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Public-Private Dialogue (PPD) Stakeholder Mapping Toolkit

A practical guide for stakeholder analysis in PPD using the **Net-Map** method

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LOS ANGELES
CITY SOUL

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[1] See www.netmap.wordpress.com for details.

The toolkit

This toolkit was prepared for World Bank Group teams and PPD practitioners to provide them an option for stakeholder mapping by adapting the Net-Map method and allow them to:

- design dialogue platforms and determine participants at concept stage
- insert a dialogue element into an ongoing project to address specific implementation issues or midway lags
- ensure that the right participants are invited given a country's unique context
- facilitate those parts of a dialogue which are concerned with deepening the understanding of political economy obstacles to reform processes
- help bridge the divide between different partners of the dialogue
- design a strategic reform communications plan
- catalyze reforms by building knowledge and capacity of the right people.

Who are the actors?

- Relevant actors in a PPD
- Role of each actor

How are they connected to each other?

- Strength of relationships
- Central actors
- Formal and informal

Stakeholder mapping is at the center of PPD initiatives

Who are the most influential actors?

- What makes them influential?
- How do they influence change?

Why are some actors against your goal?

- Why are some actors against your goal?
- Willing participants
- Indifferent, or hostile participants

Introduction

Stakeholder challenges in public-private dialogue (PPD) may manifest in unanticipated ways at any point, despite detailed planning and technically sound processes. Decisions may stall because the country reform team may realize halfway through a dialogue that an important group or a stakeholder is not included. Those who were not invited to participate are disappointed and may block the process. Some dialogues may be started against a backdrop of long-standing underlying conflicts of which participants were not aware. Once the discussion starts, signs of hostility emerge and participants do not know why. It is sometimes difficult for PPD teams to identify underlying reasons for suboptimal results — no actions taken, wrong people being invited, or unexpected conflicts.

- Stakeholder mapping helps to proactively anticipate stakeholder challenges and plan mitigation strategies. It is a way to map complex stakeholder dynamics to understand how they individually and collectively determine the success or failure of projects. Mapping identifies the following:
- Whom to involve at different stages of the project as not all actors require the same level or timing of engagement in PPD interventions.
- Conflicts, collusions, and other informal relationships among stakeholders that influence the outcome.
- Influential actors who may support or derail the reform.

What is a PPD?

PPD is a structured engagement among an inclusive group of relevant and local stakeholders that seeks to identify, prioritize, and recommend consensus as well as fact-based based solutions to a specific need, challenge, or problem. PPDs go well beyond standard stakeholder consultation or simple exchange of opinion, as they:

- are established as an ongoing, sustained engagement through the project lifecycle rather than a one-time conversation
- are designed to be as inclusive as possible
- go beyond information gathering to agree on a set of challenges and consider solutions to those challenges that are based on data and research
- leverage a strong stakeholder communication strategy to sensitize stakeholders and beneficiaries, share knowledge and facts, advocate for change, increase ownership of agenda by local stakeholders, and improve transparency in decision making
- are very adaptable and versatile as they can be implemented at various levels — sectoral, thematic, national, subnational, city-level, and so on.

Determining linkages, levels of influence, and goals of actors in a given environment allows reform teams to become more strategic about managing stakeholders in complex situations. It helps them answer questions such as:

- Do we need to strengthen the links to an influential potential supporter?
- Do we have to be aware of an influential actor who does not share our goals?
- Can we create a space for powerful and less powerful stakeholders to say what they think and make a difference?

PPD involves working with diverse stakeholders from the government, private sector, civil society, donors, and others for developing a shared understanding of goals and their role in the project. Getting your head around all the different dynamics that influence decisions is overwhelming at times. Stakeholder mapping enables diverse teams to have an in-depth conversation about the stakeholder politics that will influence their ability to plan together on how to navigate complex relationships.


Dahlia

Three Steps in Stakeholder Mapping:

1. Identifying the purpose of stakeholder mapping

Identify the issue or process to which stakeholder mapping will contribute in your project such as understanding the general stakeholder landscape, starting a conversation among stakeholders about a difficult issue, collecting data for a research paper on stakeholder politics, and so on.

2. Stakeholder mapping using the Net-Map method

Facilitate stakeholder mapping with individuals or groups using the Net-Map method. During Net-Mapping, stakeholder maps are drawn on a large sheet of paper while participants discuss the reform question at hand. A facilitator conducts this group process and interviews by following a step-by-step process. Mapping also serves to engage stakeholders around the issues identified.

3. Stakeholder analysis

Derive insights and action metrics from the information collected from the Net-Map exercise to leverage social network structures, actor positions, and influence to drive desired change in the program.

1. Identifying the purpose of stakeholder mapping

Stakeholders and political economy may change through the project lifecycle. Reform teams need to continuously assess the changing landscape to keep the project design and dialogue representative and relevant. Stakeholder mapping can be designed for different reasons and achieve different goals in a project. It may be required at different stages as described in Table 1:

1. TTLs are scoping and designing a project or PPD. At this point, the project objective is broad and little is known about the stakeholders. This exercise can help in gaining specific insights on stakeholders and guiding project or PPD decisions.
2. Implementation of reforms is being blocked and there is a need to understand the underlying cause. In such cases, the context and stakeholders are defined, and the purpose of stakeholder mapping is to figure out the underlying dynamics causing the problem.
3. Reform communications. TTLs are looking to design an effective communications strategy around the reform agenda to create general awareness as well as support and advocacy for reform.

Table 1. Uses of stakeholder mapping at different phases of the PPD life cycle

PPD Phases	Objective of stakeholder mapping
1. Exploration and commitment This phase concludes with a decision on whether or not to put in place a PPD process or mechanism.	Identifying gaps and entry points into a project, where PPD can add value to the reform process. For example, setting up a coordination mechanism between a key ministry and influential private sector actors maybe key to success of the program.
2. Setting up and formalizing the PPD This is the phase following an agreement to establish a PPD, and it includes defining the PPD scope, mandate, and its different participating parties.	Identifying relevant stakeholders and their roles in the dialogue process that all parties agree to.
3. Implementation and management of the PPD process This is when the work plan is drafted. This phase informs about how issues to be discussed are selected, and the process to deal with them.	Driving consensus among diverse participants with different interests in reforms.
4. Development and sustainability of the PPD This step is about continuous learning and improving the process and relevance of PPD based on lessons learned; and about how to ensure its continued existence.	Participatory learning of what is working and what is not.

Mapping can be used for systematic transformation across the board — in cases where multiple agencies are involved, such as government departments, private sector, non-governmental organizations (NGOs), and so on — or very localized, small community-level change. It can also be used as an instrument to promote a culture of dialogue as a neutral medium in the PPD consultation processes to allow for different viewpoints in design and engagement. In the context of the overarching objects above, Table 2 illustrates specific elements for stakeholder mapping.

Table 2. Different elements for stakeholder mapping

Context	Results	Notes
Political economy of change	Understand political patronage, collusions, political risks, and institutional alignment to reforms.	• What informal connections and collusions drive policy decisions and implementation? • What are the different incentives for action? • Who are the influential actors who may not share the reform goals? • Who are the people with strong connections to influential actors in the network? • How can reform teams benefit from formal and informal links between politicians, private sector, and civil society members to drive engagement?
Identifying relevant stakeholders	Provide inputs into identifying the right people to engage at different stages of the PPD consultation process.	• Is the consultation process over-representing or under-representing certain categories of actors? • How are we mainstreaming stakeholders in the periphery, such as the informal sector, women, new entrants, and consumers? How do we widen the support for reforms? • Is there adequate participation from secondary stakeholders such as international organizations, NGOs, or media? They are influential enablers of change through funding and building public support. • Are we alienating important actors or groups?
Stakeholder participant	Clarify stakeholders' own perceptions of a situation, foster discussions by a larger constituency in support for change.	• Make implicit knowledge explicit by making it visible. • Build up mutual appreciation is particularly helpful in the initial scoping stage of PPD to engage stakeholders in preparation for collective action. • Reveal attitudes towards each other, willingness to engage, and build trust. • Promote greater ownership.
Empowering opinion leaders	Identify change agents who can champion the cause. A common intervention in networks is to empower opinion leaders measured by the centrality of actors.	• Opinion leaders are often best suited to be champions within their groups and connections. • Some may be well connected to the public or private sector alone, while some may be connected with diverse stakeholders and media. Thus, engaging opinion leaders helps draw in the widest range of dialogue participants.

Learning from examples

Example 1

A reform team of the World Bank Group's Trade & Competitiveness (T&C) Global Practice (GP) in Togo is using Net-Map for stakeholder risk mitigation in a trade logistics program.

T&C GP is implementing a trade logistics reforms program in Togo to establish Lomé as the transportation hub for West Africa. The area of trade facilitation, logistics, and transport involving the Lomé port is very sensitive as it involves diverse stakeholders from the political establishment, unions, customs, freight forwarders, truck owners, truck drivers, processing agencies, enforcement agencies, and international donors, among others. Moreover, there are mixed signals from leadership and stakeholders, as the reform will touch on multiple vested interests. The relationship between public and private sector is complicated, characterized by a mix of distrust and collusion.

The project is at inception stage, and themes as well as an intervention framework for the program have been identified. However, the reform team realized that their plan could potentially run into problems if critical stakeholder issues are not identified and incorporated in the program design early on. Some symptoms of stakeholder risks manifested in the form of blockages, strikes, long clearance time, corruption, and other occasional political problems. Though the team was broadly aware of the issues and actors involved, they wanted to know more about the dynamics that led to the symptoms and thus be able to design targeted stakeholder interventions.

The team mapped stakeholder dynamics by inviting public and private sector actors during participatory group interviews using the Net-Map method. It helped identify formal and informal relationships between the actors involved, potential conflict situations, political patronage, collusions, brokers, and intermediaries that might help or derail intended logistics reforms in Togo. The exercise provided inputs for a stakeholder risk mitigation strategy that will include:

- engaging the right stakeholders
- avoiding political and sociocultural minefields
- understanding factors and motivations that determine actions
- identifying or guiding the design of a PPD
- developing targeted messages and a communication strategy.


Crayola

2. Stakeholder mapping using the Net-Map method

Net-Map is a participatory tool for stakeholder mapping to render social network graphs and at the same time foster discussions among participants about their situation. Figure 1 below is a visual rendering of a Net-Mapping exercise. The visual helps understand the complex nature of relationships between actors, their interests, and influences of diverse stakeholders, as described in Table 3, that determine outcome.

Figure 1. Visual rendering example of Net-Map data

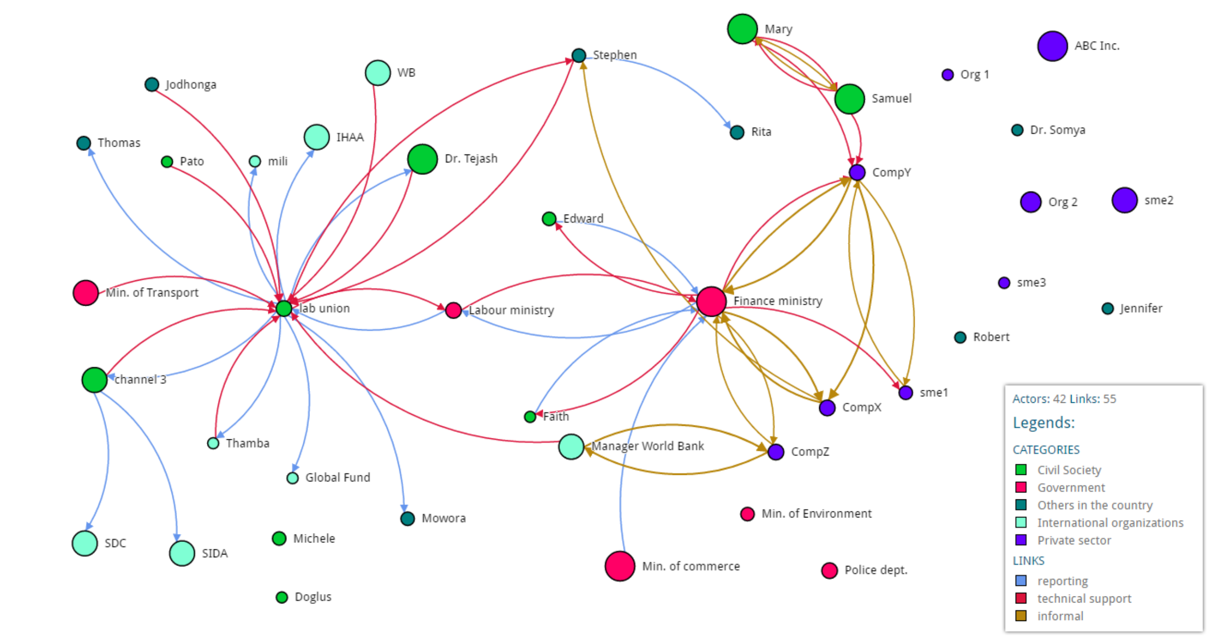


Table 3. Elements in visual rendering

Actors	Links	Influence	Interests
Any individual, group, organization, or unit that acts in a way that is relevant for the reform process. Actors can be those who try to make the reform happen, who try to impede it, and who are on the receiving end of the change (beneficiaries).	Connection between two actors. Actors can be connected by many different kinds of links such as friendship, formal hierarchy, money flow, or conflict. • **Formal link:** a connection that has an official character, such as organizational hierarchy or money flow • **Informal link:** a connection that is not formalized or official, such as friendship, conflict, exerting political pressure, or flow of bribes	How strongly does each stakeholder influence project outcomes? The bigger the circles, the higher the influence of actors.	What are the positions of actors regarding the issue? Who is for or against the reform process?

Understanding different roles in stakeholder mapping

(See detailed terms of reference in Annex III)

Stakeholder mapping exercises may require single or multiple rounds of Net-Map sessions with homogeneous stakeholder groups or combined stakeholder groups as necessary. The key people involved are TTLs, stakeholder group members, and other staff, advisors, or consultants who know the country and project context well.

Role: stakeholder analyst

The role of a stakeholder analyst is to design the stakeholder mapping exercise, oversee Net-Map interviews, and derive stakeholder insights for the program with the data collected. Stakeholder mapping can be designed in different ways depending on complexity and scope of the program. It can be a one-off exercise or scaled across multiple components. A stakeholder analyst will be able to define the need for stakeholder mapping in the program, as well as facilitate understanding of implications of stakeholder dynamics for the reform team. The analyst may combine stakeholder mapping data with other relevant information for analysis. As a rule, this role can be fulfilled by the TTL.

Role: Net-Map facilitator

Net-Map interviews are facilitated sessions to stimulate discussions among participants. It is recommended to use the services of a trained internal or external facilitator who has experience in conducting Net-Map interviews.

The tasks of a Net-Map facilitator are:

- understanding the context of the project and Net-Mapping exercise
- arranging and managing logistics of the Net-Map session
- explaining the mapping process to participants
- discussing, clarifying, and refining the question or issue at hand with participants (ideally with the help of a technical expert)
- guiding the group through the process and clarifying any doubts
- managing time
- taking care of data entry and digitization
- facilitating discussions
- active listening and articulation.

Role: interview note taker

The role of a note taker is to take notes of the discussions during a mapping session. The note taker is ideally someone familiar with the subject but no other specific skills are required. The facilitator should give the note taker a brief training in stakeholder mapping, showing them what to expect, and what the different steps are. The notes should be as close to the discussion as possible, and not only reflect results but give insights into discussion, arguments, disagreements, and so on.

Take notes of

- Everything said about actors. They would not just note the names but also anecdotes, what they like, what their problem is, how they relate to the question, and so on.
- Everything said about links. They do not need to write down each link as it shows on the map, but reasons for existence of the link.
- Everything said about goals, not simply who is plus and minus but detailed information.
- Everything said about influence, not just the numbers but where it comes from, how it is used, whether the group disagreed about the ratings of specific actors, and what the arguments in the disagreement were.
- The main lessons and insights the group talked about.
- The main action steps they decided, if any.
- What was the hottest issue they discussed and where did emotions flare up?

A Net-Mapping session starts with defining and refining a specific problem followed by a step-by-step process (see Figure 2) that helps navigate the course from identifying a question to finding possible action points. The participants discuss their perspectives of the network while drawing the map. It is a process of exploration and co-creation, converging to solutions.

Figure 2. Six steps of Net-Mapping

1. Frame the right question.
2. Identify the actors involved.
3. Work through the links.
4. Determine motivations.
5. Discuss levels of influence.
6. Harvest observations and possible actions.

Step 1. Frame the right question

TIME

20 - 30 minutes

ACTIVITY

Identify and define the problem

WHO

- Owner of the problem
- Stakeholder mapping participants to refine the problem

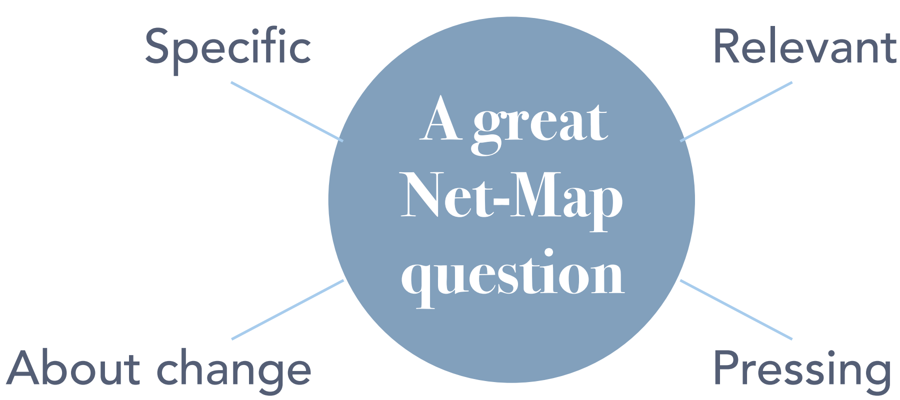
Framing the right question is crucial for getting specific answers from Net-Map stakeholder interviews. During the stakeholder interviews, it is important that the question is discussed so that everyone understands it well and refines it, if necessary. Often, this is also an opportunity to add clarity or sharpen the question. The participants may help in this process.

The overarching PPD reform agenda may be broad and—where feasible—need to be broken into multiple focused problem statements. In the logistics reform project example of Togo (Example 1), the broad agenda of improving the logistics sector was broken into multiple specific reform goals — improvement in customs and border clearance, training of truck drivers, implementing a trade portal, and so on. Separate Net-Map sessions provided insights into stakeholder dynamics related to the specific reform goals.

What constitutes a great question (as illustrated in Figure 3)?

- It is ***specific***. "Who influences the specific policy change we are aiming for?" instead of "who influences policy making in general?" It is important that participants have the same understanding of what change looks like. By spelling it out, they challenge their assumption and arrive at an explicit agreement.
- It is ***relevant***. It should be at the center of the challenge the team is facing.
- It is ***about change***. Groups think about concrete change they want to implement and draw a question that focuses on "who influences our successful move from the current (bad) state to the future state we wish for?" and "who influences the success of our reform?"
- It is ***a pressing issue*** that requires immediate attention

Figure 3. What makes a great question?



Step 2. Identify the actors involved

TIME

15 minutes

ACTIVITY

Name categories and actors

WHO

- All participants

The groups categorize actors/key stakeholders and pick different colors of Post-it® notes for each category. A category can be the government, private sector, NGOs, international donors, small-scale industry, Chamber of Commerce, regulatory authorities, labor unions, and so on.

- Identify actor categories and indicate them in the legend section in a corner of the map.
- Name specific actors in each category. Actors can be individuals, groups, organizations, or divisions; any unit that acts can be an actor. Actors are those that are related to the question, in positive or negative ways, with high or low influence on the outcome.
- Write names on color-coded actor Post-its® and arrange them on a blank mapping sheet.

Step 3. Work through the links

TIME

20 - 30 minutes

ACTIVITY

Define type of links, and link the actors

WHO

- One participant draws the links
- Everyone contributes

Participants start by thinking about how the actors are linked to each other and to define and map 3 to 4 types of links between them. Links can be 'friendship', 'reporting' relationships, funding, conflict, bribes, putting political pressure on someone, and so on.

- Draw the links as arrows. Some will go in one direction (such as a hierarchical relationship), others will go in both directions (such as friendship)
- Participants assign different colors to each type of link (such as green = flow of funding, blue = trust).
- Draw arrows into the legend on the map. It is easier to start with formal links and positive links. Leave the informal and/or negative links for last. If actors are linked by more than one connection (such as being friends and having a conflict), the group can draw two arrows of different color next to each other.

Example 2

A stakeholder mapping (Net-Map) exercise helped ensure a fair representation of stakeholders in multi-stakeholder governance of district oversight committees for the African Peer Review Mechanism (APRM) in Ghana.

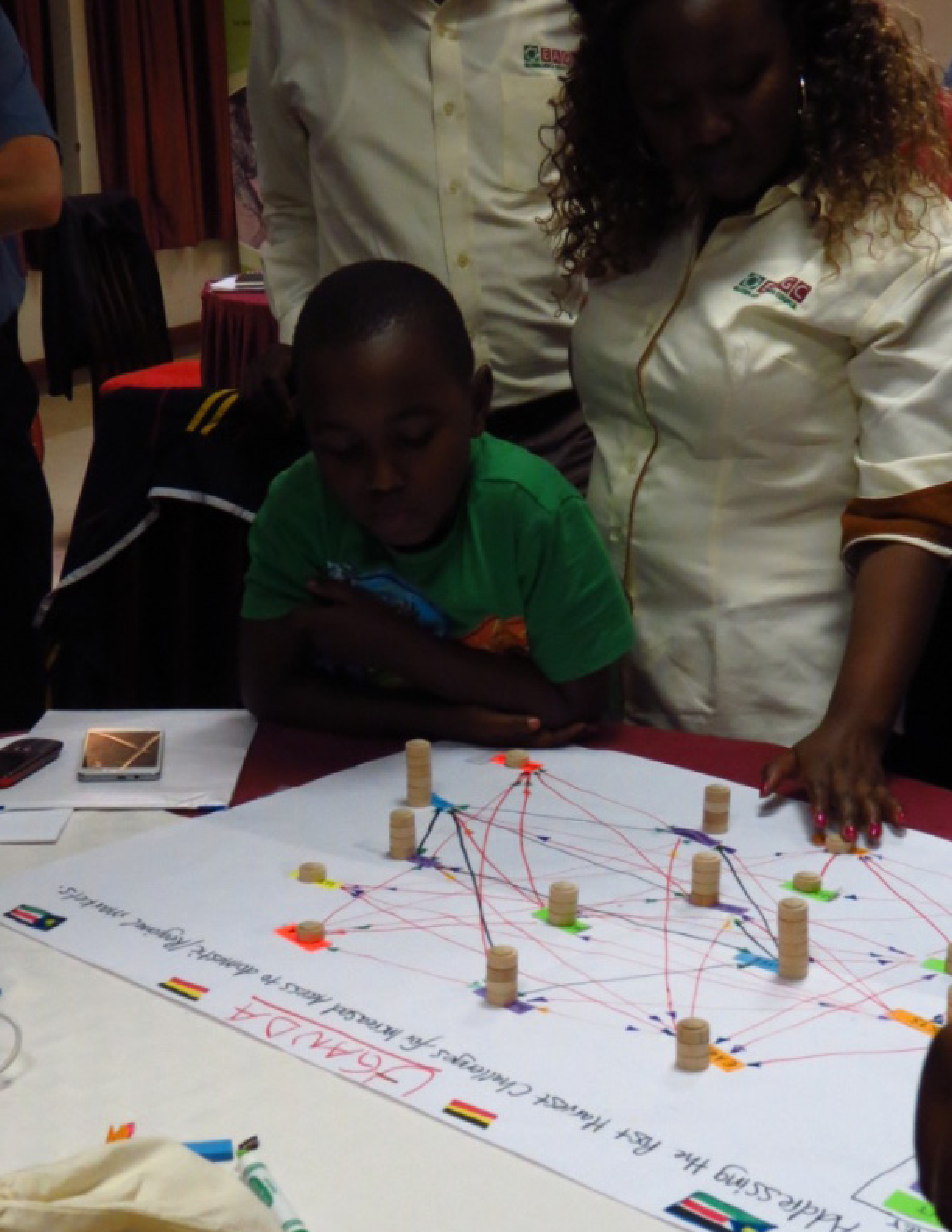
APRM is a mutually agreed instrument voluntarily acceded to by the member states of the African Union as a self-monitoring mechanism. The mandate of APRM is to encourage conformity with regards to political, economic, corporate governance values, and codes and standards among African countries, as well as the objectives of socio-economic development within the New Partnership for Africa's Development (NEPAD). Ghana is one of the early adopters of APRM and has chosen a decentralized approach to its implementation.

Initiating the process of selecting people to serve as watchdogs for the APRM implementation in a multi-stakeholder system with different governance fields and objectives was difficult because of the variety of organizations from which they had to be drawn. One way forward was to devise a method that explained complex multiple stakeholder governance, how different actors were linked, the various power relations involved, possible conflict of interest and obstacles that might work against the goals of watch committees. Another important consideration was to be able to determine the source of information that the watch committees would need to carry out their work.

The Net-Map method was used as a participatory way to engage diverse stakeholders to agree on the composition of committees to have fair representation of nine districts in Ghana's upper East and Northern region. The stakeholder mapping exercise helped them to agree on some important issues such as:

- All nine districts saw their various district assemblies as important partners in achieving the goals of APRM.
- Even though some representations in the committee were not liked by everyone, it was agreed that they are inevitable at the district level.
- Most groups agreed that having women groups, youth groups, and the commission on human rights and administrative justice in their committees would go a long way to achieving the goals of APRM.
- Through Net-Map, most interview partners understood the need to involve actors who had long been marginalized .

> "The method is excellent. In using it, you are very fair, transparent on selection, it's only when you have a picture like this that you can rate them, come to a consensus, then you realize that 'a or b' would be fit for a particular job."
>
> - East Mamprusi NCCE District Director on the Net-Map method
> (Net-Map study by Waale Douglas Bakuro)


UGANDA
the Post Harvest Challenges for increased Access to domestic/Regional markets.

Step 4. Determine motivations

TIME

10 - 15 minutes

ACTIVITY

Actors who support, oppose, or neutral

WHO

- One participant marks the actors following discussions

For each actor, participants identify whether they are for or against the reform or are neutral. This is not so much about the actors' public statements but assessing the impact of their action (or reluctance to act).

- Participants note (+), (+-), (-), next to each actor for positive, neutral, or negative, and create legends. Strong supporters may get (++), and strong opponents may get (- -).
- Sometimes participants may not be sure about a specific actor's position. In this case, they can add a question mark. This step is often straightforward as groups draw on the discussion they had beforehand, in which they already talked about the position of actors.

Step 5. Discuss levels of influence

TIME

30 - 40 minutes

ACTIVITY

Influence towers for each actor

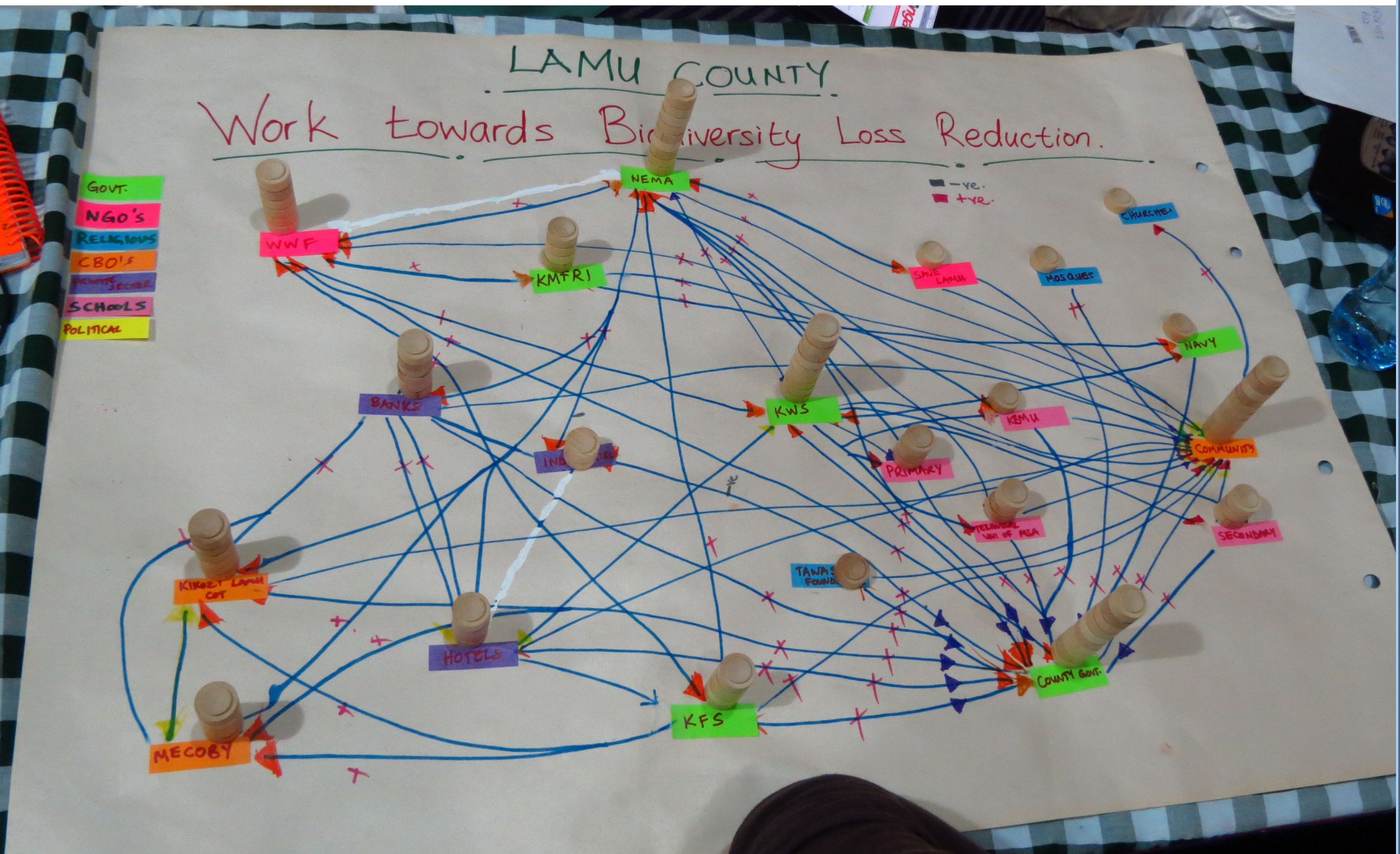
WHO

- All participants

In this step, the group discusses the influence of each actor on the issue (such as the success of the reform) at hand. The definition of influence used is modeled after Max Weber's definition of power: "The ability of an actor to achieve their goals in a social setting, despite resistance and irrespective of the means used." It is not "how influential are the actors in the world at large?" It is also not "how strongly can actor A influence actor B?"

The influence of each actor is represented by wooden blocks, called influence towers as illustrated in the photos below, stacked one above the other next to the actor cards.

- The group assigns influence towers to actor Post-Its®. The higher the influence on the issue at stake, the higher the tower. Towers of different actors can be of the same height. Actors with no influence can remain at ground level.
- In case of disagreements, the group is encouraged to discuss and try to reach an agreement after hearing everyone out. If they cannot come to an agreement, they can put up two different influence towers for the actor. However, this should be a rarely used exception.
- At the end, participants review all towers and note the height next to each actor.



Example 3

Mapping for stakeholder engagement in the context of improved water governance of multi-stakeholder bodies in Ghana.

A newly developed river basin board at the subnational level consisted of 17 institutional members representing district assemblies, regional level line ministries, traditional authorities, NGOs, and the research sector. The basin board had low formal decision-making and enforcement capacity and thus, needed to use its governance network strategically to achieve its developmental and environmental goals. The process included three interventions, spread over one year: individual Net-Map interviews with all 17 members, showing their specific perspectives: a session with the whole board in which they mapped out their network in small groups, helping them converge in their views and also understand their difference in perspective, and finally a large group session, to develop consensus on actors, networks, goals and influence and form the basis for strategic planning.

In this process, the basin board members had a number of important insights. They understood that the stakeholder network can look very different from different positions of the network, and that understanding these differences can make them more effective. They realized that the actor with the highest formal position (hierarchical relation to most other actors) was one of the least influential actors when it came to achieving their goal because of lack of funding and technical involvement. So they developed strategies for using their informal network and influence of their parent-institutions to increase the influence of this multi-stakeholder organization.

Stakeholder mapping helped them find a common ground emerging from multiple views of water governance in Ghana.

Step 6. Harvest observations and possible actions

TIME

30 - 40 minutes

ACTIVITY

Observations and possible actions

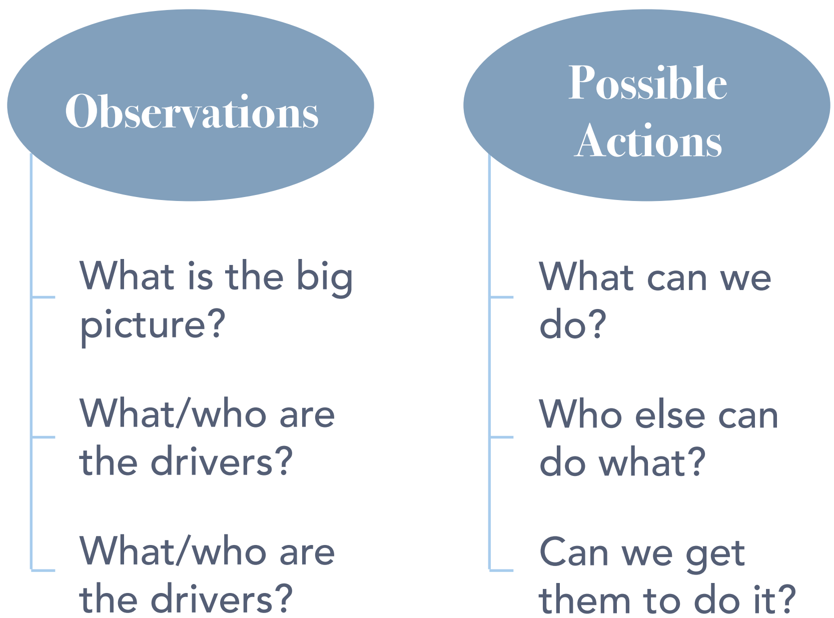
WHO

- Everyone participates, facilitated by the facilitator

Once the group has completed stakeholder mapping, they can harvest observations and think about possible actions (as listed in Figure 4).

- Participants discuss their main observations and list possible actions.
- Participants will come up with some actions they can take and have control over. They may also find actions that actors out of their control need to take. In this case, it is not enough to state this fact (“the government and private sector should stop fighting and start being nice.”) but the teams have to explore how they can influence these actors to act the way they should in the context of the reform.

Figure 4. Observations and possible actions



3. Stakeholder analysis

With information collected from Net-Map sessions about actor positions, network structure, interests, influence and narratives, the stakeholder analyst can develop metrics for stakeholder risk mitigation strategies, communication planning, and targeted stakeholder interventions for programs.

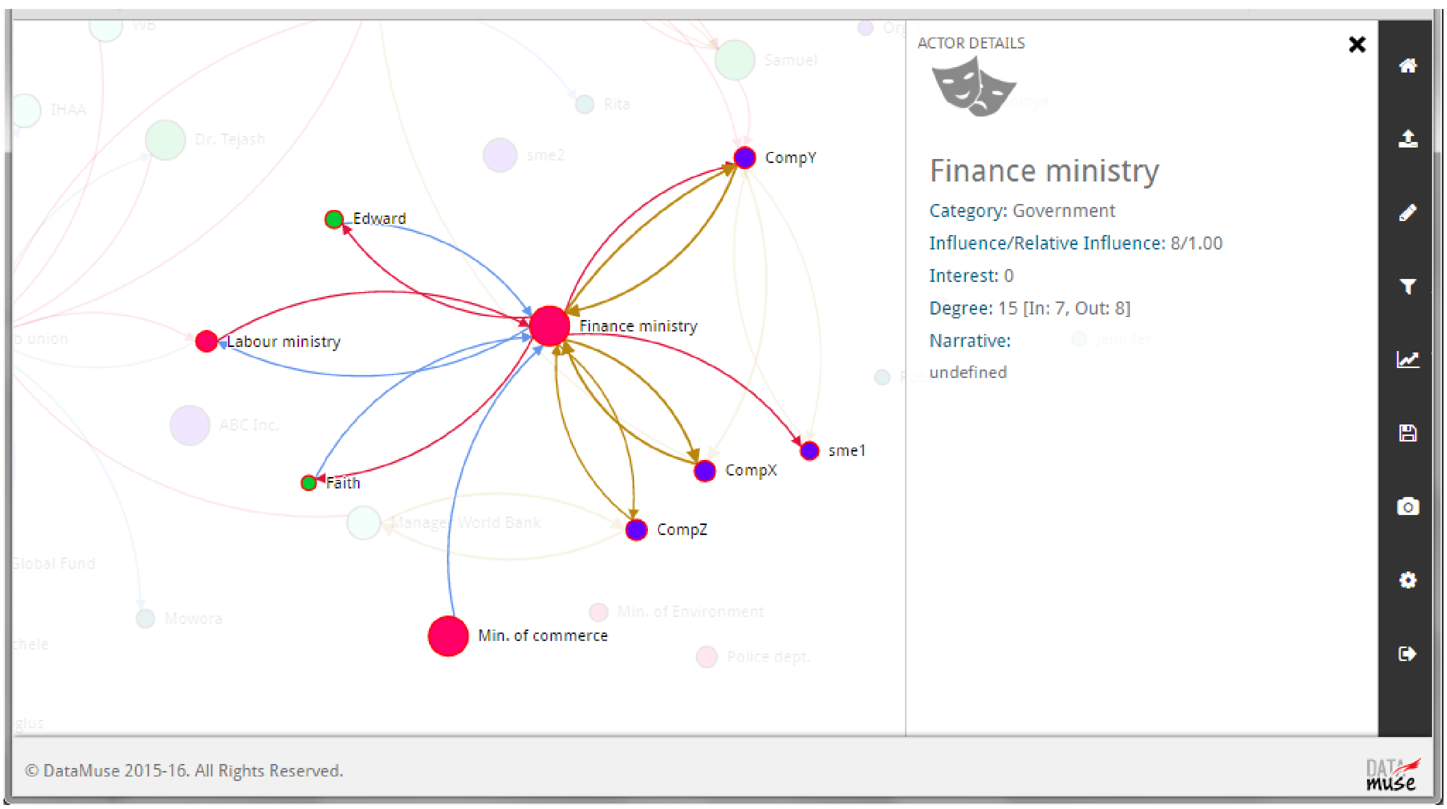
The process of conducting Net-Map sessions generates two kinds of data:

- Quantitative data of stakeholder connections, interests, and influence.
- Qualitative data yielded by discussions during Net-Map interviews, explaining different stakeholder perspectives about the elements in the network.

These two forms of data supplement each other. For example, the narratives may further explain the type of relationship two actors share in a network ("why did the conflict between the two actors start?"), or what makes an actor influential ("the actor heads an important committee"), or why an actor is against reforms.

Net-Map data can be transformed into digital social network maps and other stakeholder analysis graphs as shown in Figure 5. (For technique to digitize Net-Map data and further stakeholder analysis please refer to Annex III).

Figure 5. Digital stakeholder map from Net-Map data

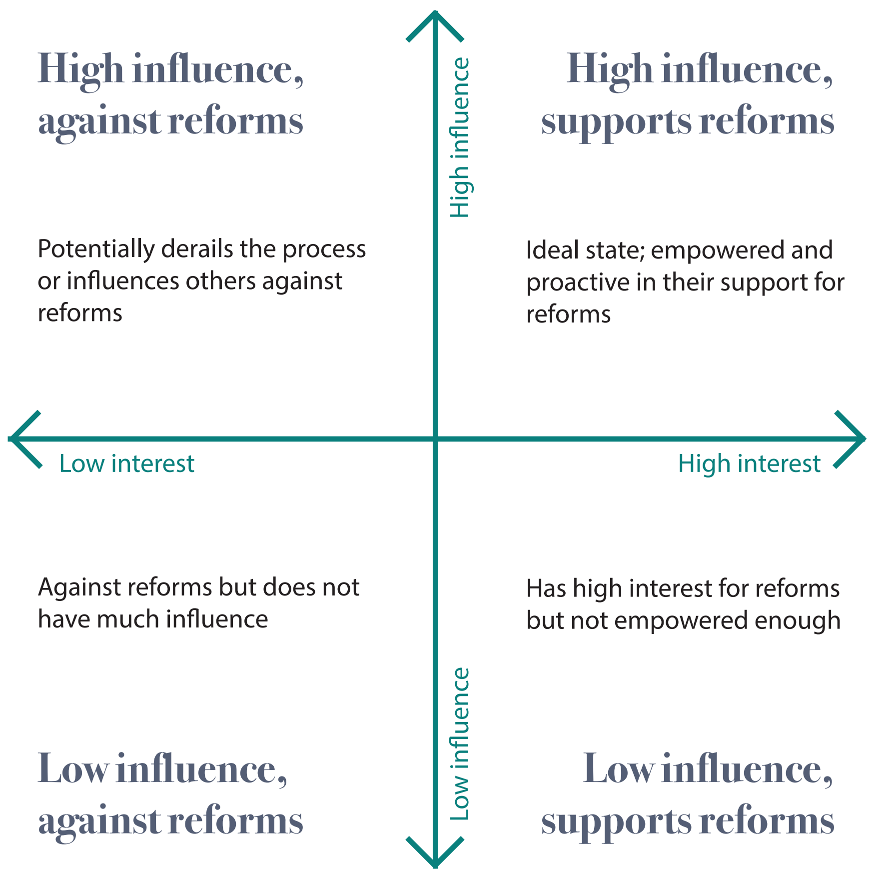


Below are some ways to generate strategic insights from Net-Map data:

Stakeholder segmentation

The influence-interest matrix (see Figure 6 below) segments stakeholders by their level of influence and support for reform. The influence and interest data points from Net-Maps are arranged into the matrix to help prioritize efforts for stakeholder engagement. For example, a stakeholder with high influence but low interest may have the ability to block reforms and therefore require special consideration at the beginning of the program.

Figure 6. Influence-interest matrix



The X axis shows the level of Interest and the Y axis displays Influence.

The matrix provides a perspective of the effort required to mobilize support for reforms

- High influence, support reforms
  How can they be engaged for driving specific reform goals that they are able to drive?
- High influence actors but against reforms
  What are their motivations? Are they sabotaging the process by colluding with others?
- Low influence, support reforms
  How do we empower these stakeholders?
- Low influence, against reforms
  Do they feel left out? How to mainstream them?

Detect stakeholder risks

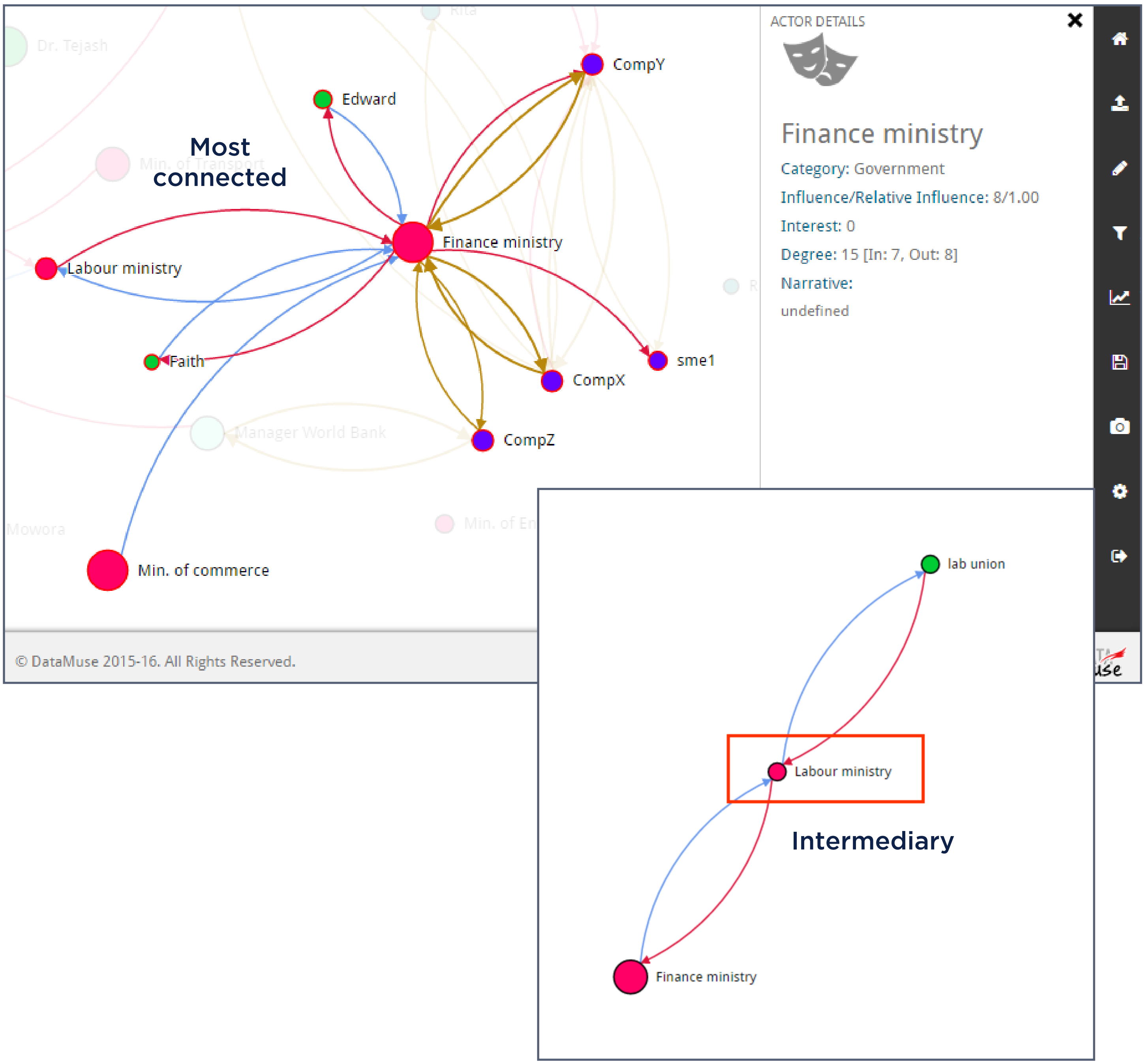
Stakeholder maps help to detect stakeholder risks and thus help incorporate appropriate safeguards into program design early on. Some common stakeholder risks that reform teams may face include:

- Conflict among stakeholders
  - Identifying who is in conflict with whom, the nature and intensity of conflicts, and implication on specific program objectives.
  - Are there actors in conflict who are crucial to connect for the success of the program?
  - How does the conflict, directly or indirectly, affect the dialogue?
  - To what extent can the conflict be mediated, and by whom?
- Program design with unintended abetment of corruption or special interest collusions.
  - Are we encouraging informal social or political influence that is holding back reforms?
- Skewed incentives towards few influential actors or those who are impediments to the reform process.
  - Are there few actors overburdened with responsibilities and demand from the network?
  - If they leave, will they take away important knowledge and connection, and will the system collapse?
  - How should we account for such system vulnerability?
- Potential problems in institutional structure and capacity to adopt PPD initiatives.
- Micro-level political economy risks, such as -
  - Collusion between public and private actors that inhibit competition
  - Special interest groups (actors maybe bound by contracts) whose economic interests are protected by the status quo, who may resist change
  - Potential economic effects (for example, increase in fuel prices) on some stakeholder groups that may become major political issues
  - Political patronage of public institutions or lobbying by private sector that provides competitive advantages to certain actors
  - The participants (and the mix) for a PPD governance structure as well as working group composition

Identify opinion leaders in networks

Opinion leaders play important roles because of their positions in a network as intermediaries, brokers, or gateways to important communities. They are central actors in a network who, by virtue of their position or connections can influence others in the network to drive change. The highlighted actors in Figure 7 are in a position to become opinion leaders and change agents in the network. They can help accelerate the pace of reforms by motivating others in the network. The reform teams can use the social capital of opinion leaders to widen support for reforms.

Figure 7. Opinion leaders in a network



Inform design of help in strategic communications strategy

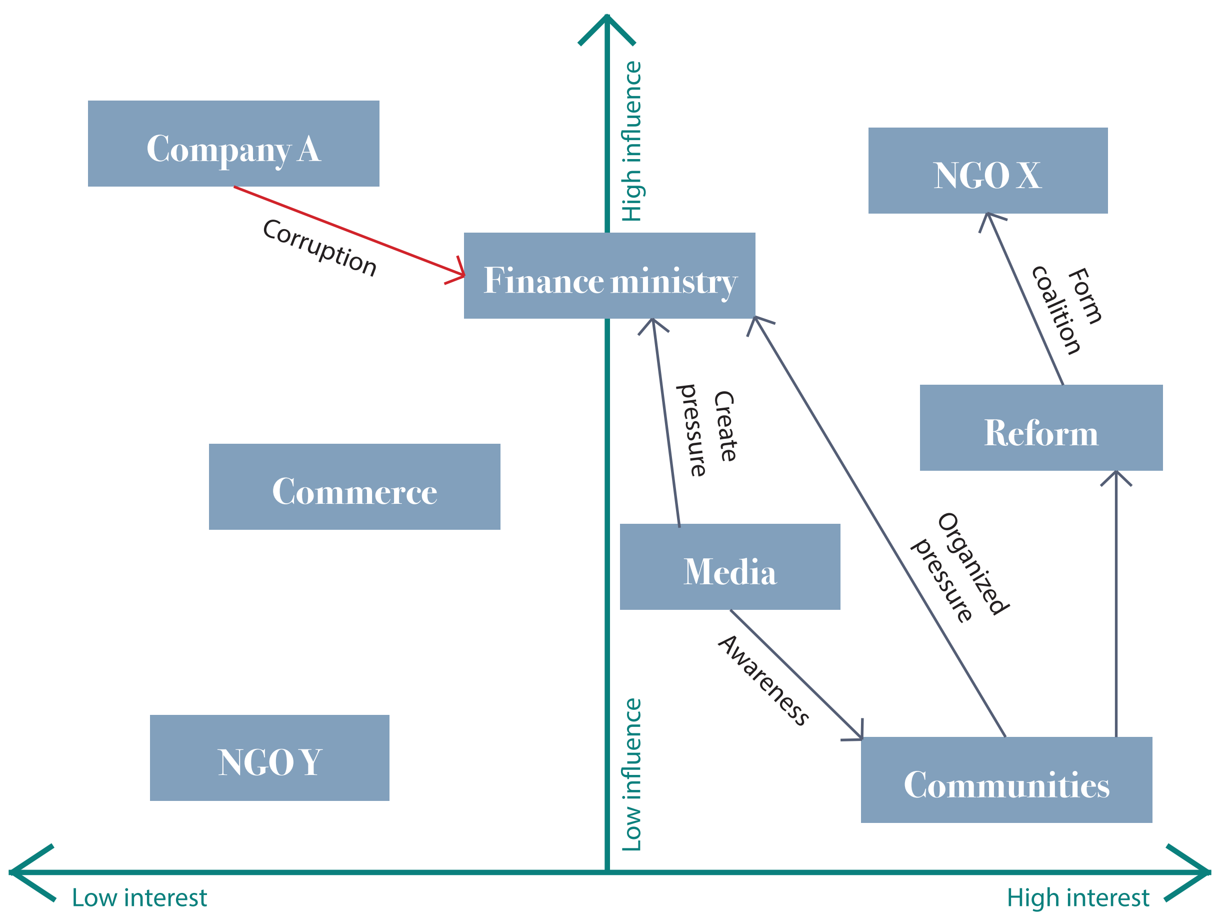
Stakeholder mapping can help in communications planning and outreach to prioritize focus and resources on important stakeholders at different phases of the program. For example, it may be required to focus on a very influential actor who is against reforms right at the inception phase of the program, or else the actor may derail all reform efforts.

Stakeholder maps also identify opinion leaders who can generate public support, instead of having to invest resources into large scale campaigns.

Figure 8 below shows how the influence interest matrix may help in designing a communications strategy, keeping in mind questions such as:

- Are there influential government actors who are neutral? Are influential private sector actors holding back reforms? Is this due to lack of information or awareness?
- How can we organize public support to incentivize the government? Can the media help amplify supporting voices?
- Should the reform team form coalitions with influential NGOs who support reforms?

Figure 8. How stakeholder mapping can help in strategic communications



ANNEXES

Annexes

Annex I: Checklist template for planning to use the toolkit

Please answer the questions below to properly plan a stakeholder mapping intervention for your project. Filling in this template will help you clarify what you need to do to frame and implement an intervention.

Framing

- What is the bigger issue, project, or process the toolkit contributes to?
- Goal of using the toolkit. For example, to start a conversation among stakeholders about a difficult issue, or to collect data for a research paper on stakeholder politics?
- For which phase of the project cycle is the stakeholder analysis relevant?
- What questions will this exercise address that you cannot answer now?

Intervention design

- Briefly describe the designed sequence of activities, stakeholder mapping, and others, which are planned — and how they will feed into or support one another in reaching the project's goals.
- Why is stakeholder mapping the right tool?
- Who needs to participate?
- What knowledge, experience, or skill-set do you need around the table (such as diversity of perspectives, specific technical knowledge, or political reasons for selection)?
- Is a follow-up action expected? If yes, what type of action is needed? By whom?

Team

- Who is leading the initiative?
- Who is responsible for planning, briefing, and organizing the team (TTL, manager, or others)?
- Who are the external consultants in the team (stakeholder analyst, stakeholder mapping facilitators)?

Content of specific Net-Map session

- Mapping question(s) such as "who influences XYZ?"
- Foreseen actor categories (such as government, NGOs, or private sector).
- Foreseen links (such as flow of funds, formal hierarchy, conflict, or friendship).
- Foreseen goals of actors (such as positive or negative).

Logistics of the Net-Map session

- Identify different parts of your session and roughly assign time slots.
- Determine if you are planning individual or group maps.
  - Number of maps
  - Number of participants
  - Number of facilitators (at what level of proficiency):
- Allocate roles and responsibilities among the facilitators (if more than one is available).
- Identify who will document maps and discussions, and how.

Stakeholder Analysis

- What is the depth of analysis required?
- Will there be limitations about how much of the results you can share? Who decides about that? How will you manage confidential information?

Annex II: Terms of References

Stakeholder analyst

Note: TTL or someone intimately involved in the project should play this role

Deeper analysis for strategic inputs will require support from a stakeholder analyst as it requires an understanding of social network analysis to identify structures and positions in networks as well as exploratory data analysis skills. Some PPD domain knowledge and understanding of the context are required.

The role of a stakeholder analyst is to lead the stakeholder mapping exercise by designing the study, planning and executing the data collection process, providing stakeholder analysis, and producing reports.

Following are the program-specific tasks of a stakeholder analyst:

1) Contextualizing stakeholder mapping for the program:

- Define the function of stakeholder mapping exercise for reform-specific goals
- Facilitate reform teams to define the objective of the stakeholder mapping exercise

2) Designing the stakeholder mapping study:

Information areas -

- Identify areas of interest and parameters to measure stakeholder dynamics in a specific reform context
- Determine stakeholder data requirements to inform strategy and identify sources of data

Data collection -

- Select appropriate data collection instruments (such as stakeholder mapping, surveys, or focus groups)
- Put particular emphasis on stakeholder mapping toolbox for drawing stakeholder maps
- Identify relevant stakeholders and groups for interviews
- Synthesize data from different sources

3) Facilitating reform team in:

- Screen, train, and onboard consultants for stakeholder interviews
- Select stakeholders as appropriate for interviews
- Brief facilitators on the data collection process
- Conduct stakeholder interviews using the tool

4) Conduct stakeholder analysis and formulate recommendations:

- Identify important stakeholders, influences, goals, and relationships that determine success of the program
- Identify drivers and barriers in stakeholder networks which include:

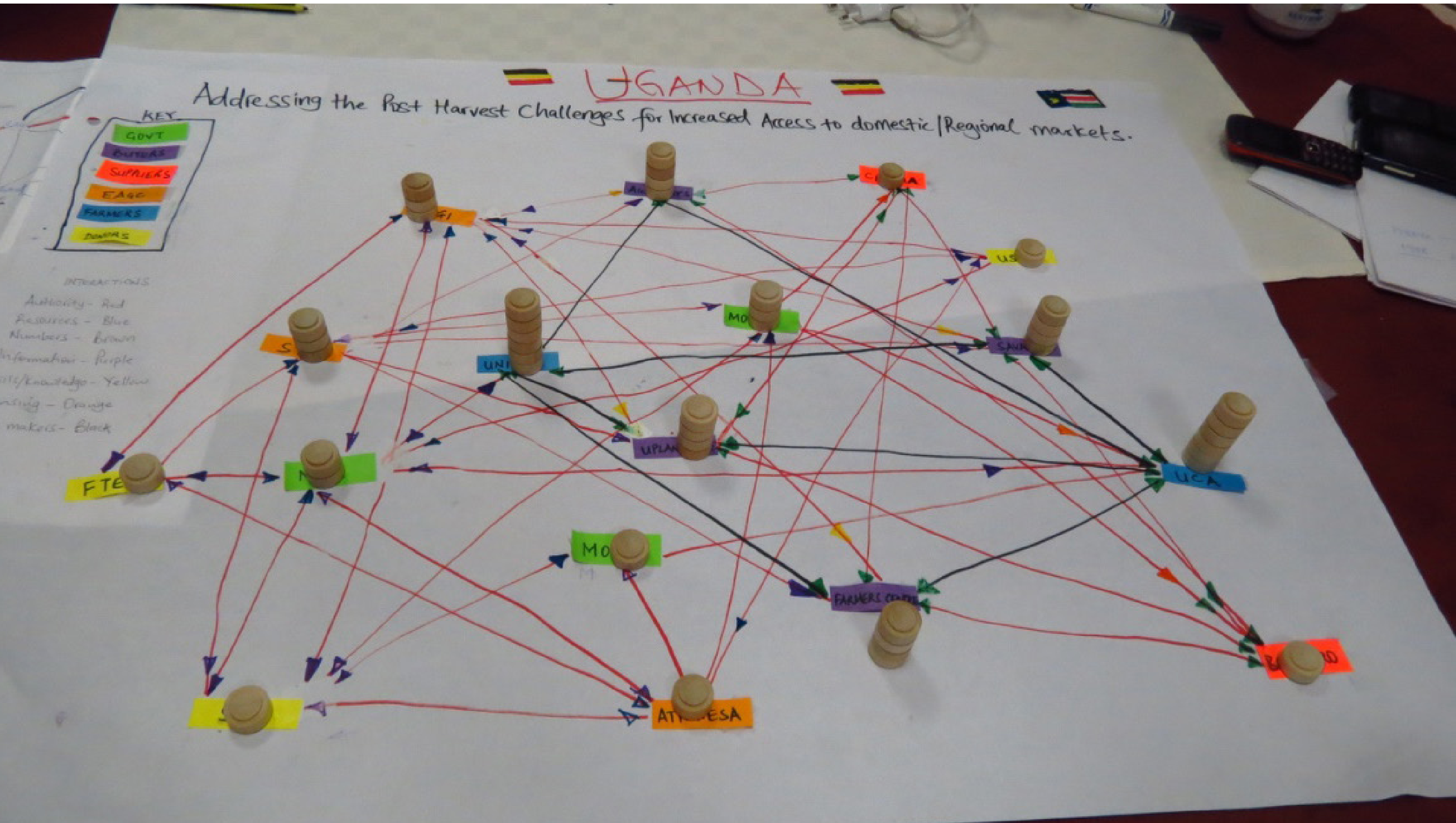
- stakeholders that are important connectors in the network
- influential stakeholders who are against reforms that can influence others in their direction

- Account for stakeholder risks (such as potential conflicts between actors, collusions, overburdened, or isolated actors) early on in program design
- Leverage stakeholder networks and specific opportunities as tactical intervention strategy
- Understand the political economy of change; consider informal dynamics in the network, implications for change, and stakeholder perceptions that need to be addressed to avoid potential problems.

5) Maintaining confidentiality of sensitive data

Criteria for selection

- Minimum qualification: Masters in social sciences or related disciplines
- Understanding of methods of stakeholder analysis and program design
- Experience in facilitating group interviews (using methods such as Net-Map)
- Data analysis skills, advanced skills in social network analysis
- Some PPD experience desired but not required



Net-Map facilitator

The role of a Net-Map facilitator is to guide and moderate group interview sessions to generate data and insights from participants. Specific tasks include:

1) Preparing for group interviews

- Understand the requirements and context of stakeholder mapping interviews from the stakeholder analyst
- Pre-test (if required) and design the interviews according to the mapping process
- Organize participants and preparing them for interviews
- Brief the note taker (of qualitative data)

2) Facilitating group interviews

- Be neutral and be able to facilitate in the local language
- Introduce the method and keep an eye on the process
- Facilitate flexibly, observe group processes, ensure everyone participates, intervene where necessary to keep the process on track, and stand back as much as possible to allow participants to drive their own process

3) Conducting data digitization

- Enter quantitative data in pre-formatted datasheets
- Organize qualitative data from the note taker

4) Debriefing the stakeholder analyst

Criteria for selection

- Trained as a Net-Map facilitator
- Experience in conducting stakeholder mapping interviews
- Excellent facilitator of group processes — required traits are openness, respect, ability to focus on a problem, and adherence to process
- Minimum qualification: Bachelor's degree
- Well-versed (spoken and written) in the local language
- (In some cases where bi-lingual support is required) Ability to write and speak in English may be required

Annex III: Instructions to access the stakeholder analysis application for Net-Map data

For stakeholder analysis and rendering of social network graphs of Net-Map data using the 'Datamuse' software -

1. E-mail support@datamuse.io; identify yourself and secure a login id and password.
2. A self-help tutorial is available as a step-by-step guide to generate digital maps and explore data for stakeholder analysis.

Annex IV: List of Net-Map facilitators

- Kentice Tikolo (Kenya) - donaccesspato@gmail.com
- Cla Marie (East Africa) - cladonna1@gmail.com
- Paul Udoto (Kenya) - pauludoto@gmail.com
- Aliou Diougue (French speaking West African facilitator) - maitrejuk@gmail.com
- Pato Dondasse (French speaking West African facilitator) - donaccesspato@gmail.com