

**Science and Policy Integration for COastal System Assessment
SPICOSA**

An exercise in Stakeholder Analysis for a hypothetical offshore wind farm in the Gulf of Cadix

**Draft
Seville, December, 2007**

**Juan Luís Suárez de Vivero
(vivero@us.es)
Inmaculada Martínez Alba
University of Seville**

Department of Human Geography



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INTRODUCTION

This document, *An exercise in Stakeholder Analysis for a hypothetical offshore wind farm in the Gulf of Cadix*, is a contribution to the European SPICOSA project and comes under the WP1 End users Group within SSA Select_JPV.

The fundamental aim is to consider an exercise in identifying and prioritising stakeholders in a hypothetical project for operating an offshore wind farm in the Bay of Cadix.

The text is structured with the following subject blocks: *i) Why a Stakeholder Analysis?; ii) Methodology; iii) Stakeholder Analysis for an offshore wind farm in the Bay of Cadix; iv) Conclusions.*

The *Why a Stakeholder Analysis?* section itemises a number of premises that justify the need for stakeholders to be analysed before any public initiative is implemented.

By means of a range of tools, including field work, the Methodology section aims to show how to avoid merely taking an inventory of stakeholders and how a diagnosis of these can be conducted in order to rank them in importance.

The third section, Stakeholder Analysis for an offshore wind farm in the Bay of Cadix, is a practical exercise in applying the Stakeholder Analysis. It should be highlighted that for all practical purposes, due to time constraints the field work required to implement this methodology was not conducted. An attempt to offset this deficiency has been made by choosing a geographical area of study that is sufficiently well-known by the authors as a result of research done there over the past twenty years. This section should therefore be regarded as a “tabletop exercise”.

The conclusions set out both the advantages and disadvantages of using Stakeholder Analysis, as well as the full implications of the results of applying said Analysis to the field of maritime/coastal management.

CLARIFICATION

This document is based on documents/reports taken from a variety of sources with a view to producing a case study that demonstrates how stakeholder *identification and prioritisation* methodology can be applied. For this purpose, a number of already existing contributions have been used, both in the methodology section and in the chosen case study (Offshore Wind Farm, Gulf of Cadix), due references to all of which can be found in the Bibliography. They have all been of the greatest use in conducting this simulation exercise to show the operational capacity of stakeholding in the execution of a coastal activity and are expressly cited in each section of the document.

1. WHY A STAKEHOLDER ANALYSIS?

The use of Stakeholder Analysis methodology is based on the following premises:

- 1.1. The need to identify stakeholders, classify them and prioritise them accordingly.** Stake holding has become the lynchpin of public initiatives. We now not only see an obligation to establish stake holding processes, but also the emergence of a new stake holding philosophy which broadens the scope beyond the traditional stakeholders of users or affected parties. The identification of these new stakeholders has become a requirement for implementing any political action. Nevertheless, one of the problems faced when putting more participative models into practice is how to prioritise, or assign importance to the different stakeholders. In order for this prioritising to be done, first a hierarchy or classification that determines the various stakeholders' interests or influence has to be established. In other words, identification on its own is not enough, and stakeholders need to be classified in accordance with the extent to which they are affected by, or opposed to, or interested in the envisaged public policy or reform project.
- 1.2. Methodological problems.** There are no definitive formulae for identifying, classifying and prioritising stakeholders. There is a range of scientific methodology but this must be adapted to the specific features of the field being studied. Despite these constraints, *Stakeholder Analysis* is a useful tool for our purposes in the SPICOSA project, as it includes techniques for identification, classification and prioritisation. It is a basis on which to later construct stakeholder classification and prioritisation once the field work has been conducted. Any stakeholder identification and analysis process needs lengthy field work to be conducted in the geographical area under study; if we only restrict ourselves to an analysis of organisations, institutions and formal associations, we run the risk of not taking into consideration the existence of real sectors of population who, while not being represented by any agreed spokespeople, nonetheless also have some interest (Escalera, J, 2007).
- 1.3. Beyond the inventory.** As has been pointed out, a simple listing of stakeholders is not enough. This inventory has to be surpassed by the use of a specific classification structured in such a way that it allows the degree of involvement of stakeholders in the envisaged policy to be evaluated. Stakeholder Analysis is a systematic methodology that is suitable for the task in hand, i.e.: gauging the specific importance of each actor or group concerned by identifying their attributes and interrelationships.

1.4. The relevance of clusters. For relationships between stakeholders to be classified, they first must be seen to exist; and these same relationships will also serve as a criterion for prioritising the stakeholders. Interrelationships can be formal or informal by nature; the former are difficult to detect and correspond to the sphere of field work, whereas formal or institutionalised relationships are more apparent. One example of a formal relationship between stakeholders can be seen in clusters, *a group formed by organisations, both partners and competitors, companies and educational institutions, and public or private research units, linked together in a region or production sector, and also the processes by which they interrelate, whereby they might as a whole gain some competitive advantage on a supra-regional or global scale from the execution of innovative joint projects.* The current proliferation of clusters results from their having the backing of Administrations, both of the EU¹ and individual member States. The existence of clusters within the scope of our study will help to shed some light on relationships between stakeholders. Nevertheless, it should not be forgotten that a cluster should be considered a single stakeholder.

Table 1 summarises the premises that justify the need to analyse stakeholders using Stakeholder Analysis methodology.

Table 1. Justification of Stakeholder Analysis

WHY A STAKEHOLDER ANALYSIS?	
Premises	Need to identify, classify and prioritise stakeholders
	Wide range of methodologies
	More than a simple inventory
	Need to include maritime clusters as stakeholders

Source: Prepared by authors.

¹ The European Commission's *An Integrated Maritime Policy for the European Union*, COM(2007) work paper expresses the need for the "development of multisectoral clusters and regional centres of maritime excellence: Their success will depend largely on innovative action by the private sector, and other stakeholders, particularly in the case of regional clusters. However, the EU can provide a framework to facilitate this".

2. METHODOLOGY

The purpose of this section is to describe the methodology suggested for use in identifying and prioritising stakeholders.

The use of Stakeholder Analysis is proposed as it includes a number of techniques that allow step-by-step progression to be made, from the identification of stakeholders, to their classification, in terms of the extent to which they are or are not affected by, or have any interest in, the envisaged public initiative.

An analysis of this type is broken down into the following stages:

1. Identify Project stakeholders (Brain Storming)
2. Identify stakeholders' interests, impact level and relative priority
3. Assess Stakeholders for importance and influence.
4. Outline assumptions and risks.
5. Define Stakeholder participation

We now go on to summarise the basic elements of each of these stages.

2.1. Identify Project stakeholders (Brain Storming)

This first step in Stakeholder Analysis consists of registering or taking an inventory all the groups, persons, organisations and institutions that have some relationship with the envisaged initiative or are located in its sphere of influence.

To arrive at this list, a group of people is assembled and the "brain storming" technique is used. This think tank meeting will be made up of members who fit the following profile:

- A Mediator who writes down contributions made by all members.
- People who have knowledge of the geographical area of influence around the envisaged initiative.
- Experts involved in the project.
- A local agent who has 'legitimacy'.

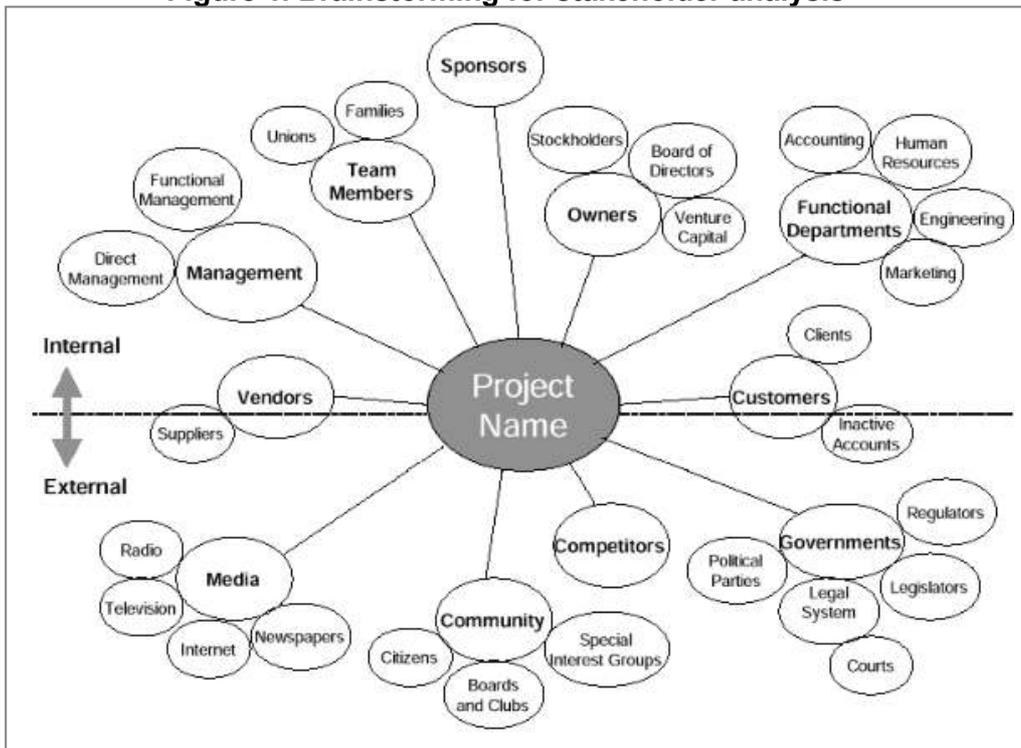
The purpose of this activity consists of ensuring that all relevant stakeholders are identified as far as is possible. It is often difficult to force classifications into groups and determine who is really internal or external to the context of the project. As an aid, the moderator could ask the following questions in an effort to register all the stakeholders:

- Who will have responsibilities for the project? (persons or groups that will have legal, financial and operational responsibilities through regulations, contracts, policies or current practices).
- Who will influence the project? (persons or groups who will have the chance to bring influence to bear upon whether the project's promoters achieve their aims or not, both those whose actions support the latter's objectives and those who threaten them. Also people with informal influence or official power of decision.).

- Who are the people linked to the project? (people with whom the organisation behind the project interacts, including internal stakeholders or stakeholders who have long-term relationships with the organisation driving the initiative, or those whom the organisation depends upon for its daily operations and those who live in the vicinity of the location where the envisaged project is to be executed).
- Who depend on the project? (these are the people or groups who are the most dependent upon the project, users and customers whose safety, livelihood, health or well-being depend on the project and the suppliers for whom the promoting organisation is an important customer).
- Who are the representatives? (persons or groups who through regulated or cultural/traditional structures represent others. For example, local community leaders, trades union leaders, advisors, user organisation representatives, etc.).

Figure 1 shows the diagram that results from applying the Brainstorming technique to Stakeholder Analysis:

Figure 1. Brainstorming for stakeholder analysis



Source: Smith, Larry W.

2.2. Identify stakeholders' interests, impact level and relative priority

Once stakeholders have been identified, the following step is to categorise them.

The stakeholders are listed in a Table which determines the following: their main interest, their degree of impact/influence on the project and their relative priority.

It is during this stage that field work should be done through interviews to privileged informants or at round tables. This technique allows information to be included that is had directly from the identified stakeholders regarding their interests and the relative position they consider they occupy. Stakeholders should also be asked about their interests during each of the developmental stages of the future envisaged project.

This classification should also be done independently by the members of the first meeting (who drew up the diagram) in order to contrast information. It should be borne in mind that Stakeholders' interests come from an *emic* angle, that is, from their own point-of-view and in keeping with their own interests.

It is essential to detect stakeholders' main interests through formal questions, such as:

- What expectations to you have of the project?
- What benefits would the project provide you with?
- Which Stakeholder do you believe will be in conflict with the project's interests?
- Do the Stakeholders have opposing interests?

Once the main interests have been identified through field work, the initial work team will assign the project's possible impact on each of the stakeholders. A simple annotation will be used for this:

- favourable impact (+)
- unfavourable (-)
- unknown impact (?)
- high impact (H)
- medium impact (M)
- low impact (L)
- uncertain impact (?)

Table 2 provides an example of how information should be gathered at think tank meetings. Post-It notes or similar can be used while the information is being discussed at brainstorming sessions.

Table 2. Stakeholder interest and impact table

	Stakeholder	Interests	Estimated Project Impact	Estimated Priority
Primary	Owner	Achieve targets Liability (avoid at all costs) Increase sales margin	Med + High - Med +	1
	Sponsor	Successfully addresses needs of adjunct customer Appears competent among peers Provides new market to expand ventures	Low + Low - Med +	3
	Team Members	New product excitement Demand end-of-year bonus Retain and expand skill level Strike (if basic demands aren't met with new process)	Med + ? Med + High -	2
	Project Manager			
Secondary				

Source: Smith, Larry W., 2000.

As can be seen in Table 2, this stage allows a first classification to be made of Stakeholders, with a distinction being made between primary and secondary stakeholders.

The following box contains a checklist of questions for selecting stakeholders:

Box 1. Checklist for identifying stakeholders

- have all primary and secondary stakeholders been listed?
- have all potential supporters and opponents of the project been identified?
- have primary stakeholders been divided into user/occupational groups, or income groups?
- are there any new primary or secondary stakeholders that are likely to emerge as a result of the project?

Source: Overseas Development Administration, 1995.

2.3. Assessment of Stakeholders for importance and influence.

In the following stage of the analysis, the degree of importance or influence of each stakeholder with regard to the envisaged project is gauged:

- A stakeholder's degree of influence translates into the relative power he or she has over the project, as well as the degree to which he or she can help desired changes to be implemented or blocked. In broad terms, a stakeholder's influence derives from his or her economic, social or political position, or his or her position in the hierarchy, although it can also often be someone with contacts or personal connections with other influential stakeholders.

Other indicators also have to be taken into consideration when analysing stakeholders' influence: expert knowledge, negotiating capacity, charisma, strategic resource control, and so on.

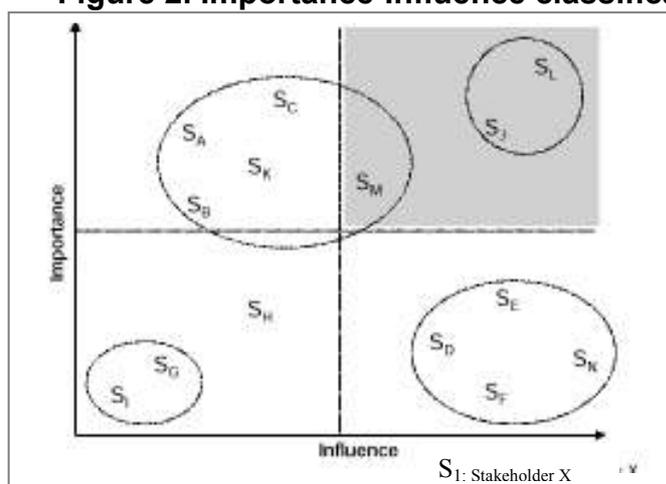
A stakeholder's level of importance indicates the extent to which a project would be ineffective if his or her needs and expectations were not taken into account.

These two indicators, influence and importance, are not the same. In combination they not only provide information on how stakeholders act reciprocally, but can also help to identify assumptions and risk situations for the project.

These relationships can be represented in a diagram which could help to identify potential risks to the project. It also allows stakeholders with similar needs to be grouped together.

A stakeholder's interest or influence can be characterised by giving a grade in numbers (from 0 to 10) or by giving High (H), Medium (M) or Low (L) ratings. The following figure provides a sample diagram:

Figure 2. Importance-Influence classification



Source: Smith, Larry W., 2000

It can be seen that in the diagram stakeholders with the highest level on both indicators, influence and importance, are high-lighted against a shaded background. This is because they are considered to be key stakeholders in the project. The stakeholders

that are in the bottom right- hand quadrant are those that are potentially the greatest risks to the project.

2.4. Outline assumptions and risks

The last stage of a Stakeholders’ Analysis is to identify potential risks that might lead to stakeholders’ expectations not being met.

Table 2 will be used to identify potential risks by adding a new entry under the heading of “Assumptions and risks”.

This last stage provides some important information for a project risk management plan to be drawn up. Other columns could be added to the Table in order to include the pertinent risk mitigation strategy or specific actions that are planned.

Table 3 provides an example of how to research these assumptions and risks with respect to key stakeholders.

Table 3. Stakeholder interest and impact table

Stakeholder	Estimated Project Influence	Estimated Project Importance	Assumptions and Risks
Owner	Low (2)	High (9)	Providing all the resources, but don't appear to have specific requirements.
Sponsor	High (10)	Medium (6)	We don't really know if the funding in the out years will continue. Has the propensity to change mind at any moment.
Team Members	Low (3)	Medium (5)	Appear to be happy with new process and systems equipment. Strike threats supposedly have decreased. Received numerous requests for additional training.
Project Manager			

Source: Smith, Larry W., 2000.

The following box contains a checklist of questions to check assumptions about risks.

Box 2. Checklist for eliciting assumptions about (and risks deriving from) stakeholders.

- What is the role or response of the key stakeholder that must be assumed if the project is to be successful?
- are these roles plausible and realistic?
- are there negative responses which can be expected, given the interests of the stakeholder?
- if such responses occur, what impact would they have on the project?
- how probable are these negative responses, and are they major risks?
- in summary, which plausible assumptions about stakeholders support or threaten the project?

Source: Overseas Development Administration, 1999.

2.5. Defining Stakeholder participation

Once stakeholders' interests have been interpreted, we need to evaluate their degree of participation and the information they require.

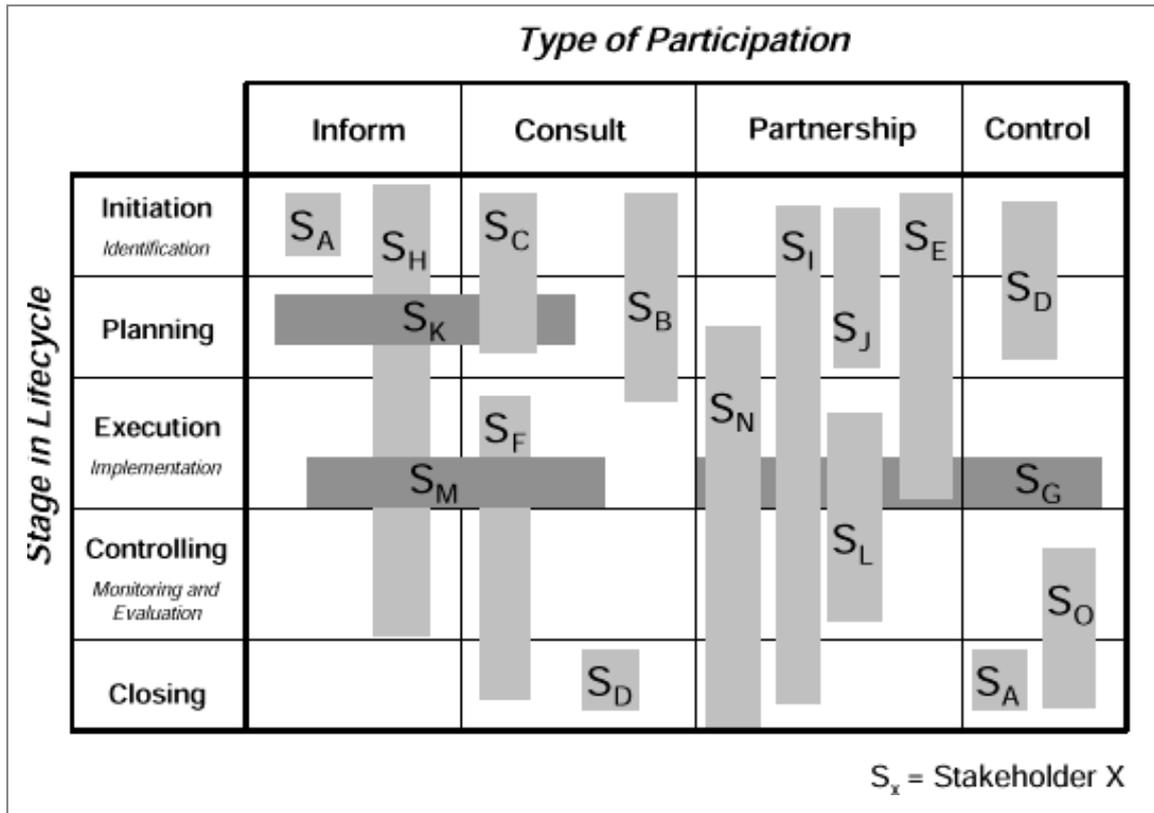
Not all stakeholders need to be involved at all stages or in all aspects of the project.

The Stakeholder Analysis has put us in a position where we have been able to identify groups with similar information needs. We can use the classification to prepare an information report about the project to which we can also attach a breakdown of communication procedure costs.

The participation matrix methodology proposed in Figure 3 can be an aid to project managers categorising the strategy for involving stakeholders.

The life cycle stages show the different stages of the project. The types of participation are generic and suggest stakeholder procedures that can be determined by the project team. As such, they can be adapted to the envisaged project.

Figure 3. Stakeholder participation matrix



Source: Smith, Larry W., 2000

To give an example, Stakeholder A has been identified as a participant that we consider should be kept informed from the very beginning of the project but not involved until its end, but then, in a very active way. Stakeholder E is a participant with whom it would be a good idea for us to establish a close relationship during the critical phases of the project due to his or her advanced design experience. Finally, Stakeholder G qualifies as a mediator during the project review and control periods, because of which we will need him or her to act during the design stage.

This matrix can be expanded with the information that stakeholders need (type, frequency and format) to aid with the communication procedures that are implemented during the project.

3. STAKEHOLDER ANALYSIS FOR AN OFFSHORE WIND FARM IN THE GULF OF CADIX

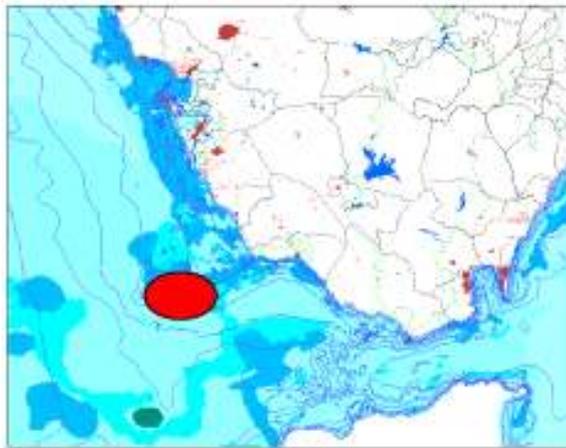
The aim of this practical exercise is the identification and prioritisation of Stakeholders for a possible project to construct and operate an offshore wind farm off the Cape of Trafalgar, in the Gulf of Cadix (southern Spain). The project and the geographical location are briefly described in the following.

3.1. Description of the offshore wind farm in the Gulf of Cadix

The geographical area where the project is to be executed is Spain's Atlantic coast, more precisely, the Gulf of Cadix. The offshore wind farm would be sited to the south-west of the Cape of Trafalgar, on the continental shelf which stretches out from the western coast of the province of Cadix. This area is part of the western entrance to the Straits of Gibraltar and is therefore subject to the strong marine dynamics found all around the area.

The area where it is planned to build the offshore wind farm (highlighted in red on Map 1) is 18 km (approx. 11 ml) from the coast and lies off the towns of Barbate, Conil and Vejer de la Frontera (Cadix province) (see Map 2).

Figure 4 . Area where project is due to be executed



Source: Hidroeléctrica Navarra, S.A., 2006.

The aim of this proposal for an offshore wind farm consists of executing a project that makes it possible to produce wind energy using wind turbines in tandem with an aquaculture-related R&D project (installing cages for aquaculture at the base of the wind turbines).

Figure 5. Example of an offshore wind farm in Cadix



Source: Project *Mar de Trafalgar*, 2006

The following information, which appeared on the www.terra.org website on 25th November 2007, is an illustration of how the project is perceived by affected and interested parties:

“... Controversy exists over the construction of wind farms in areas with a certain environmental value. As always, and as is now the case during the early stages of plans for offshore wind farm projects, it is not easy for those with vested interests and those who are affected by the project to come to any kind of understanding.

The construction of the first offshore wind farm envisaged for the Gulf of Cadix is on hold. The project [...] sited 18 km off the coast of Barbate includes 270 individual 3.6 MW wind turbines which would provide 1000 MW of total power. [...] This has been presented as the “first sustainable development initiative in the world to combine wind energy production with fish farming”.

Fishers, political parties, trades unions, social associations and Barbate town council, who together make up the Local Fisheries Council, have unanimously rejected the initiative because of the detrimental visual impact it would have for hotel complexes planned for the area, and the effects on the daily movements of vessels fishing in the area and tuna migratory cycles. Neither does the Council see the economic advantages of the promoters’ proposal to install 500 cages under the wind farm for the farming of carnivorous species, with an estimated annual production of 40,000 tonnes of fish and 5,000 tonnes of shellfish.

Greenpeace believes the project is of great interest due to the large amounts of clean energy that would be generated and also because of the R&D element of hydrogen production, but is opposed to the unsustainable proposal for installing an aquaculture mega project, due to the multiple effects it would have on the environment and consumers. In short, too much activity for too small an area.”

With the description of the project, the geographical area where it would be sited, and the reactions of both people affected by and with vested interests in the project complete, in the following section the Stakeholder analysis is performed.

3.2. The identification of offshore wind farm stakeholders

Stakeholders for this offshore wind farm project are identified by holding a one-day think tank meeting with a working group that knows the geographic and human environment where the wind farm is to be sited. The team is made up of:

- A geographer
- A biologist
- An anthropologist
- An expert on administrative affairs
- An environmental advisor

The groups, persons, organisations and institutions related to the building and running of the wind farm or that are in its area of influence are registered or inventoried by means of brain storming.

Before the brain storming is started the working group has looked at a variety of issues and responded to them. These issues are:

1. What are the main bodies or administrative organisations that have responsibilities or competences for the area or the activities that might be affected by the construction of a wind farm?
 - The evaluation of the project's environmental impact corresponds to the **Ministry for the Environment**.
 - Appropriation of public property comes under the responsibility of the Ministry of Environment through the **Directorate-General for Coasts**.
 - The body that would have to authorise the project is the **Ministry of Industry**.
 - The organisations that are responsible for shipping, maritime traffic and safety are the Ministry of Public Works' **Directorate-General of the Merchant Navy** and the **Spanish Navy**, respectively.
 - With a view to providing information on the effect of the project on fishing, the Ministry of Agriculture and Fisheries' **Directorate-General of Sea Fisheries** and the Andalusian Regional Government's **Department of Agriculture and Fisheries** must be included.
 - The Ministry of the Environment's **Directorate-General of Environmental Quality and Assessment** must be included as must the Andalusian Regional Government's **Department of the Environment** to take into consideration environmental aspects such as seabirds, the underwater biota, fisheries resources, etc.

- To take into consideration technical and economic aspects and the need for the project, the Andalusian Regional Government's Department of **Work and Industry** is considered to be a stakeholder.
- As the public bodies that are nearest the area where the project is located and those that would be most affected by its execution, the **Town Councils of Barbate, Vejer de la Frontera and Conil** are taken into consideration.

2. Who will have influence over the project?

- Environmental associations: **Ecologists in Action, WWF/ADENA, AGADEN.**
- Fishers and shipowners' associations: **The Conil and Barbate Fishermen Guilds, the Conil and Barbate Shipowners' associations, Almadraba de Barbate S.A.** (the Barbate tuna fishing company).
- Trades Unions: **CCOO, UGT, CNT, CGT.**
- Consumer and residents' associations: **FACUA.**
- The regional administration: the **Andalusian Regional Government's Department of Agriculture and Fisheries.**
- Competing companies.
- The academic community: the **University of Cadix, the Spanish Oceanographic Institute (IEO), the Los Toruños Sea Farming and Species Research Centre (CICEM)**

3. Which economic activities might potentially be affected by the construction of an offshore wind farm and which associations represent them?

- Extractive fishing, which is represented by the following associations in the area which will potentially be affected: the **Conil and Barbate Fisheries Guilds**, and the **Conil and Barbate Shipowners' associations.**
- Tuna trap fishing is represented by two companies: **Almadraba de Barbate S.A.** and **Almadraba de Conil.**
- Merchant shipping is in this case represented by the **Spanish Civil Merchant Shipping Association (AEMC).**

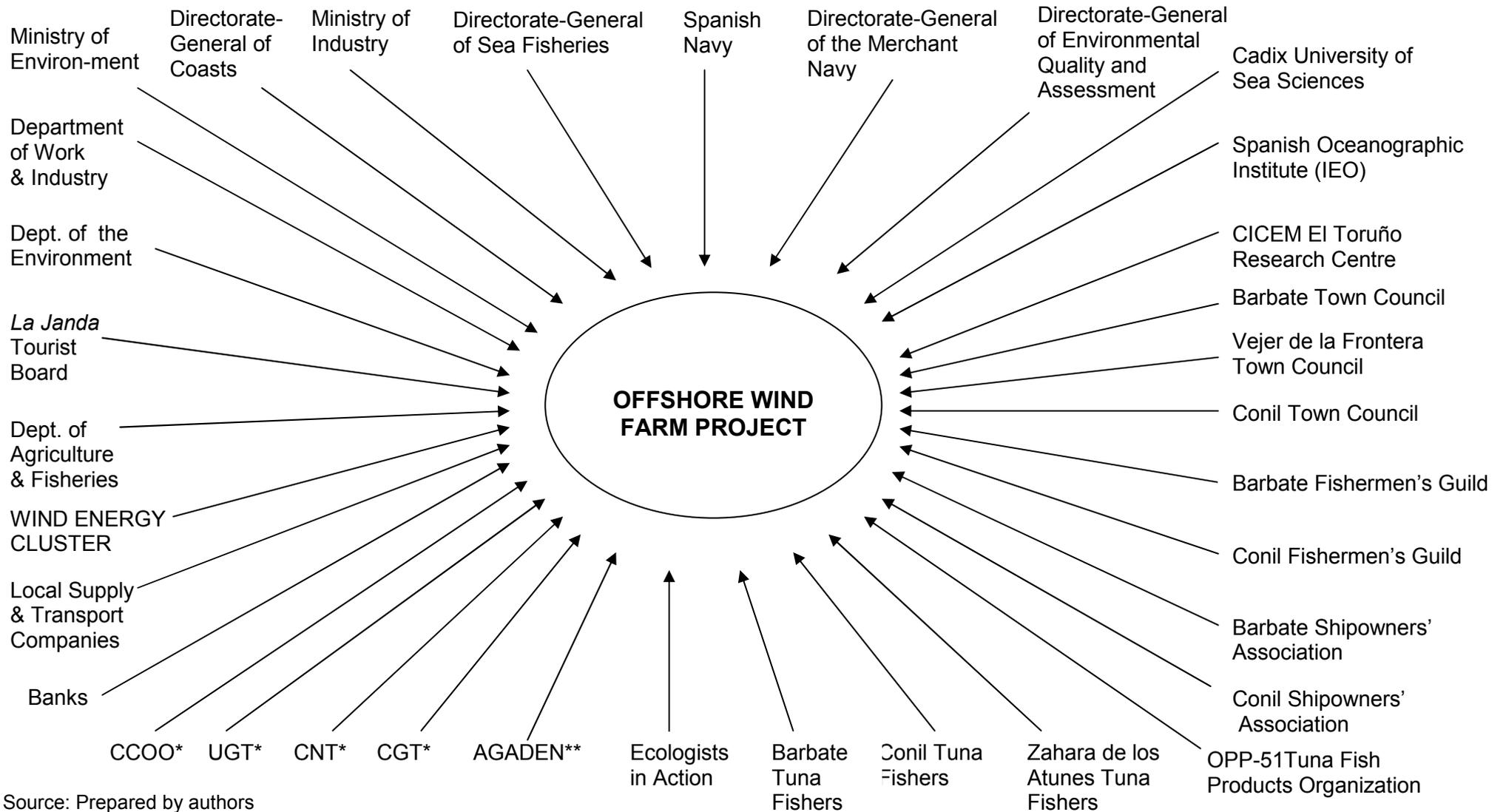
- Tourism, represented by the **Cadix Provincial Council**, the **La Janda Board of Tourism** (Barbate, Vejer de la Frontera and Conil Town Councils), and tourism sector companies such as the Andalusian Businessmen's Association.
4. Who are the Agents and social organisations linked to the project?
- Investors: **Banks.**
 - **Wind energy cluster.**
 - Potential customers: **inhabitants** of municipalities of Barbate, Conil and Vejer de la Frontera.
 - **Local transport companies.**
 - **Local supply companies.**

When they have the answers to these questions the team is ready to draw up the diagram that characterises stakeholders in the offshore wind farm project.

The next step is to identify stakeholders' interests, impact level and relative priority.

On the following page we can see the stakeholder diagram for the offshore wind farm project:

Figure 6. Stakeholder Diagram for the Gulf of Cadix offshore wind farm.



Source: Prepared by authors

* Trades Unions

** Local environmental association

3.3. Identify stakeholders' interests, impact level and relative priority

Once stakeholders have been registered on the diagram, the work team are at the point where categories of stakeholders can be established.

For this, stakeholders are listed in a table with information on their main interests. This allows the degree of impact the project has on each of them and their relative position regarding the extent to which they are affected to be determined:

- a) Registering of interests: for stakeholders' interests to be known the team must apply the field work technique. This technique consists of interviewing the representatives of the organisations and associations on the diagram; interviewing the Administration and companies; and finally, interviewing researchers from academic or registered research institutions. In these interviews, stakeholders are asked about their interests in the project and their relative position in relation to other stakeholders regarding the extent to which the project will affect them.

As was stated in the introduction, it was impossible to conduct the field work. As a result, the interests that have been identified are interpretations made by the work team on the basis of documents that some of the stakeholders sent in to the Cadix Provincial Council's *Forum on Wind Energy and Sustainable Development*².

- b) Once the main interests had been recognised, the work team assigned the possible impact the project would have for each of the stakeholders. The following annotations were used:
 - High impact (H).
 - Medium impact (M).
 - Low impact (L)
- c) The final part of this step in the stakeholder analysis consists of prioritising or establishing a primary category amongst stakeholders, numbering them from 1 to 3. This ranking is done according to two criteria, firstly the extent to which stakeholders' interests are affected and, secondly, the classification made by the stakeholders themselves regarding the extent to which they and other stakeholders are affected. **Using this categorisation we can distinguish between primary, secondary and tertiary stakeholders.**

The information from sections a), b) and c) is set out in the following table.

² This forum was promoted with dual objectives: to publicise the project and to register social perceptions of same.

Table 4. Stakeholder interest and impact table for the Gulf of Cadix offshore wind farm project.

STAKEHOLDERS	INTERESTS	Estimated Project Impact	Estimated priority
Barbate Fishers	Defence against possible modification of usual routes taken by fishing fleet Defence against possible change in ecosystems. Defence against possible change in blue fin tuna migration route.	H H H	1
Conil Fishers	Defence against possible modification of usual routes taken by fishing fleet Defence against possible change in ecosystems. Defence against possible change in blue fin tuna migration route.	H H	1
Barbate Tuna Fishers	Defence against possible change in blue fin tuna migration route.	H	1
Conil Tuna Fishers	Defence against possible change in blue fin tuna migration route.	H	1
Zahara de los Atunes Tuna Fishers	Defence against possible change in blue fin tuna migration route.	H	1
OPP- 51 (tuna prod. org)	Defence against possible change in blue fin tuna migration route.	H	1
Barbate Shipowners' Assoc.	Defence against possible modification of usual routes taken by fishing fleet	H	1
Conil Shipowners' Assoc.	Defence against possible modification of usual routes taken by fishing fleet	H	1
Barbate Town Council	Maintaining of fishing and tourist activities	M	2
Conil Town Council	Maintaining of fishing and tourist activities	M	2
Vejer de la Frontera Town Council	Maintaining of tourist activity	M	2
Tourist Board	Defence against impact on coastal landscape and problems with leisure boats and underwater fishing.	M	2
Local transport companies.	Attraction of potential new customers	M	2
CCOO, UGT, CNT, CGT.	Protection of workers in fisheries and tourist sectors.	H	2
Cadix University	Favourable stance as long as study of technical aspects conducted first.	M	2
IEO (Oceanographic Inst.)	Need for studies on possible unfavourable effect on resources. Need for studies on possible effect on blue fin tuna migration route.	M M	2
CICEM El Toruño (Research Centre)	Indicate impossibility of having aquaculture pools in air turbines mainly due to currents in the area and difficulties for fish to feed.	H	2
Ecologists in Action	Uphold that areas of environmental value must be excluded from wind management plans.	H	2
AGADEN	Complain of effect on migratory birds that travel through the area of the Straits and down the same route between Europe and Africa.	H H	2

Min. Industry	Need for studies on carrying out of project.	M	3
Min. Environment	Need for studies on impact on environment.	M	3
Direct. Gen. of Coasts	Need for studies on possible problems for shipping.	M	3
Spanish Navy	Study on effect on submarine manoeuvres in the area. Study of effect on shipping and safety.	M	3
Direct. Gen. Merchant Ship.	Study of effect on shipping and safety.	M	3
Dept. Industry*	Need for studies on incompatibility with other licensed activities.	M	3
Dept. Environment*	Need for studies on impact on environment.	M	3
Dept. Agriculture & Fisheries*	Need for studies on impact on environment.	M	3
WIND ENERGY CLUSTER	Boost to wind energy industry.	L	3

* Andalusian Regional Government

Source: Authors based on Smith, Larry W., 2000.

As can be seen, a first categorisation of primary (1), secondary (2) and tertiary (3) stakeholders has been performed in the table.

3.4. Assess Stakeholders for importance and influence

During this stage of the analysis, the team must make a second effort to apportion importance to the stakeholders, but this time not from the point-of-view of stakeholders' own interests (*emic*), but from the angle of the project's future success (the *etic* perspective).

Stakeholders' degree of influence must be gauged, taking into consideration their capacity for supporting or threatening the offshore wind farm project, and stakeholders' levels of importance must also be established if their interests are not taken into account.

This prioritisation is set out in a table where the degree of influence and interest is rated by number (from 0 to 10), thus allowing stakeholders with similar interests to be grouped together.

The following conclusion has been arrived at with regard to those identified as primary stakeholders:

The Fishermen's Guilds, Tuna Fishers Associations and Shipowners' Associations are highly represented in their localities and have a great capacity for mobilising people there. If their needs were not met it would lead to large-scale opposition from the inhabitants. These three Stakeholders therefore have great influence and importance for the project. They would be given a '10' in both importance and influence.

- However, the *OPP-51* Tuna Products Organisation may oppose the project. Nevertheless, it does not have a great degree of representation and neither does it have a great capacity for mobilising people, so it does have a considerable degree of importance, but not influence. It would therefore be given a '10' for importance and a '5' for influence.

As for the secondary stakeholders, their degrees of importance and influence are:

- The Town Councils do not have excessive importance as they do not have a large number of competences that might affect the execution of the project, and are therefore awarded 6 points. However, given their representation and capacity to mobilise, they are very influential and so are given a '9' on the influence scale. The same is true for the Tourist Board that comprises the Town Councils of the three affected localities (Barbate, Vejer de la Frontera and Conil).
- Local supply and transport companies would have a positive effect on the execution of the project, as a result of which their importance level is '1', and their degree of influence is also low as they represent a small segment of the population, also rating a '1'.

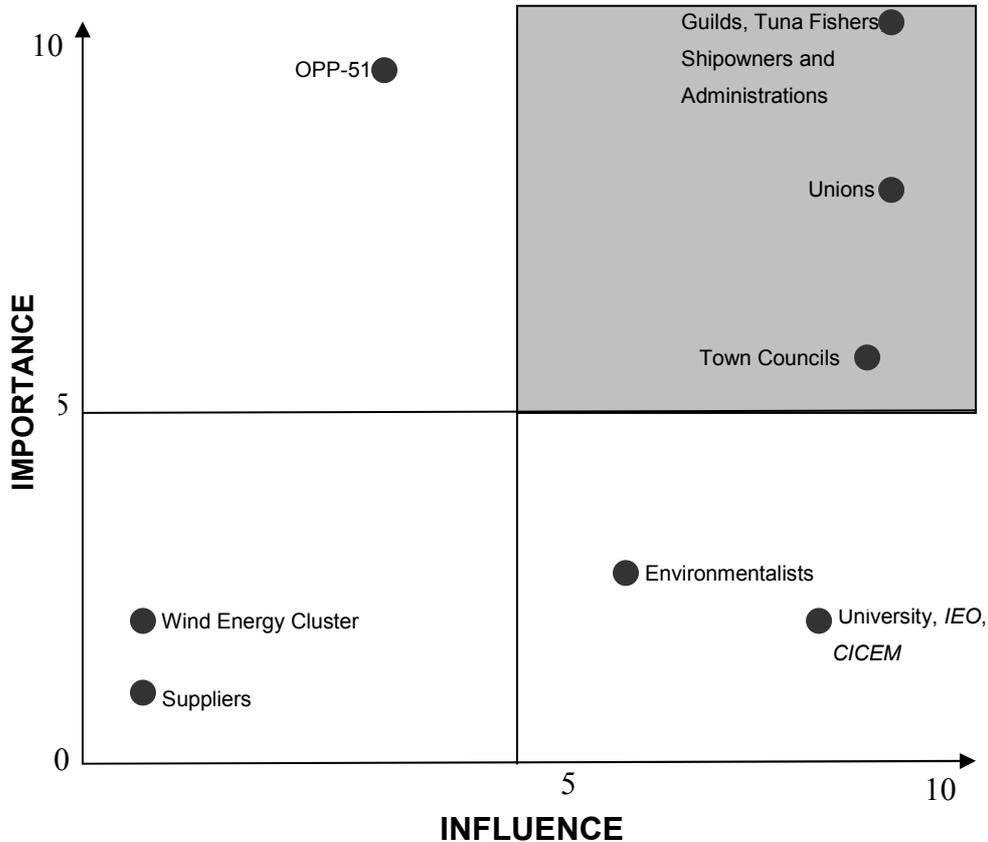
- The Trades Unions would be very important (8) and influential (8) due to their high levels of representation and great capacity to mobilise people, but not on the same scale as the fisheries sector associations.
- Neither the Cadix University Sea Sciences faculty, nor the Spanish Oceanographic Institute (*IEO*), nor the *CICEM* Sea Farming Research Centre have a high degree of importance for the project, since the studies they conduct can only be validated by the Administration, which is the competent body. Their degree of importance would be '5'. Nevertheless, their influence on society and on the Administrations is considerable, and so they receive an '8' in this respect.
- The environmental associations do not have a great ability to block the project, but they can be important if the needs revealed in their studies are not met, given their capacity to protest to the Administrations and the power they have in the media. They would receive a '3' in importance and a '6' in influence.

The degree of importance and influence for tertiary stakeholders is:

- The Administrations can be grouped together as a single entity with regard to their degree of importance. This can be justified by the fact that as they are the authorities which have jurisdiction over the matter, the approval or rejection of the project is in their hands. It is the Administrations' duty to make sure that laws are not broken, and so satisfying their requirements is vital for the project; i.e.: their degree of importance is high, a '10'. And the same is true regarding their influence, as their ability to support the project or not could affect its success. A '10', also.
- With regard to the Wind Energy Cluster, their ability to drive the project can be classified as a '3' in terms of influence in the area, even though they can have great influence on the media. They also have little importance given that we are talking about business interests with no links to the society in which the envisaged wind farm is to be constructed (2).

The following diagram sets out the analysis of stakeholder importance and influence graphically:

Figure 7. Classification of importance and influence of stakeholders affected by the Gulf of Cadix Offshore Wind Farm Project



Source: Authors based on Smith, Larry W., 2000.

In this diagram, the stakeholders at the highest level on both the indicators of influence and importance are highlighted against a shaded background as they are considered to be key stakeholders in the project: the Fishermen’s Guilds, the Shipowners’ Associations, the Tuna Fishers, the Trades Unions and the Administrations (national, regional and local).

The stakeholders in the bottom right-hand quadrant are those that represent the greatest potential threat to the success of the project: Environmentalists, the University, *IEO* (Spanish Oceanographic Institute) and *CICEM* (the Sea Farming and Species Research Centre).

3.5. Outline assumptions and risks

We can still go one step further in the analysis if we determine the potential risks involved if key stakeholders' expectations were not met.

To continue with this stage of the analysis, the work team must go back to Table 4 and add a new concept under the heading 'Assumptions and Risks'. This new concept is included in the following Table, which shows only the aspects or measures that backers of the project must take on board in order to minimize any possible risks caused by dissatisfied stakeholders. As the project has still not reached the implementation stage, it would be speculative to venture what these risks might be, as stakeholders' initial reactions are unknown. As a result, this section remains unfinished, for the time being at least.

Table 5. Classification of importance-influence with assumption of risk to the Gulf of Cadix Offshore Wind Farm Project.

KEY STAKEHOLDER	Estimated Project Impact	Estimated priority	Assumptions and risks
Barbate Fishermen's Guild	H H H	1	Obtain impact studies that verify unfavourable impact of project on resources.
Conil Fishermen's Guild	H H	1	Obtain impact studies that verify unfavourable impact of project on resources.
Barbate Tuna Fishers	H H	1	Obtain impact studies that verify unfavourable impact of project on blue fin tuna migration routes.
Conil Tuna Fishers	H H	1	Obtain impact studies that verify unfavourable impact of project on blue fin tuna migration routes.
Zahara de los Atunes Tuna Fishers	H	1	Obtain impact studies that verify unfavourable impact of project on blue fin tuna migration routes.
OPP- 51 Tuna Products Org.	H		Obtain impact studies that verify unfavourable impact of project on resources.
Barbate Shipowners' Assoc.	H H	1	Obtain impact studies that verify unfavourable impact of project on resources, shipping and safety.
Conil Shipowners' Assoc.	H	1	Obtain impact studies that verify unfavourable impact of project on resources, shipping and safety.
Barbate Town Council	M	2	Obtain impact studies that verify unfavourable impact of project on resources, shipping and safety and impact on landscape.
Conil Town Council	M	2	Obtain impact studies that verify unfavourable impact of project on resources, shipping and safety and impact on landscape.

Vejer de la Frontera Town Council	M	2	Obtain impact studies that verify unfavourable impact of project on resources, shipping and safety and impact on landscape.
CCOO, UGT, CNT, CGT. (Trades Unions)	H	2	Obtain impact studies that verify unfavourable impact of project on fishing and tourism activities.
Min. Environment	M	3	Obtain impact studies that verify unfavourable impact of project on resources.
Min. Industry	M	3	Request and provide full information required for approval of project.
Direct. Gen. Coasts	M	3	Request and provide full information required for approval of project.
Spanish Navy	M	3	Obtain studies on uses of marine areas.
Direct. Gen. Merchant Shipping	M	3	Obtain studies on shipping routes.
Dept. Industry*	M	3	Request and provide full information required for approval of project.
Dept. Environment*	M	3	Obtain impact studies that verify unfavourable impact of project on resources.
Dept. Agriculture & Fisheries*	M	3	Obtain impact studies that verify unfavourable impact of project on resources and fisheries activities.

* Andalusian Regional Government

Source: Authors based on Larry W., 2000.

3.6. Define Stakeholder participation

The last phase of the analysis of interested parties in the Gulf of Cadix Offshore Wind Farm Project would consist of evaluating the degree of information that the stakeholders require and the preparation of a participation plan for them.

As was pointed out in the Methodology section, not all stakeholders need to be involved at all stages or in all aspects of the project. The stakeholders that have similar information needs can be grouped together and specific documents and information campaigns can be designed for them. In this regard, a single strategy can be used to inform all stakeholders belonging to the fisheries sector: Guilds, Tuna Fishers, Shipowners' associations and the *OPP-51* Tuna Products Organisation.

As we do not know the various execution phases of the offshore wind farm project, it is difficult for us to put forward specific participation procedures in accordance with a general participation plan.

Nevertheless, it is our interpretation that the stakeholders who have been classified as 'key' to the project should be taken into account transversally in the participation plan. As they have responsibilities for some of the issues required

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for implementing the project, the Administrations should receive special treatment regarding communication and participation procedures.

In the same way, stakeholders identified as 'dangers' to the project must be part of the initial and final control stages of the project.

4. CONCLUSIONS

Stakeholder Analysis can be seen to be tool that can be handled easily by researchers and that they can apply to coastal-marine areas if they are not familiar with methodologies used in the Social Sciences.

Its main advantage is the speed with which interest groups, those who are affected by the plan or project that is to be implemented or managed, and those who stand to benefit from it, can be identified.

Another advantage of the application of this methodology is that it allows stakeholders who apparently bear no relation to each other to be grouped together according to their needs. Moreover, bringing these relationships to light allows efforts to be optimised when designing communication and participation strategies.

As for disadvantages, we can point to the possibility that informal groups or actors who have no formal representation and have no links through common interests (housewives, young people, etc., for example) might not be registered. This drawback can be surmounted to a certain extent by conducting comprehensive field work. However, it has to be said that if the project managers could reach the population through a socially recognised mediator this would help to reveal the existence of unidentified groups or actors.

Finally, specific social groups' or actors' initial lack of motivation for the project might be turned into involvement and interest if the actors opposed to the project are able to get to the unmotivated. These, we can refer to them as unmotivated actors, cannot be identified by stakeholder analysis.

It must be borne in mind that the involvement of specific stakeholders in debates and decision-making is normally done through groups who represent them, and these often act as pressure groups, monopolising the role of the citizens and responding to personal interests. Ordinary people must be taken into account in the design of the communication and participation plan in order to transmit information transparently and in such a way that it allows citizens not only to become aware of managers' proposals, but also to develop their own alternative proposals.

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