) basic but adequate information about stakeholders within a service area emerges during the Consultation and Needs Assessment phase, and that 2) mapping at the service level will yield more practical, actionable information. As mentioned earlier, the short two to three-year cycle of Service Planning necessitates momentum during the early stages, so that ample time is available for service design, development and implementation.

Another distinguishing characteristic of the tool presented here is that the mapping is based on *information flow*. This is because SERVIR's emphasis on strengthening evidence-based decision-making means that the pathway to impact depends directly on the effective flow of information, data and analysis underpinning the decision-making process. In this context, decision-making is broadly defined, spanning high-level policy decisions made by ministers and members of parliament to operational decisions, for example, by officials responsible for natural resource management at a regional or local level.

With information flow as the organizing concept, the map centers on those stakeholders with a role, responsibility or relationship to data and data-derived products that make an information "system" function. The service at hand could be a true information system, such as an early warning, monitoring or forecast system. Or it may be an information platform, such as a portal or data set, which will not be structured to actively disseminate information. For simplicity, the tool refers to all these services as "information systems."

In the practice of stakeholder mapping generally, many approaches use *influence* and *interest* as their organizing concepts. In some situations, this approach may be appropriate for SERVIR Hubs. For example, during the last phase of Service Planning, when seeking to increase service uptake, a Hub may wish to focus on influence and interest so as to improve understanding of stakeholders in a position to advocate for and promote the service. In all applications of stakeholder mapping, it will be important to think about which sources of information have relatively greater influence or credibility. But in most SERVIR contexts, the inputs most critical to successful implementation of a service will relate to information flow.

As with all the tools in this Toolkit, Hubs are encouraged to adapt the Stakeholder Mapping tool and apply it to suit their specific needs.

### *When to conduct Stakeholder Mapping*

Within the SERVIR Service Planning framework, Stakeholder Mapping is a cross-cutting tool. It may be valuable, for example:

- During Consultation and Needs Assessment, to pinpoint which service or services to pursue, and ensure the Hub is engaging relevant stakeholders;
- During Service Design, to refine understanding of the stakeholder environment around a specific service as well as what is required for stakeholder engagement and which institutions and individuals are critical to achieving impact;
- In developing baselines for MEL, particularly as an input to a Theory of Change. (See the MEL tool for more detail.)

Ultimately, Hub teams are best placed to decide when to pursue Stakeholder Mapping. Regardless of when the mapping exercise takes place, the map itself should be used as an organizational and strategic planning tool over the lifecycle of a service. By continually revisiting and updating the map – and the evolving roles and relationships between stakeholders – Hubs will be able to adapt plans to take advantage of opportunities and avoid potential road blocks.

#### **INTENDED OUTCOMES OF STAKEHOLDER MAPPING**

Refining the information gathered during Consultation and Needs Assessment, Stakeholder Mapping should enable Hubs to:

- *Have a clear sense of what information stakeholders are using;*
- *Understand the relationships between stakeholders in the context of the service;*
- *Understand the timing of decisions, information flows and the data used, e.g., historic, real-time, predictions, scenario modeling;*
- *Be certain about the capacity gaps of different stakeholders;*
- *Be certain about the key decisions SERVIR will target and/or the opportunities that exist for SERVIR;*
- *See how the service will build on or complement other activities;*
- *Understand how the relationships between stakeholders, their roles, and how they can contribute to, advocate for, or maximize use of the service; and*
- *Have enough information to begin developing the Service Concept.*

*If these outcomes are not achieved, the Hub may wish to revisit its stakeholder map and/or conduct follow-up consultations with select stakeholders to fill in information gaps.*

## **Part 2: Stakeholder Mapping in four steps**

This section recommends a four-step approach to stakeholder mapping. The first two steps center on preparation that can be undertaken by the Hub in consultation with stakeholders; the latter steps involve a participatory exercise with a core group of stakeholders likely to be involved closely in designing and implementing the service.

At the outset of stakeholder mapping at the service level, it is necessary to have a good background on the service area, some preliminary ideas on potential services and some sense of the complex issues related to SERVIR intervention. For example: What space is SERVIR being asked to occupy within the service area? What space are other stakeholders occupying within the service area? This information likely emerged in the course of Consultation and Needs Assessment or through Hubs' previous experience. In situations where Hubs are using

Stakeholder Mapping to help clarify which service or services to implement, this knowledge will help focus the discussion.

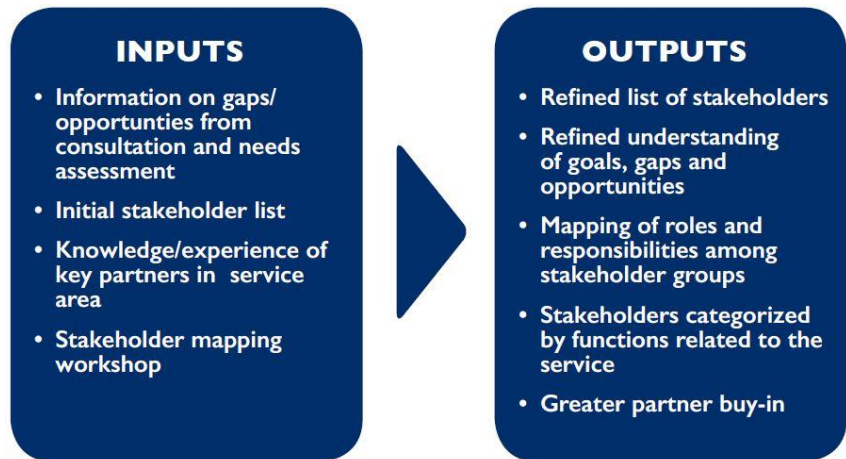
A stakeholder map can be developed by following these four steps:

- Step 1: Organize and categorize initial stakeholder list
- Step 2: Expand stakeholder list
- Step 3: Visualize roles and relationships among stakeholders
- Step 4: Identify gaps and opportunities

*Step 1: Draft initial list and categorize stakeholders*

This step begins by developing an initial list of stakeholders whose work is related to the particular service area and anticipated service. It should draw on the list of individuals and groups involved in the consultations and needs assessment as well others identified by the team and key partners.

The list should not include the complete set of stakeholders involved in consultations but rather a subset connected to a particular service. While stakeholders may be involved in several services – for example, some water management officials may manage both drought monitoring and flood monitoring – a separate mapping and stakeholder list is required for each service.



*Figure 1: Overview of inputs and outputs to stakeholder mapping*

Once the initial list is organized, the next task is to categorize stakeholders based on their roles or functions. The SERVIR audience definitions in Section II of this document are a good starting point, but in all likelihood, the Hub will need to refine and adapt the list depending on the circumstances of the service under discussion.

The following table suggests possible stakeholder categories, again assuming that information flow is the basis for mapping.

SERVIR AUDIENCE TYPE	REFINED STAKEHOLDER CATEGORY	DEFINITION
<b>Implementing partners/users</b>  National government ministries/departments or subnational offices, meteorological agencies, census bureaus, universities/research centers, etc., co-producing or using a SERVIR service.	<i>Data collectors</i>	Those responsible for collecting primary or secondary data
	<i>Data analyzers</i>	Those involved in analysis of data for the preparation of products and tools
	<i>Data packagers</i>	Those who create technical products based on data and information
	<i>Decision-makers</i>	Those involved with the development of the service and with authority to make decisions and take action based on the data, products and tools it produces
<b>Intermediaries</b>  National government ministries/departments or subnational offices, extension agents, NGOs, media, relevant donor-funded projects, associations/cooperatives (e.g., business, industry, farmer, etc.), private sector	<i>Communicators/Information-sharers</i>	Responsible for the communication or dissemination of information between the implementing partners/users, intermediaries, beneficiaries and other partners. These stakeholders may develop accessible communications products for beneficiaries based on technical products produced by others.
	Other decision-makers	Those not directly involved in developing the service but who have a role in taking action or relevant making operational or management decisions based on the service.
<b>Other partners</b>  Development agencies, donors (including USAID)		Stakeholders not directly involved in the information system, but who influence the policy environment.
<b>Beneficiaries</b>  Farmers (men/women), rural communities, private sector service providers, universities/research centers		Those will use direct or subsidiary outputs of the information to improve their livelihoods, adapt to climate, weather and environmental impacts, increase agricultural or economic activity, build related knowledge bases, etc.

While the categories above link to specific functions within an information system, they are not mutually exclusive: stakeholder roles may overlap or extend across categories. Remember that a goal of Stakeholder Mapping is to identify gaps and opportunities for SERVIR within service area. When considering appropriate categories, think about the most relevant roles or functions that logically group the stakeholders. The table above is an example of how an initial stakeholder list might be categorized (though an actual list of stakeholders is likely to be longer.)

SAMPLE DROUGHT EARLY WARNING SYSTEM STAKEHOLDER LIST								
		Data Collector	Data analyzer	Data packager	Decision-maker	Communicator	Other partner	Beneficiary
1	Met service							
2	Natl. DRM office							
3	Min of Agric							
4	Dept of Ag Crop Monitor							
5	Min of Health							
6	WFP							
7	FEWS NET							
8	World Vision							
9	Red Cross							
10	Ag extension officers							
11	Local govt							
12	University research center							
13	NGO A							
14	NGO B							
15	Community radio							
16	Local farmers							
17	Local Women's Coop.							
18	Traditional leaders							
19	Local traders							

### Adding categories

It may be useful to take the list a step further by adding as many as three additional categories. Examples of additional categories might be:

- Scope of operations: Is the stakeholder primarily a global, regional, national, sub-national or local actor?
- Type of stakeholder: public, private, NGO, etc.
- Size of organization by budget or staff
- Other categories specific to the service area

As the list grows, software might help track and manipulate stakeholder information. Simple tools such as Excel spreadsheets work well but more sophisticated software is also available.

#### MAPPING SOFTWARE IDEAS

Often, flipcharts and markers are the easiest and most efficient way to create maps. Yet, software may help analyze and visualize mapping processes. Here are links to open source software:

- Gephi: <https://gephi.org/>
- Pajek: <https://goo.gl/BoEdXs>
- UCINET: <https://goo.gl/NeZw9D>

Whatever software the Hub selects, the end result of this first step should be a draft list of key stakeholders related to the service, categorized by function or roles. If additional categories were incorporated into the mapping, they can also be captured easily within the software.

### *Step 2: Adding new stakeholders for a comprehensive stakeholder list*

After categorizing the stakeholders, it is useful to perform some basic analysis of the number of stakeholders in each group and expand or decrease the list based on their relevance to the service, the service area and the development problem. If the mapping is being done during service design, it might be useful to refer back to the consultation and needs assessment report. Remember that the goal is to map the complete “stakeholder landscape” for the service. That said, marginal or irrelevant stakeholders should be removed.

The following questions might be useful in determining if the stakeholder list is complete:

- Are any key stakeholders missing?
- Are all stakeholders responsible for providing data associated with this service included?
- Are government ministries, departments, bureaus, regional offices, local offices, etc., sufficiently broken down by level and role? Are key decision-makers included?
- Is the private sector adequately represented?
- Does the list reflect significant thinking about outreach and uptake, and the intermediaries who can facilitate that?
- Are beneficiaries – and the intermediaries who can reach them – well-understood and adequately represented?
- Are projects/initiatives working on similar activities included?
- Upon review of the list, are additional categories appropriate? Should new stakeholders associated with those categories be added?
- Are there any unknowns that require more research? (See box below.)
- Are institutions not linked to the development problem or goal included?
- Optional: Should the list include stakeholders who are uncertain, reluctant or opposed to the service or the development goal? (Note that some approaches to stakeholder mapping center completely on a detractor/attractor approach.)

#### **FINDING NEW STAKEHOLDERS**

*If a Hub is uncertain about whether all stakeholders are represented, there are techniques to help fill out the list. One example is snowball sampling. Here's how it works: a brief survey is sent to key stakeholders in a service area. The survey might provide an overview of the potential service(s), along with their intended impact, and a request for a list of stakeholders working in that area. (It may be helpful to include categories.) Once that list is returned, the same survey can be sent to the new people or groups on the list. When the replies start to become repetitive, it's a good sign the stakeholder list is comprehensive. If snowball sampling is used, the list may need to be trimmed as not all survey answers will be relevant. This is just one example of many techniques to identify new stakeholders.*

When the SERVIR Hub team has extensive experience in a particular area, creation of this list might be fairly easy. That said, it's important



to avoid the tendency to limit the list of stakeholders to regular partners. If the list of stakeholders is entirely familiar, Hub planners might take a step back and carefully consider whether to think again about the service landscape. While it is advisable to make the list targeted, rather than broad, it is better to err on the side of too many stakeholders in this step. Stakeholders who are not relevant can be removed in Step Three.

#### **TIPS FOR STAKEHOLDER MAPPING IN A WORKSHOP SETTING**

Stakeholder mapping is most effective when done by a small group of implementing partners and a few other key stakeholders who broadly represent a service area. Depending on circumstances, the exercise can be done on its own or be integrated as an exercise in a larger workshop. (Be sure to allow plenty of time.) The following tips are based on SERVIR West Africa's experience in early 2017.

- *Number of people: 12 to 18 people, including likely implementing partners and others, who know the service area well.*
- *Preparation: The Hub will have a great deal of information based on Consultation and Needs Assessment which should be summarized and shared with the group as a rough baseline requiring further discussion and validation. If, after the consultation step, the Hub sees major gaps in knowledge related to data availability or information flow specific to the service, etc., it might be worth sending a pre-workshop questionnaire on those specific questions. The responses can be integrated into a summary document shared and discussed at the workshop. This level of preparation will keep Service Planning moving forward and avoid repeat discussions, particularly if these participants were not part of the Consultation and Needs assessment workshop.*
- *Good facilitation: Unless participants have extensive expertise in Stakeholder Mapping, it may be necessary to do a "mini-training" on the technique so all are able to engage effectively and help produce a useful product. If the group is large enough to warrant two small groups, it is essential to have an active resource person for each group to 1) ensure the participants understand the task and key terms and 2) stay on track.*
- *Time: The exercise likely requires at least three sessions of 90 minutes to two hours in duration. These would cover 1) an overview of Stakeholder Mapping, 2) a review of the baseline or other exercise to begin drafting a map (as in Step 3 below) and 3) analysis of the map (as in Step 4 below).*

*Part 3 of this section has sample exercises that could be used to catalyze and structure brainstorming on stakeholders.*

#### **Step 3: Visualizing stakeholder roles and relationships**

Steps 3 and 4 are best completed by a group. Typically, this activity should form part of a participatory engagement process with a select group of stakeholders as described in the box above, but Hubs may also choose to undertake a small-scale mapping exercise within the Hub team to refine an existing stakeholder map or focus on a particular aspect of a service.

The goal for Step 3 is to understand how the stakeholders are linked to the information flow related to the service. For demonstration purposes, a series of simplified figures outline the process. Note that most mapping processes will result in more complex maps.

**Start by putting a key category on the “Y” axis.** In this example, based on a drought early warning system, data collectors are placed at the top and beneficiaries at the bottom (Figure 5). If the process is done in a workshop setting, it is best to avoid the restrictions of an “X” axis category and simply space the stakeholders horizontally based on the strength of the relationship with proximate stakeholders. If computer software is used, then it is possible to be more explicit on the “X” axis. Figure 5 is based on a workshop output, so the relationships are less precise.

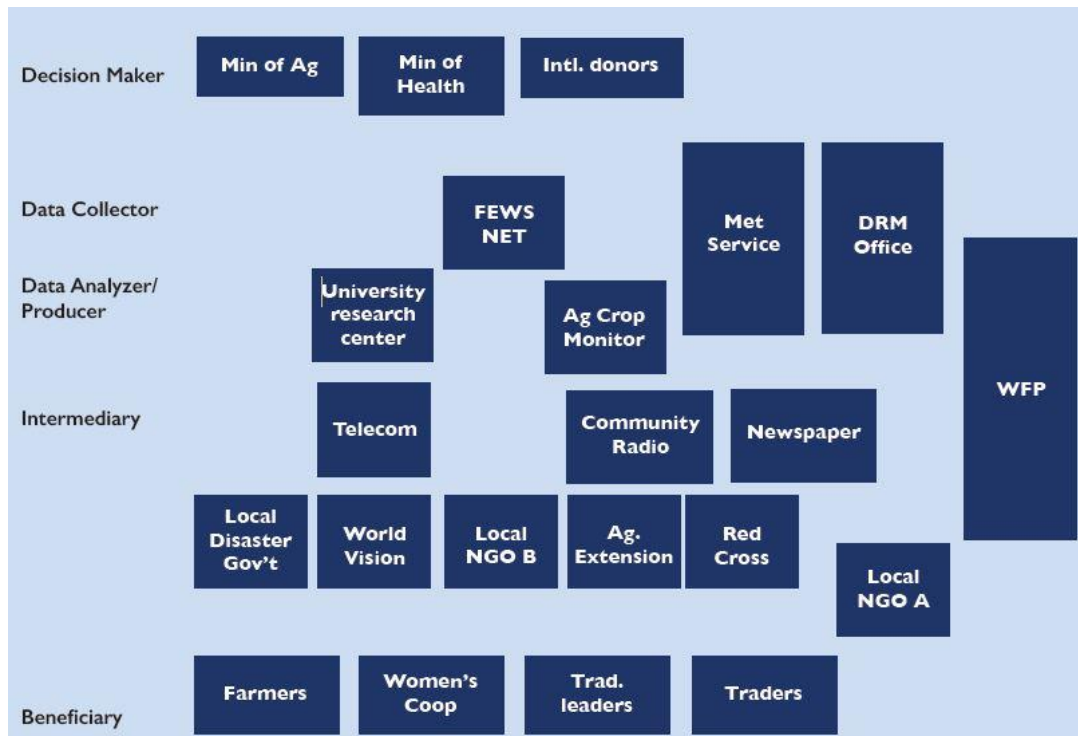


Figure 2: Sample plotting of stakeholders

**Next, draw relationships between the stakeholders.** In this case, the map is focused on information and service flow from the data collector to the eventual beneficiary (Figure 3).

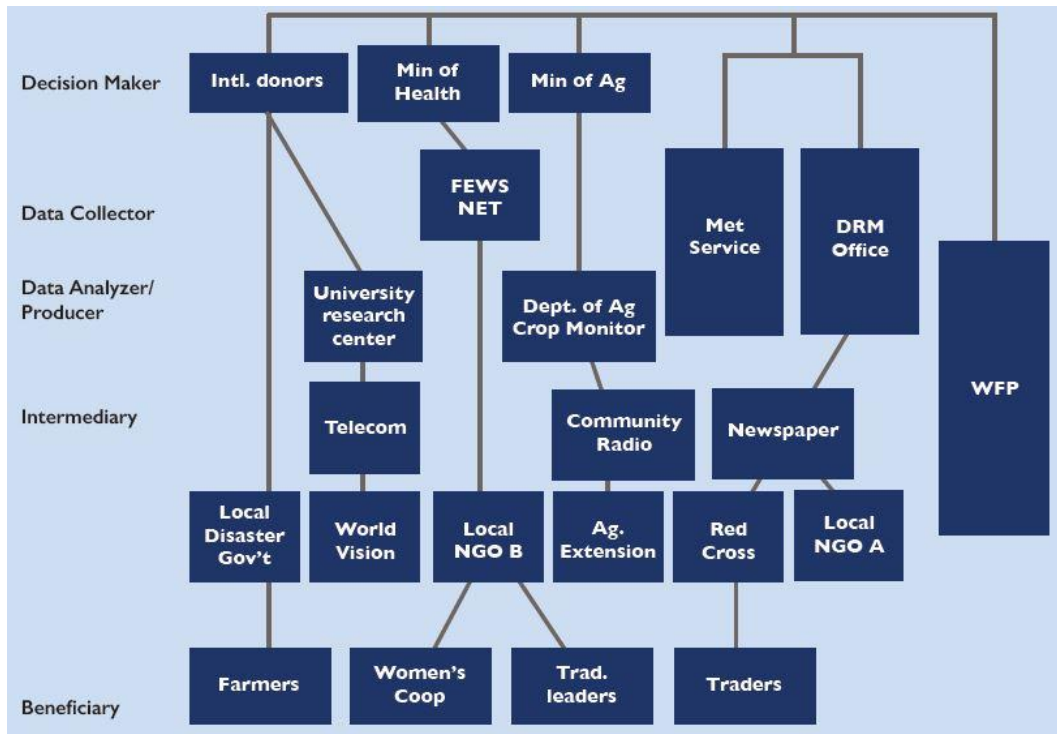


Figure 3: Simplified sample of information flow for a drought early warning system

In considering relationships between stakeholders, it is possible to visually depict or graph how stakeholders relate to each other beyond information flow. For example, a connection between the Met Service and the World Food Program (WFP) might include three or four data types, which could be noted. In a workshop setting, the connecting labels can be written in.

There are many ways to visualize these relationships. The example below is based on stakeholder attitudes, which shows involvement, stance and strength of relationship regarding an education policy (Figure 7). By identifying opponents and proponents, this approach highlights stakeholder ability to influence – positively or negatively. For SERVIR, a similar approach might inform understanding of stakeholder attitudes toward a relevant policy issue, such as open data. It might also be used in a situation when support for a SERVIR service is not universal. This kind of mapping would illustrate how to target education or advocacy efforts.

Key: Thickness of line = strength of relationship

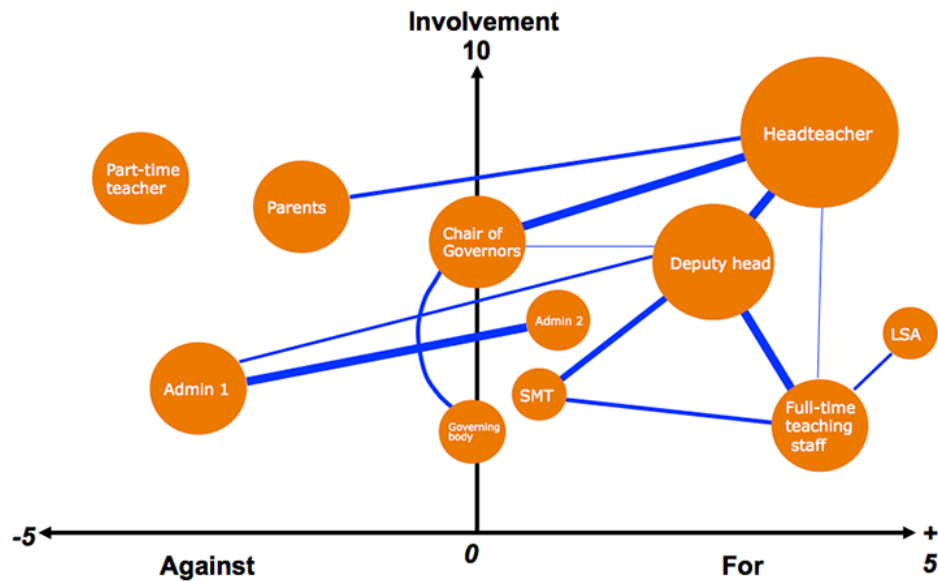


Figure 4: Map of stakeholder attitudes toward an education policy. It helps determine which audiences to engage.

#### Step 4: SERVIR gaps/opportunities and boundary partners

The goal of this last step is to determine implications of the stakeholder map for SERVIR. This step will likely be most useful during the service design and implementation components of service planning, when the Hub and users require a clear understanding of what needs to be done to make the information system functional in both the short and long term. At this step of the tool, elements of outcome mapping complement the traditional stakeholder mapping approach.

The main purpose of this step is to deepen understanding of: 1) a core group of stakeholders, in terms of their capacity to design, implement and sustain a service, 2) what SERVIR can do to address gaps and opportunities, and 3) specific changes in behavior, actions or operations that will ensure effective implement of the service. This step helps the Hub make strategic choices about how to best target resources. It can also help inform the Hub's vision for how SERVIR will transition away from a service, leaving users to manage and sustain it. An added benefit of this step is that it can highlight opportunities for key stakeholders to help each other in achieving service impact – a valuable input for the Theory of Change.

As with Step 3, this step is best undertaken in of a participatory process with stakeholders. The group activities should involve:

- Plotting gaps and opportunities identified in consultations;
- Refining goals for SERVIR based on the mapping results;
- Identifying key activities for SERVIR and partners moving forward.

**Start by looking at the stakeholder map.** Ask the group to prioritize a small subset of stakeholders who are critical to designing, developing and implementing the service. The number of stakeholders may be as few as two or as many as 12, depending on the context. Regardless of the number, these stakeholders should represent the core group that the Hub engages on this service. The subset obviously will include implementing partners, but it should also include another tier of stakeholders whose role is less direct to implementation but still critical to success. Borrowing a term from outcome mapping, this core group might be referred to as *boundary partners*.

Boundary partners are stakeholders who operate both inside and outside the “boundaries” of the service. They will likely fulfill a function related to delivering a SERVIR service to a beneficiary, or have some other direct impact on whether that service will have its intended impact. In most cases, SERVIR will invest some level of human and/or financial resources in these partners, depending on their own resources as well as their degree of involvement in the service.

Looking again at the drought early warning system example, the Met service, the disaster risk management office, the department of Agriculture crop monitoring office, agriculture extension office, community radio, local government disaster management team and NGO A could represent a hypothetical group of boundary partners. Each will engage at varying levels of intensity, with different audiences but in most cases, all related to the same information, analysis or data. Each will play a part in ensuring the system gets up and running and that accessible, usable information reaches beneficiaries.

**Next, consider the abilities and resources available to boundary partners relative to the service.** The goal here is to pinpoint gaps and opportunities in order to develop a specific sense of how this core group of partners is able to manage service design and implementation; for example, where they need support and where some type of change is required. Depending on the stakeholder, the specifics may relate to technical capacity, data and IT resources, a viable legal or policy framework, ability to reach beneficiaries, capacity to maintain their support of the service, relevant existing partnerships, etc.

The table below could be used for a worksheet for a group exercise on boundary partners.

<b>BOUNDARY PARTNER</b>	<b>EXPECTED ROLE/FUNCTION</b>	<b>GAPS</b>	<b>OPPORTUNITIES</b>	<b>EXPECTED CHANGE</b>
<i>Name</i>	<i>How this partner will support or engage with the service</i>	<i>Gaps or limitations in ability to fulfill role or function, e.g., resources, data, policy framework, infrastructure, etc.</i>	<i>Existing resources, enabling policies, partnerships, etc.</i>	<i>Specific outcomes for this partner and how that will contribute to the implementation, uptake and sustainability of the service.</i>

**Then compare the analysis of boundary partners to information in the consultation and needs assessment report.** Use this information, along with the boundary partners table and additional input from participants, to pinpoint and prioritize gaps and opportunities related to this core group of stakeholders. In a workshop setting, it may be helpful to first work with the group to inventory the gaps and opportunities, listing them on a flip chart.

**Last, plot the results.** Use another sheet of paper to write the boundary partner names and SERVIR in a large circle. Next, draw lines between SERVIR and the boundary partners that it can support in some way. Then, using a marker of a different color, draw lines indicating where boundary partners can fill a gap or leverage existing resources to support another partner. (For example, community radio stations may already have a breaking news format that could include announcements on drought forecasting.) If there is enough room on the page, write in the specific type of support. If not, draw up a list or table to capture this information. The final output of Step 4 should be a picture of the strategic niche for both SERVIR and boundary partners.

**Link to the Theory of Change:** A valuable opportunity at this step is to link the mapping to MEL, particularly the Theory of Change. The key question is: with these stakeholders and relationships, what must change in institutional practice, decision-making, or other behaviors and actions in order for the service to respond effectively to the underlying development problem? The answer to this question – likely to have several dimensions depending on the stakeholder and their level of involvement – can feed directly into the theory of change for the service.

#### **FURTHER READING ON STAKEHOLDER MAPPING**

- Murray-Webster, Ruth, and Peter Simon. "Making sense of stakeholder mapping." *PM World today* 8.11 (2006): 1-5.
- Earl, Sarah, and Fred Carden. "Learning from complexity: the International Development Research Centre's experience with outcome mapping." *Development in Practice* 12.3-4 (2002): 518-524.
- Earl, Sarah, Fred Carden, and Terry Smutylo. "Outcome mapping." *Building learning and reflection into development programs*. Ottawa: International Development Research Center (2001).
- Mollinga, Peter P. "Boundary work and the complexity of natural resources management." *Crop Science* 50. Supplement\_1 (2010): S-1.
- Ramalingam, Ben. *Tools for knowledge and learning: A guide for development and humanitarian organizations*. London: Overseas Development Institute, 2006.

### Part 3: Sample workshop exercises

These exercises can be used in a workshop format to help participants understand a stakeholder map.

#### **Group Exercise 1: Identify and Connect Stakeholders in Your Project**

*Time: 45 minutes for small groups; 30-45 minutes for plenary*

Objective: Identify the stakeholders and interrelationships important to the outcome of a project.

##### Step 1: Understanding your Case (10 minutes)

Establish groups of four to eight people. Take up to 10 minutes to discuss the service the Hub is working on so that all participants understand its goals and main elements and can participate fully.

##### Step 2: Identifying the Stakeholders (10 minutes)

On the flip chart, make a list of all individuals, groups or organizations that could have a stake in the project and its outcomes. This should include all the actors who ideally could or should be: directly involved in developing, implementing and maintaining the service; benefitting from the service; communicating about the service; making decisions about the service; and all others affected by or contributing to the service.

##### Step 3: Identifying the Main Stakeholder Interventions (15 minutes)

Working together, agree on seven to 10 of the stakeholders most important to the success of the service. Write them on the flipchart around the outer edge of an imaginary circle. Then draw lines connecting these stakeholders to each other, using lines to represent interrelationships between actors your group considers important to project outcomes and their sustainability.

##### Step 4: Describing the Interrelationships (10 minutes)

Brainstorm about a word or a short phrase that describes the ideal nature of each interrelationship. For example, what should be the main characteristics or desired consequences of each of these interrelationships: Training? Funding? Enabling policy environment? Technical support? Collaboration? Staff secondment or time-allocation? Expert advice? Add a short descriptive title to each of the interrelationship lines on the flipchart.

##### Step 5: Present and discuss the flipcharts in plenary with colleagues (30-45 minutes depending on number of small groups)

Bring the small groups together in plenary. Compare the flipcharts, highlighting similarities and differences. The discussion should help illustrate the complexity of the environment in which the service is being developed while also highlighting the importance of specificity

## Group Exercise 2: Map Links to a Problem

Time: 45 minutes

Objective: Identify the stakeholder interrelationships important to the outcome of a project.

Step 1: Refer to the figure below as an example. Consider your service area and development problem. Write them on a flipchart sheet or whiteboard.

Step 2: Write the name of each stakeholder on an index card or large post-it note. Arrange the stakeholders from top to bottom according to partner type, taking into account scale and function.

Step 3: Take a number of markers and indicate the relationships between stakeholders. For example:

- Red = Administrative relationship, e.g., a ministry, national department and sub-national office of the department
- Blue = Product/service provider, e.g., infrastructure, education, satellite data, decision support, policy guidance, etc.
- Green = Funder or partners, e.g., donors or multilateral agencies
- Black = Communicator, e.g., media, NGO, etc.

Step 4: From the perspective of users, review the landscape of stakeholders. Consider the ideal flow of information between them. Now, re-arrange the cards to illustrate the optimal flow of information from start to finish.

