

MODULE 6a

Stakeholder Mapping & Collaborative Governance

Frameworks for Heritage
Decision-Making



Defining Stakeholders

Why definitions matter for heritage contexts

Three Definitional Approaches

Freeman (foundational):

Anyone who can affect or is affected by objectives

Eden & Ackermann (restrictive):

Only those with power to change strategic future

Nutt & Backoff (inclusive):

Anyone who can place claims or is affected by output

Heritage Implications

Restrictive definition

excludes:

- Descendant communities
- Migrant residents
- Informal economy workers

Inclusive definition

challenge:

How to incorporate diffuse, unorganized, or voiceless interests?

Key principle: Heritage contexts are best served by the inclusive definition.

Framing the Problem

Case Study:

COSCO's Piraeus port development;

Presidential Decree FEK 32/Δ'/25.01.2023

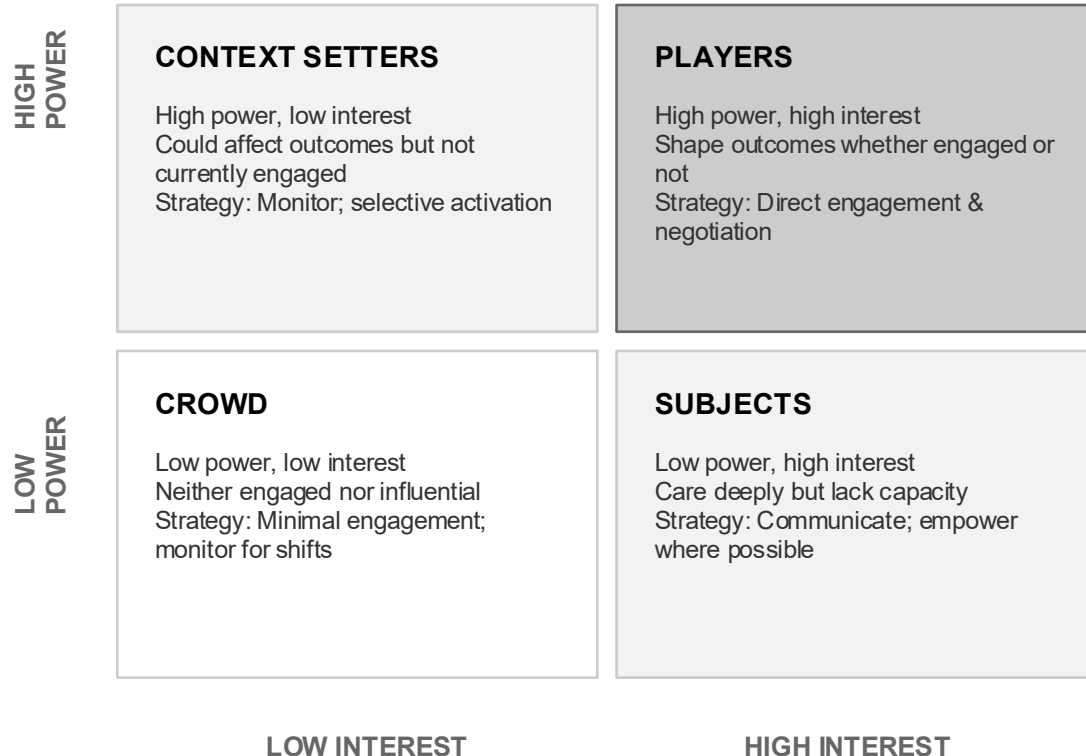
Core questions this module addresses:

- Who gets to participate in heritage decisions?
- Whose interests count?
- How do power imbalances shape outcomes?



Bryson's Power-Interest Grid

Foundational tool for stakeholder mapping



Heritage Examples

Players:

Regulatory agencies, major funders, organized advocacy

Context setters:

National legislatures with heritage authority

Subjects:

Local residents, affected communities

Crowd:

General public (potential to shift)



Deeper Analysis: Bases of Power & Directions of Interest

Moving from mapping to understanding mechanisms

For Each Significant Stakeholder, Map:

Resources they can mobilize:

- Money, regulatory authority, expertise
- Public legitimacy, media access

Sanctions they can impose:

- Litigation, withdrawal of cooperation
- Reputational damage

Goals they pursue:

- Immediate demands
- Underlying aspirations

How they perceive your organization

Analytical Value

Reveals coalition possibilities:

Stakeholders with aligned interests but different power bases may become allies

Exposes vulnerabilities:

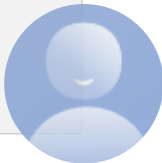
Where your project depends on resources controlled by others

Disaggregates monolithic actors:

Government agencies comprise multiple units with distinct mandates and interests

Finding the Common Good: Supra-Interests

Search for themes across multiple stakeholders → identify goals broad enough to unite divergent actors → foundation for coalition-building



Why Stakeholder Analysis Is Avoided

Barriers identified by Bryson

Ignorance

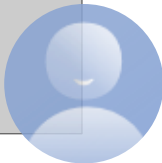
Hubris

**Resource
Constraints**

**Fear of What Analysis
Might Reveal**

Fear of Destabilization

Heritage context: Institutions operate within established narratives about significance. Analysis may reveal these narratives serve some interests while marginalizing others.



Collaborative Governance: From Analysis to Process

Ansell & Gash's framework: how to work with identified stakeholders

Definition: A governing arrangement where public agencies directly engage nonstate stakeholders in collective decision-making that is formal, consensus-oriented, and deliberative.

Six Distinguishing Criteria

1. Public agency initiation

Government convenes the process

2. Nonstate participation

Actors beyond government included

3. Direct engagement

Participation in decisions, not just consultation

4. Formal organization

Explicit structure, ground rules, defined membership

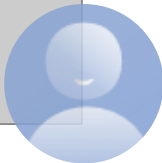
5. Consensus orientation

Process aims for agreement

6. Public policy focus

Subject is governance of public affairs

Critical distinction: Many "collaborative" processes are actually consultation without decision-making authority, or informal engagement without clear structure.



Starting Conditions

Three factors that shape collaboration success (Ansell & Gash)

Power & Resource Imbalances

- Collaboration difficult when resources vastly different
- Without intervention, "collaboration" legitimates decisions powerful actors would make anyway

Implication:

- Effective collaboration requires proactive strategies to empower weaker stakeholders

Incentives to Participate

Incentives increase when:

- Cannot achieve goals unilaterally
- Perceive interdependence
- Process has real authority

Heritage challenge:

- Venue-shopping is persistent.
- Collaboration works best when it's "the only game in town."

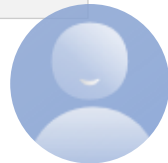
Prehistory of Conflict/Cooperation

- Prior cooperation creates trust facilitating future collaboration
- Prior antagonism creates suspicion poisoning deliberation

Key nuance:

High conflict doesn't preclude collaboration if parties recognize interdependence.

Correlating Trust × Interdependence: Low trust + high interdependence can succeed; high trust + low interdependence may not produce collaboration at all.



The Collaborative Process

→ *Iterative cycle: each element reinforces the others* →

Cyclical, not linear:

trust, understanding, commitment, outcomes reinforce iteratively

Face-to-Face Dialogue

Breaks stereotypes, reveals humans behind positions, enables real-time clarification. Essential—collaboration without direct dialogue impossible.

Trust-Building

Earned through consistent behavior: honoring commitments, sharing information honestly, respect during disagreement. Cannot be rushed.

Commitment to Process

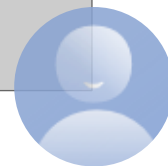
Genuine investment rather than tactical participation. Requires mutual recognition, shared ownership, openness to mutual gains.

Shared Understanding

Sufficient common ground for joint action—not agreement on everything. Heritage challenge: stakeholders often hold incommensurable valuations.

Small Wins

Intermediate outcomes that sustain collaboration. Early successes demonstrate participation is worthwhile. Essential when trust is low.



Time: The Underappreciated Dimension

Structural tension between heritage and development timelines (as in the Piraeus waterfront case)

Heritage Timelines

- Negotiations unfold over years or decades
- Longer than political cycles
- Longer than corporate planning horizons
- Longer than individual careers

Stakeholders who are there at the start may not be those who reach the finish line

Development Timelines

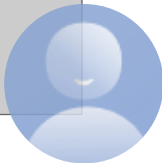
- Investment decisions require near-term certainty
- Construction schedules don't accommodate extended deliberation
- Political windows open and close unpredictably

Speed is a competitive advantage

Different Orientations Toward the Future

Heritage: continuity, preservation, intergenerational transmission

Development: transformation, growth, returns on investment



Complications: Preparing for the Piraeus Application

Extending Bryson's grid with a third dimension: planning speed preference

Three-Dimensional Stakeholder Analysis

Dimension 1: **Power**

Capacity to affect outcomes

Dimension 2: **Structural dependence**

Ability to dictate/influence v. be dictated to/influenced

Dimension 3: **Planning Speed**

Preferred pace of decision-making

Also... **Interest**

Level of concern about issue

Questions for Piraeus Case Analysis

1. **Who are the stakeholders?** Use inclusive definition
2. **Where do they fall on the grid?** Attend to "subjects" quadrant
3. **What are planning speed preferences?**
Accelerators vs. deliberators
4. **What is the prehistory?** Trust/distrust levels
5. **Does it meet A&G criteria?** Collaborative governance or not?
6. **Who is structurally excluded?** "Crowds" or untapped stakeholders?

Next session: Apply these frameworks to COSCO's Piraeus investment

