

TROUBLE IN TORTUGA

written by Kirk Emerson, Hal Movius and Robert Merideth

Udall Center for Studies in Public Policy

The University of Arizona, August 1999.

Updated Simulation Package 2021 by Kirk Emerson



**Trouble in Tortuga!
A Rangeland Conflict Simulation Exercise**

There's trouble brewing in Tortuga--and how!

It started with Ed Middleton, owner of the 640-acre X-Bar ranch--he up and died. Now the three Middleton kids, not interested themselves in working the X-Bar, are determined to sell the ranch to the highest bidder. Developer Sydney Stone is eager to snap up the estate to build 400 clustered homes. Neighboring rancher Gil Sinespina also wants to buy the X-Bar—and its grazing rights to 15,000 acres in the adjacent San Cristobal National Forest--but he doesn't have the cash.

Meanwhile, Sinespina has been told by the Forest Service that his own grazing allotments on the public land are being reduced because of a recent drought in the area. Local firebrand Corey Flintlock, an activist with SAGE (Save Arizona's Grassland Environment) wants to keep both cattle and condos out of the area to protect the grasslands and the habitat of the rare Gray Hawk. And while county planner Brady Euclid worries about the impact of the proposed clustered development on the small community of Tortuga--water, sewage, schools, and police--she frets even more about what some other developer--Blake Worstcase, for example--might do if Stone walks, or is driven, away from the deal.

So what to do in Tortuga?

Overview: The Tortuga Rangeland

Ed Middleton's widow died last year, leaving the fate of the X-Bar Ranch in the hands of the executors of the estate. The Middletons' three children were all in agreement: no one had an interest in ranching, and everyone had an interest in selling the ranch to the highest bidder. Moreover, since partial payment of inheritance taxes by the Middletons falls due in six months, there is pressure to sell soon.

Located just past the old mining town of Tortuga in the foothills adjacent to the San Cristobal National Forest, the X-Bar includes one section (640 acres) of private deeded land and a 15,000-acre grazing allotment in the national forest (see Map 1).

Elena Sinespina and Toby Nunn own the ranches on either side of the Middleton property. Third generation ranchers, Toby and Elena were disappointed when none of the Middleton kids wanted to continue the tradition. Las Culebras Wash snakes through all three ranches, and for many years all three ranching families jointly managed fencing and flooding problems, droughts, and drops in cattle prices. When Ed Middleton died 10 years ago, Elena's son Gil gladly agreed to manage the X-Bar. Gil has made it known that he would like to buy the X-Bar, but it seems unlikely that he will be able on his own to come up with the money to do so.

The community of Tortuga was established in 1871 by Basque silver miners. When the mines played out at the turn of the century, the town was virtually abandoned, left to serve as the local gathering place for the area's ranching community. Decades later an eccentric geology professor purchased the town site and began rehabilitating some of the old buildings. By the mid-1960s young professionals from the nearby city of Sierra Grande were moving to Tortuga in search of a small community lifestyle, renovating the old homes and businesses. There are now 1,500 residents, and it is apparent that there will be a growing market for housing in Tortuga, particularly for commuters traveling west to Sierra Grande.

Sydney Stone, a developer from Sierra Grande, has secured an option to purchase the X-Bar Ranch from the Middletons, conditioned on securing certain zoning approvals. Rather than subdivide the 640 acres into 160 lots at the current four-acre zoning, Stone has proposed a cluster development of 400 homes on one 200-acre portion of the site with shared infrastructure and minimal site coverage (see Map 2). He has indicated that the northeast portion across Las Culebras Wash would continue as grazing land and that he would keep the Forest Service allotment.

But several related events have complicated the picture. Pat Wright, the San Cristobal District Ranger for the U.S. Forest Service, just made an administrative decision to reduce the grazing allotments on the Las Culebras Management Area. After reading the production utilization survey and watching the effects of the recent drought, Wright decided to reduce permanently the grazing allotments on all the area ranches by one-third (from 12 to 8 head per section). At a

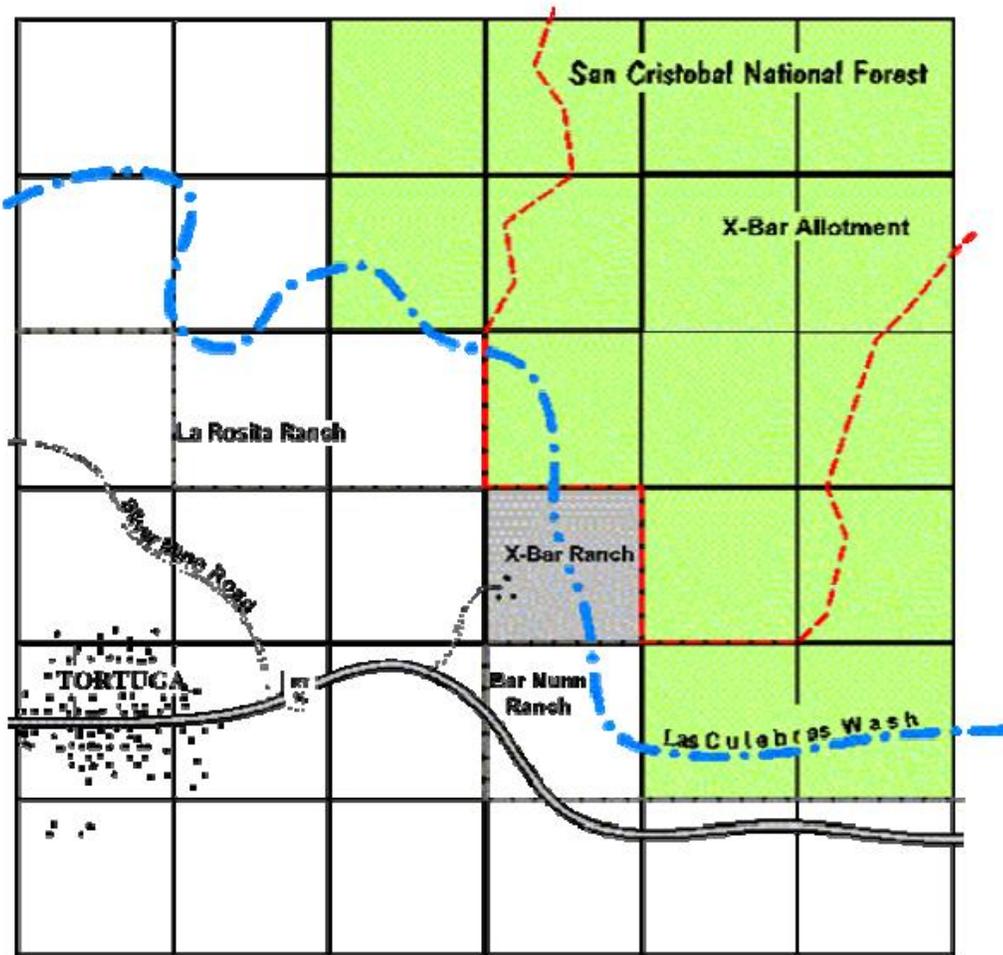
preliminary public scoping hearing, the area ranchers declared that they would appeal the reduction, and if denied, would pursue it in federal district court.

Wright's action has partly mollified an environmental group called SAGE (Save the Arid Grassland Environment) which has repeatedly asserted that not enough has been done to protect the riparian habitat along Las Culebras Wash (home to the rare Gray Hawk). SAGE has argued that the habitat is being destroyed by overgrazing, and its leader, Corey Flintlock, has been preparing to sue the Forest Service. Flintlock's first reaction to the reduction in grazing allotments was supportive, though guarded.

Brady Euclid, the County Planner, has been very worried about all of this. For one thing, Stone's proposed development clearly violates the area's recently completed comprehensive plan, which specifically calls for residential growth and expanded urban infrastructure on the west side of town toward Sierra Grande. Last month, Euclid approached the county planning board with a proposal to bring the parties together to carefully review Stone's plan. Stone's option runs out in one month and the zoning board is scheduled to discuss the proposed zoning change in two weeks. Word has it that the zoning board is currently not inclined to grant the variance. If Stone walks away, the estate might accept a fall-back offer by Blake Worstcase to buy the land outright and subdivide it into 160 ranchettes.

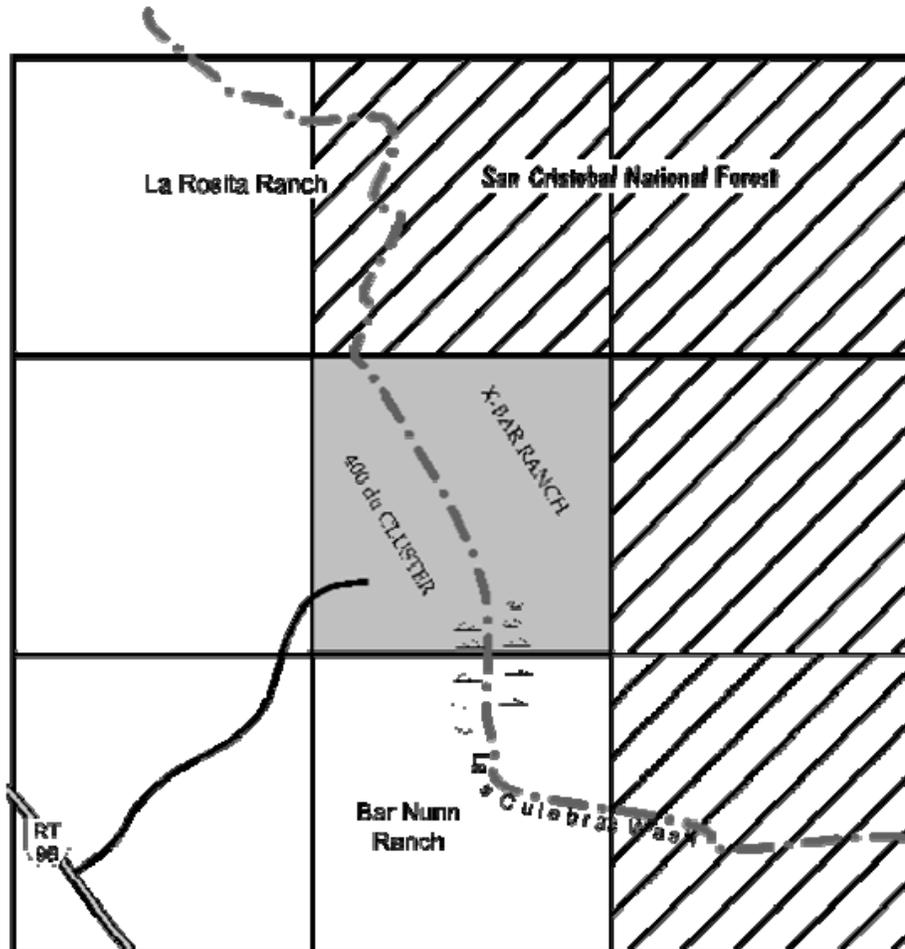
In response to Euclid's request, and worried about the increasingly confrontational atmosphere in Tortuga, the planning board has retained two facilitators from an out-of-state conflict-resolution firm to convene the major stakeholders. The board hopes that the stakeholders can develop a mutually agreeable solution which can inform the zoning board's decision in two weeks. With time short, the co-facilitators quickly interviewed the parties privately and generated a proposed agenda for a series of meetings which was reviewed and agreed to by all parties. A representative from the State Game and Fish Commission, Jo(e) Waterstone, has also been asked to participate, based on the facilitators' interest in assuring that all stakeholders be at the table.

Map 1
(Compiled by Garri Dryden)
X-Bar Ranch Area Map



SCALE: 1 INCH = 1 MILE

Map 2
(Compiled by Garri Dryden)
X-Bar Ranch Estates - Conceptual Land Use Plan



 SCALE: 1 INCH = 1/2 MILE

Trouble in Tortuga!
Stakeholder Roles

Brady Euclid, *County Planner* played by

Gil Espinosa, *Rancher, La Rosita Ranch* played by

Joey Waterstone, *State Game and Fish Commission* played by

Corey Flintock, *Save the Arid Grassland Environment* played by

Sydney Stone, *Developer, Sierra Grande* played by

Pat Wright, *District Ranger, San Cristobal National Forest* played

Toby Nunn, *Rancher, Bar Nunn Ranch* played by

John Masters and Jan Johnson, Co-Facilitators

Confidential Instructions John Masters and Jan Johnson, Co-Facilitators

Based on your background as a professional conflict mediator, you have been asked to facilitate a resolution to the trouble brewing in Tortuga. You have managed to get all parties involved in the dispute (with the exception of the Middleton siblings) to agree to start a discussion and agree to a tentative agenda.

As co-facilitator/mediators, you have hypothetically talked with or met privately with each participant prior to the discussion and asked each character to express his or her concerns and views of the conflict (this is done simply by reading through the "Background and Setting" statement and "Confidential Instructions" for each character). Before the simulation begins and the participants assume their respective character roles, the class instructor will further assist you in your preparations.

Goals of Facilitation Team:

You have six overall goals for these meetings:

1. Make sure that each party is given a chance to speak and have his or her concerns acknowledged by other parties.
2. Keep the parties committed to working toward a solution that everyone can live with.
3. Acknowledge institutional and legal constraints that might exist, but keep the parties focused on an interest-based solution.
4. Help the parties generate several possible alternative options before focusing on any one option for too long.
5. Identify and seek to generate objectively any technical information that may be needed regarding either the assumptions on which different plans are based, or the implications of proposed plans.
6. Remind the parties as necessary that failing to reach an acceptable solution may lead to an outcome that is less satisfactory to all.

Format:

There will be three discussion sessions for this simulation giving three pairs of facilitators the opportunity to practice their facilitation skills. Below are suggested agendas and guidance for each discussion.

Before your assigned meeting, talk with your co-facilitator, review the goals and the agenda and how you want to work together. One facilitator should lead a given section of the meeting while the other records.

A press release/news flash is available for distribution at either break time, to introduce a new external threat. Talk with instructor about the right timing for this.

Discussion 1.

Purpose of this discussion: The first three goals, establishing an atmosphere of tolerance and cooperation; reviewing with each party its interests and concerns; teeing up interests and concerns and questions that need to be addressed.

Agenda:

- Welcome, introductions and review agenda
- Explain the sequence of the three meetings and purpose of the first meeting (40 min)
- Confirm ground rules
- Statements of interests
- Statements of priority concerns
- Questions

You should open the meeting by welcoming everyone, and facilitate short self-introductions, including your own (to establish your credibility and impartiality).

Review the agenda and explain the purpose of the meeting and the sequence of the three meetings. Confirm list of ground rules (assume previously agreed to) and add others any that participants want to suggest. You do not have to set up decision rules at this meeting. Ask each participant (starting with the developer, then go around the table one-by-one) to describe their interests and why they are at the table.

Review the recorded list of interests, then go around the table in a different direction

and ask participants to express their concerns with the currently proposal. Once these are recorded, ask the developer to address these concerns as best she chooses to.

Then open up the session to an informal question period among the participants. The recorder should try to organize the kinds of concerns and the questions to frame the subsequent discussion.

Keep track of time. Let folks know they have only 5-10 minutes left and at the end try to summarize where the group is.

BREAK

Discussion 2.

Purpose of this discussion: to generate possible improvements or alternatives to initial proposal that might lead to a recommendation to the town board that all parties can endorse. Concentrate on goals four and five, helping the parties to envision alternatives and documenting any technical information that might be needed to assist them in assessing the viability of those alternatives.

Agenda:

- Welcome and review status, where the discussion stands
- Return to any sticking points or unanswered questions from the first discussion
- Identify key problems that remain
- Brainstorm possible solutions for each
- Identify any additional information that would be needed to move forward
- If timely, bring up how the group would make a decision – by vote? By consensus (100%; super-majority, ranking options)? Unanimity should be reached when deciding on a decision rule.

After completed this agenda, summarize what has been accomplished and encourage the parties to keep working on possible solutions. Encourage side bar caucuses during or after this discussion.

BREAK

Discussion 3.

Purpose of this discussion: to push for resolution of unsettled issues; package options; and agree on a path forward. If an agreement can be reached, then the basic elements of the agreement and next steps should be written down and agreed to.

Agenda:

- Welcome and summary of where the group is
- Provide additional information
- Address any outside events or issues that have occurred
- Identify options and solicit additional ones
- Develop criteria for assessing options
- Review options
- Seek agreement and document

Provide any necessary information that could be helpful to the group's negotiation. If the news flash has been introduced, deal with reactions to it and help the parties to renew their efforts to jointly solve the problem at hand.

Identify options already on the table and solicit additional ones. Identify basis for assessing them (e.g., that all participants get some of their interests met, that x,y, or z standards are met, etc). Then review the options, if there are elements that fit together in a package, assemble them, and consider the challenges and the consequences of each option/ package.

If agreements and next steps are reached, have the group agree on language that summarizes the elements of the agreement and next steps. If no agreement has been reached, carefully review the points of agreement and disagreement regarding different options that were discussed, and survey participants for what their likely next step(s) will be.

Confidential Instructions for Sydney Stone, Sierra Grande Developer

You and your investors have been patiently eyeing this area for years now. With the Middletons selling, your ship has come in. Tortuga is rustic in a way that people seem to like. With Sierra Grande growing at a fast clip there is bound to be demand for units out here, though it might take a while to cultivate. For now you are content to start with a cluster development of more affordable units for cost-conscious commuters, while holding on to the prime portion of the site up on the east side of Las Culebras Wash. Later, once Tortuga has caught on, you'll build even more profitably in the foothills to accommodate the growing demand for larger lot development. The short-term cluster development will be profitable, especially at 400 units, but you know that the return is adequate for your investors even at 225 units.

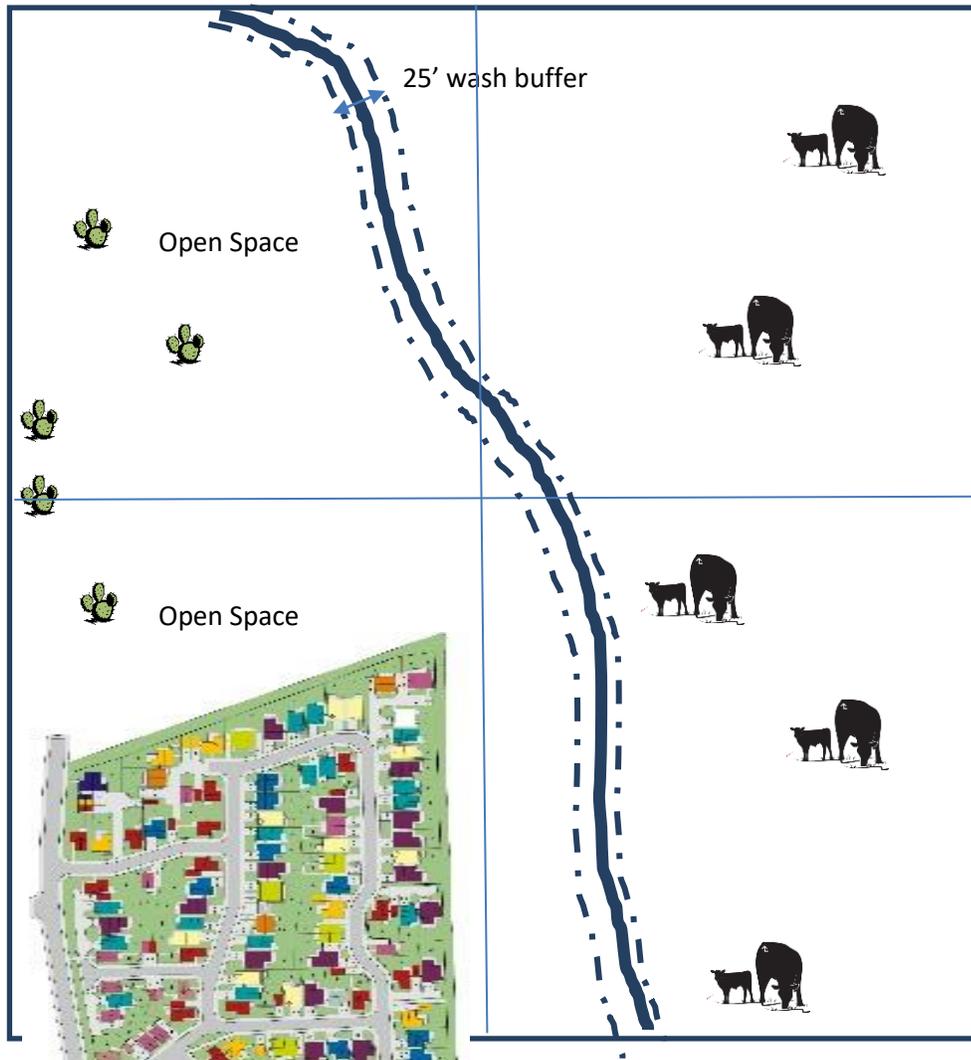
Those 400 units would be built on 160 acres in the southwest section of the property, at an average density of ¼ acre. You must set aside in conservation easement at least 25% of the property or 160 acres of the 640 to build these units. This would be contiguous to the development area and/or along the creek. You just want to preserve your development options on the northwest side if possible.

Naturally, you are wary of sharing your long-term plans with anyone in Tortuga right now. But you would like to protect that foothills acreage against any easements or other restrictions that might hamper your ability to develop it later. On the other hand, your investors will want their return sooner than later. And without the zoning change approval, they are likely to pull out. You know you need community support to get that change through.

You are somewhat puzzled by the hostile response from some quarters regarding your modest plan. You don't have a reputation for tackiness and ruthlessness like some developers. You have completed preliminary environmental surveys which suggest that there is adequate groundwater on site to serve 400 homes (although there might be a significant drawdown during extended dry periods). You are aware that Blake Worstcase is waiting in the wings. But no one could want the whole site covered with ranchettes! That would just devalue everyone's land. The County Board of Supervisors-particularly board chairperson Frances Townelder-realizes this and supports your plan. At this meeting you've got to get the other people behind your plan and make them see that clustering can be attractive and low impact. This meeting is crucial to getting a good outcome at the zoning board meeting in two weeks. Try to get as many units zoned as possible. The more demand you can create now, the more that prime foothills land will be worth later. But you may have to cut some kind of deal (e.g. water conservation, maybe greywater systems, greater building setbacks along the wash, or a last resort, reduce the number of units).

STONE GATE RANCH

PRELIMINARY SITE PLAN



Notes:

1. Proposed cluster development of 400 units on .25 -.50 acre lots in southwest quarter section (160 acre) of 640 acre property. Market: commuters, weekenders, snowbirds, retirees
2. Cluster development requires setting aside 25% of the property in protected open space through permanent conservation easements. Proposed to set aside over 160 acres on western portion of site including a 25 ft. buffer along the Culabras Wash.
3. North and eastern portion of site to remain open for now. Willing to lease to ranchers.

Confidential Role Instructions

Toby Nunn, Rancher

You inherited the Bar Nunn from your father, and have faithfully been ranching for the last 40 years. You, the Middletons, and the Sinespinas have been neighbors for a long time, and it seems such a shame that the Middleton kids are selling. But you can't blame them too much--it is getting harder and harder to live this way. With the U.S. Forest Service threatening to reduce your grazing allotment, it's hard to see how anyone can survive, except by increasing the herd. Gil Sinespina is young and enthusiastic, and is organizing the ranchers to fight the allotment reduction legally.

You would like to stay in ranching if possible, and it makes you glad to see that there are good people with fight left in them. But you have other worries, too. The last year has not been an easy one for you personally. You had a bout with cancer that was pretty scary. You haven't felt as vigorous since. And you have a daughter who leaves for college next year. Now that the X-Bar is being sold, you have seriously considered selling the Bar Nunn. Last month you were secretly approached by a representative from Blake Worstcase's office, a nice young person. A price was mentioned; it was a lot of money. At this point, you have to consider the idea of taking it. Financial security has never been as important as it is now. And with the Middletons selling, it's not like you would be the only one. But you haven't mentioned this to anyone besides your wife. If people around town found out, all hell would break loose!

But you feel torn. Your decision to sell would affect other ranchers in the area; especially Gil. Before you got this offer, you had agreed to work with Gil to approach Sidney Stone to purchase the X-Bar allotment. Purchasing the allotment might be a way of keeping ranching alive in Tortuga without jeopardizing your financial security. With a daughter to school and your strength no longer what it used to be, you are sitting on the fence. You want to support Gil and the other ranchers in their fight against the allotment reduction and help them and yourself to stay financially secure. But you have to look out for your family first. Don't let anyone make any rules at this meeting that might hurt the value of your land.

Confidential Role Instructions

Gil Espinosa, Rancher

Cattle ranching sure isn't what it used to be. Your grandfather started up La Rosita Ranch nearly 60 years ago. For the past ten years--ever since Ed Middleton died--you have managed the X- Bar, and it's a beautiful old place. Such a shame that the Middleton kids are selling out. And the timing couldn't be worse! With cattle prices dropping, the only way to survive seems to be to sell more cattle, which means increasing the herd.

If district ranger Pat Wright's plan to drastically reduce grazing allotments goes through, you'll have to reduce the herd. How in the world can anyone expect you to make a decent living again as a rancher if this happens? This reduction must not go through! To make sure it doesn't, you have organized the district ranchers and retained an attorney to fight the reduction tooth-and-nail if necessary.

But adding to your headache is this crazy new development proposal, which you adamantly oppose. A massive new influx of residents to Tortuga will bring nothing but trouble. They will ask for a new school, a new library--all those expensive improvements that city folks insist on. Your taxes will skyrocket! And most importantly, there will be recreational demands placed on the San Cristobal National Forest, threatening the continued practice of grazing on that prime piece of public land. You don't understand Stone's intentions for that upper east quarter-section of the property and the future access to the Wash. Your cattle have used that wash for decades and while you are all for protecting areas as needed, you want to be sure your cattle have access or some alternative water sources in the future.

But you have come up with a plan of your own. You and your neighbor Toby Nunn--always a good friend in a pinch--have agreed to approach Sydney Stone with a proposal to buy 100 acres of the X-Bar Ranch at the full per-acre price paid to the Middleton estate. In exchange, you are prepared to support Stone's plan (especially if fewer cluster units are planned). This way you and Toby can qualify to buy the old X-Bar allotment. While you only need 40 acres to qualify, you would like some of this land to include Las Culebras Wash as a water source for your cattle.

Confidential Instructions

Brady Euclid, County Planner

You have spent three years developing a very thoughtful, prudent comprehensive plan for the county. Now some people seem ready to throw all that hard work and careful planning out the window at the first sign of quick cash. It is annoying that after all the public meetings and long hours of revisions, people seem ready to abandon the plan.

Sidney Stone's development as it currently stands will throw everything out of whack. Locating such a large development on the east side of Tortuga is totally inconsistent with the county plan. For one thing, traffic through town on Route 96 would be a disaster. And where is the market for ¼ acre lots? Two hundred units sounds far more reasonable and would be considerably less burden on our roadways, schools and such. But you also have a personal interest in redirecting the development. As a member of ROR (Recreational Off-Roaders), you want to preserve public access through the X-Bar Ranch, since the old mining trails and ranch roads up into the mountains are just incredible rides. With private development of that land, off-road access will likely be closed off. For both reasons, new development ought to be sired on the west side of Tortuga.

Stone's proposal does have some appeal though. The increase in tax ratables to the community would be significant. The County Board of Supervisors-particularly board chairperson Francis Townelder-supports the plan, even though the zoning board apparently does not. And cluster development has the potential for saving more open space. However, there has got to be a reduction in the total number of units being proposed, given the fiscal and transportation impacts. Additionally, you need to pin him down on where the required open space (1/4 of the site or 160 acres based on cluster development requirements) will be located on his plan and who will be given the responsibility to oversee the maintenance of the conservation easement. If you can't argue him down on the number of units, you should push for more open space reservation.

The increase in ratables may not pay for all the new infrastructure needs that the development may require. At the very least, you want to be sure to negotiate the terms of any subdivision plan approval to cover some of these impacts. You need Stone to agree to underwrite such things as traffic lights, road widenings, water conservation measures and public facilities. This may not be the appropriate forum for such negotiations, but you won't be endorsing the zoning change without some contingent agreement.

Confidential Instructions

Corey Flintlock, Coordinator, Save the Arid Grassland Environment (SAGE)

Saving the state's arid grasslands is not an easy mission, but someone's got to do it. For years, you have witnessed the slow destruction of delicate grassland environs by overgrazing, development and ineffective regulatory practices. Las Culebras Wash is a nesting area for the rare and beautiful Gray Hawk, as well as for other threatened riparian species. You have built SAGE into an effective regional advocacy and litigation group, recently recognized by larger environmental organizations for its dedication and hard work.

News of Sidney Stone's proposed development has presented some interesting possibilities. If Stone can be persuaded to give up ranching altogether, maybe SAGE can help to retire the grazing allotment from the Forest Service. That would reduce the impact on the critical riparian habitat on the X-Bar Ranch, as long as Las Culebras Wash could be sufficiently buffered from the housing. But currently Stone's plan calls for a slim 25 foot buffer along the wash. That is definitely not sufficient. It is not clear where Stone plans to locate the required 200 acres in conservation easement as part of his cluster development proposal. You want to be certain that Wash is protected, perhaps a preserve of some sort would interest him and the community? "Las Preserva de Las Culebras" sounds nice.

But SAGE is facing serious budget problems; preparation for the lawsuit has been expensive. SAGE would have to look elsewhere for any funds that might be needed to compensate Stone or manage any conservation easement. Perhaps the U.S. Forest Service or the State Game and Fish Commission have resources they can bring to bear?

Another constraint is that your membership is divided. Some SAGE members are now strongly opposed to the housing development on principle: these "Open Spacers" will be very wary if you appear to cut a deal with Stone that sacrifices open space to preserve the Wash. On the other hand, there are strong wildlife preservationists in SAGE who place the riparian habitat as the very first priority and would be willing to compromise on responsible development as long as the riparian habitat were preserved in its entirety. The key is building a coalition: if the Forest Service and State Game and Fish Commission will support a deal you make, it would certainly go over easier with your more diehard constituents.

Confidential Role Instructions

Joe(y) Waterstone, State Game and Fish Commission

As an official project coordinator of the Commission, you received a call last week inviting you to attend some sort of discussion meeting regarding a new development planned in Tortuga. Apparently the situation in Tortuga is messy with lawsuits in the wings. The facilitators of the meeting felt that your participation might be important.

Your board has been interested in extending its non-game species protection program, particularly in arid grassland environments. The Gray Hawk has been included in the commission's draft list of wildlife of special concern.

However, the board has been reluctant to spend any of the State Heritage Fund money until a statewide plan prioritizing sites for acquisition is in place. This won't happen until early next year. Nonetheless, several parties from around the state have been asking the Commission to purchase conservation easements with proceeds from the heritage fund. You understand that the developer, Sid Stone, is proposing a cluster development on the X Bar Ranch. He will have to set aside about 200 acres in conservation easement, but that may well not be enough to protect the nesting area for the Gray Hawk along the Wash.

If there were a plan that adequately protected the critical habitat for the Gray Hawk, there is a good chance that your board would approve funds for easement acquisition in next year's plan. You have worked with the environmental group, Save the Arid Grassland Environment (SAGE), before and have found them pretty reasonable, although there is a radical element in their membership that is a concern, especially if SAGE were to become the enforcer of the easements. You need to talk with Corey Flintlock to be sure the SAGE membership is on board for any collaborative agreement.

Confidential Role Instructions

Pat Wright, U.S. Forest Service District Ranger

You have worked hard to be responsive and responsible, and all you seem to get are complaints and threats. First, the environmental group, Save the Arid Grassland Environment (SAGE), and now the ranchers. There are good people in Tortuga, but trying to please everyone without giving away the store just seems impossible at this point. The Forest Service's "Multiple Use" policy requires you to try to accommodate often conflicting demands--recreational, environmental, commercial, and so on. But it is far from clear how you are supposed to accomplish this when people are so polarized.

Last year's production-utilization survey clearly shows the carrying capacity of the range has been exceeded for too long; most importantly, Las Culebras Wash had been badly overgrazed. Reducing grazing is the right thing to do, particularly along the wash. People may holler for a while, but these are changing times and sometimes collective needs outweigh individual rights. As your old mentor used to say, "The forest doesn't know what district it's in." With SAGE's suit in the wind, the time has never been better to implement sound forest management practices that protect the long-term health of the ecosystem.

Nevertheless, the reality is that it will be a hard fight to reduce the allotments. When push comes to shove, you can't be sure how your boss will respond. Political pressures are real. And years of litigation will leave no one better off. At this point, maybe you could agree to some kind of delayed or phased-in reduction, or at the very least, an immediate plan to preserve and remediate Las Culebras Wash. Anything's better than legal stalemates and hostile notes on your windshield.

News Flash!

Tortuga Times

Today's Climate: Troubled
Tomorrow's Outlook: Hopeful
by **Sam Storybored**

Land developer Blake Worstcase has reportedly offered a substantial sum to Tortuga rancher Toby Nunn to purchase the Bar Nunn ranch. Worstcase intends to turn the ranch into 160 four-acre ranchettes. Neither Worstcase nor Nunn were available for comment today, but one source close to the deal was quoted as saying, "Toby's a good

man, but Blake is making it awfully hard to say no. It's a big chunk of money." Frances Townelder, chairperson of the County Board of Supervisors, commented, "If Sydney Stone's option expires, Worstcase will buy the X-Bar too. Then we'll be looking at over 300 ranchettes and the end of the ranching in Tortuga as we know it."

Trouble in Tortuga Simulation WORKSHEET: ROLE PLAY PREPARATION

After reviewing all materials and background information for this case and your confidential role information, please prepare answers to the following questions prior to the meeting

STAKEHOLDER POSITIONS & INTERESTS

	YOU	Other Party: _____					
<p>Position <i>(Desired best outcome or solution)</i></p>							
<p>Interests <i>(Underlying baseline needs)</i></p> <p>➤ Order by importance</p>							