

## Activity 2: Identifying Stakeholders and Their Values and Interests

### Instructions for Participants

You are an external expert in heritage site management and have been appointed as a member of a planning team for the heritage site of Jarash. As the first step in developing a sustainable plan for Jarash’s management, your team has been tasked with developing a preliminary list of important stakeholders and clarifying the most important values and interests that these stakeholders attach to the site. From this you may also be able to identify key areas of commonality, difference, and potential conflict so that you can seek to clarify these through further elicitation of interests and values from the stakeholders themselves.

The following explains the tasks in detail and the steps required to complete these tasks.

#### STEP 1: CREATE A LIST OF THE PEOPLE AND GROUPS WHO FIT THE DEFINITION OF STAKEHOLDER FOR JARASH, INDICATING WHETHER EACH IS A PRIMARY STAKEHOLDER OR A SECONDARY STAKEHOLDER

In the first column of the activity 2 worksheet (provided by the instructor), list the administrative levels of the stakeholder groups; for example, national, local. Review the definition of *stakeholder* in the introduction to this publication. Based on your reading of the management context section, identify stakeholders (including authorities) with an interest in or concern about the site and how it is managed. You might also wish to think of other possible stakeholder groups that may be alluded to or may be missing in the description—sometimes currently disempowered stakeholders become known only later. Write these groups in the second column. Speculate on the current

level of influence of each of these stakeholders to determine whether you would consider them primary or secondary. Primary stakeholders are those who currently dominate or strongly influence decision making. Secondary stakeholders also have interests and values at stake but may not have the current capacity to make decisions or strongly influence the management of the site. To differentiate primary and secondary stakeholders, ask yourself:

- Who has the capacity to make or veto key decisions about the site?
- Who has the capacity to implement or block implementation of key decisions?
- Who has a high level of influence with key decision makers or implementers?

#### STEP 2: ADD THE MOST IMPORTANT VALUES AND INTERESTS HELD BY EACH PERSON OR GROUP YOU LISTED IN STEP 1

Based on the description of each stakeholder in this case study’s management context section, identify the most important values and interests held by each for the site of Jarash. As mentioned previously, values are positive characteristics that make the site important. They should be described in general categories such as social, aesthetic, scientific, historic, spiritual, or economic. Conservation or preservation should be considered not as values in and of themselves but as actions for promoting values. List the most important values in the third column of your stakeholder list, and write the interests in the fourth column. Note the values and interests with the highest priority to the stakeholder, if such a priority seems to exist.

Whereas values are perceived attributes of the site, interests are stakeholders’ underlying needs or wants that they hope to have fulfilled with respect to the site. Interests are often more specific and often correspond to broader value categories. The table below contains examples for two stakeholders.

Stakeholder Category	Stakeholder Group (*for primary stakeholders)	Values (*for highest priority)	Interests (*for highest priority)
National Government	*Department of Antiquities	*Scientific, educational	*Protect and preserve the antiquities, contribute to archaeological knowledge, educate visitors and locals about Jarash; *attain World Heritage listing
Business	Handicraft seller	Economic	Enough sales of handicrafts in order to pay expenses and generate a profit

▲ Stakeholders, their values, and their interests.

Interests are different from positions, which are statements of particular outcomes that are favored. Positions are usually stated in terms of the one outcome sought rather than the underlying need that would be served by that specific outcome. For example, a position is “We want all tourists to the site to come through the handicraft center at the start and the end of their visit.” The underlying interest is “enough sales of our handicrafts in order to pay our expenses and generate a profit.” While these positions can help you to identify some potential options for decisions that need to be made, it is important to go beyond stakeholders’ positions to articulate the actual interests and values underlying them. It is important to identify these interests because they help to determine the core needs and values held by stakeholders. Interests are usually more flexible than positions—there is only one outcome that can fulfill a position, but there may be many different outcomes that can fulfill the underlying interests.

Some stakeholders may have multiple values and/or multiple interests in the site; it is helpful to note all of these. If some of these seem more important to stakeholders than others do, emphasize those with the highest priority by circling them or marking with an asterisk.

**STEP 3: MAKE A LIST OF COMMONALITIES, DIFFERENCES, AND POTENTIAL AREAS OF CONFLICT**

After you have completed your list of stakeholders and their values, interests, and priorities, you will make a list of

commonalities, differences, and potential areas of conflict. Though the background information is simply a starting point for understanding all the values of Jarash, you may be able at this point to identify some themes in which many or most stakeholders agree on a set of values, some for which their values are quite different, and others in which there may be potential conflicts of interest. Commonalities are those interests that are widely shared by many (though not necessarily all) stakeholders. Differences are interests that are unique to one or two stakeholders. Potential areas of conflict are strongly held interests by different stakeholders that might be mutually exclusive or contradict one another.

From these lists of commonalities, differences, and potential conflicts, you may begin to see specific management challenges that may arise when trying to make decisions about the site. Make a list of two to four possible management challenges that might arise so that your team can follow up on these during the next stage of values elicitation in activity 3.

**STEP 4: REASSESS RESULTS OF ACTIVITY 1**

Determine whether your results from activity 1 (identification and description of values and statement of significance) should be updated based on your examination of stakeholders in activity 2 and any new information uncovered. The results of activity 1 should not be affected by stakeholders’ short-term interests, power, or positions.