

A photograph of several offshore wind turbines in the ocean under a blue sky with light clouds. The water is a deep blue with gentle ripples. A dark blue rectangular box is overlaid on the left side of the image, containing the title text in white.

OFFSHORE WIND STAKEHOLDER ENGAGEMENT PLAN FOR NOVA SCOTIA

PREPARED FOR

Net Zero Atlantic

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This report has been produced in November 2020 and therefore doesn't contain reference to recently announced activities (e.g., Regional Assessment, NS capacity target, etc.)

Table of Contents

Executive Summary	3
1.0 Introduction	5
2.0 Methodology	6
3.0 Summary of Best Practices from Experience in US Northeast Offshore Wind Development.....	8
4.0 Local Context – Nova Scotia & Atlantic Canada Stakeholder Engagement	15
4.1 Key concerns of stakeholders and rights holders in Nova Scotia.....	15
4.2 Lessons Learned & Best Practices.....	18
5.0 Stakeholder Engagement Plan for OSW.....	24
5.1 Engagement Objectives	24
5.2 Stakeholder List and Analysis.....	24
5.2.1 Stakeholder Categories and Analysis	25
5.2.2 Nova Scotia Stakeholder List.....	28
5.3 Engagement Tools and Activity Plan	34
5.3.1 Engagement Tools.....	34
5.3.2 Stakeholder Engagement Activities Plan.....	39
Appendix A Activities and Legislative Processes Related to OSW and Nova Scotia	46
Appendix B Joint Industry Educational Forum Agenda	52

Executive Summary

Offshore wind (OSW) is an untapped resource in Canada and Nova Scotia which, if developed, has potential as a new clean energy resource that can create economic benefits and contribute towards meeting climate action goals and targets. While there is no direction or commitment by the Government of Nova Scotia to develop OSW, some exploratory research and initiatives have been underway that will help inform the potential for future development. Even at an exploratory stage, stakeholder engagement is important and is critical to future decision-making around resource development.

This document has been developed to assist the Net Zero Atlantic (NZA) as well as other organizations with OSW stakeholder engagement at this early stage (i.e. pre-project development). To guide future stakeholder engagement it includes a summary of best practices and lessons learned from the US OSW and past regional stakeholder engagement processes in various energy and ocean industries, identification and analysis of OSW stakeholders in Nova Scotia, engagement objectives, engagement tools, and engagement activities. While the document outlines engagement activities of specific relevance to NZA it goes a step further to provide insight and guidance that other groups and organizations can use. This document should be viewed as being evergreen – a resource that includes tools and approaches that can be modified as the local context for OSW evolves.

Best Practices and Lessons Learned

A summary of twenty best practices for stakeholder engagement in OSW and the Nova Scotia context was developed through a literature review and interviews with key stakeholders in the US and Atlantic Canada. The summary provides insight on tools, approaches, and principles that should be considered for any future OSW stakeholder engagement in Nova Scotia. The best practices and lessons learned include:

- Engage early to educate about the sector/technology and solicit feedback and viewpoints.
- Outreach should be broad and accessible to ensure that all potential stakeholders are aware of engagement opportunities.
- Ensure stakeholders understand the engagement process and participation opportunities.
- Set realistic expectations of time for stakeholders to consider issues and provide feedback
- Avoid one-size-fits-all approaches to stakeholder engagement activities and instead tailor engagement for key groups.
- Create opportunities for meaningful engagement and multi-industry collaboration where mutual learning is accessible.
- Use bridging organizations and neutral third-party facilitators when possible.
- Acknowledge and address stakeholder concerns and potential risks to industries by developing best practices and management tools.
- Establish a collaborative process to identify community benefits.
- Engagement should be proactive and not just driven by regulatory requirements.

- Strategic assessments and studies can facilitate early stakeholder engagement, but a lag between initial study and development can create challenges.
- Target smaller, specific stakeholder groups to foster focused and meaningful engagement.
- Ensure information is accessible and timely.
- Tailor engagement tools/approach to different stakeholders and ensure concerns are addressed through two-way dialogue.
- Engage experts to participate in stakeholder engagement activities.
- Use data to develop and evolve stakeholder engagement plans.
- Engage early and collaboratively with rights holders.
- Include and collaborate with stakeholders and rights holders in studies and research.
- Use local resources and/or staff to engage locally.
- Build trust through collaborations and partnerships before developing formal agreements.

Stakeholder engagement activities for early stages of OSW in Nova Scotia

As OSW is not yet being developed in Canada and there are still many other enablers that must be established (i.e. regulatory framework and electricity market path), a plan was developed that takes a proactive approach and suggests engagement approaches based on what the trajectory could be if OSW was explored further and pursued.

Engagement objectives, a stakeholder list and analysis, and tools have been outlined, taking into consideration lessons learned from OSW development in the US and experience from stakeholder engagement processes carried out in Nova Scotia and regionally. The plan is designed for a third party such as NZA to lead and implement early engagement activities in Nova Scotia. However, it identifies a range of potential tools in order to offer the bigger picture of options for stakeholder engagement from these early stages up to OSW project development. NZA's roles and responsibilities are nested within this overarching plan. Ultimately, the plan included in this document is a resource for many different users (e.g. government, industry, etc.).

1.0 Introduction

Offshore wind (OSW) is an untapped resource in Canada and Nova Scotia which, if developed, has potential as a new clean energy resource that can create economic benefits and contribute towards meeting climate action goals and targets. Nova Scotia and Canada are currently in the early stages of assessing the potential of OSW development. While there is no direction or commitment of any kind to develop the resource in Nova Scotia, early studies and assessment would likely be of interest to various stakeholders and also have the potential to raise concerns and/or enthusiasm. Furthermore, and most importantly, there are a number of other users and rights holders of the offshore who should be engaged proactively in the early stages of OSW assessment.

As a third-party research-focused organization independent of industry and government, NZA can play a unique role in OSW stakeholder engagement, particularly at this early stage before any activity has commenced. NZA contracted Marine Renewables Canada (MRC), a national association focused on supporting the advancement of tidal, offshore wind, wave, and river current energy to assist in developing a stakeholder engagement plan. As part of its mandate, MRC has been leading various outreach and business development initiatives targeting OSW nationally and internationally and has a network of contacts and relationships that were drawn upon to support this work.

The engagement plan was informed and developed through a literature and desktop review of the United States' (US) experience in OSW development, interviews with various experts and stakeholders active in the US OSW sector, a literature and desktop review of stakeholder processes and outcomes in Nova Scotia and Atlantic Canada, interviews with various organizations and stakeholders working in Nova Scotia's energy and resource sectors, and analysis of activities and legislative processes with stakeholder engagement components that are relevant to OSW in Nova Scotia.

The engagement plan provides a summary of best practices and lessons learned from the US OSW and past Nova Scotian stakeholder engagement processes, summary of activities and legislation relevant to OSW stakeholder engagement, identification and analysis of OSW stakeholders in Nova Scotia, engagement objectives, engagement tools, and engagement activities. It is designed to address early engagement needs and relevant activities. As the path for OSW is unclear, with little established, this plan should be revisited and adapted to sector needs as more is known and established.

While the development of this document was initiated by NZA and aimed at identifying tools and activities appropriate for the organization, much of the content including best practices and tools, also provide advice and guidance that can be used by government, industry, and other stakeholders. Therefore, it should be recognized that some engagement tools and approaches may not be appropriate to be led or implemented by NZA. There are many organizations that will have a role to play in OSW development and a robust, collaborative, and coordinated approach to stakeholder engagement should be pursued.

2.0 Methodology

The development of this document encompassed a number of different activities including review of literature and legislation, participation in webinars, and interviews with a range of experts and stakeholder in the US and Atlantic Canada. Following is the methodology for the development of the document.

1. *Review of best practices and lessons learned in OSW development in the US Northeast*

The US Northeast OSW market was targeted for a jurisdictional review because it is one of the newer OSW markets with proximity to Canada and likely similar types of stakeholder groups. Government strategy and policy documents, workshop proceedings, websites, and discussion papers were reviewed to identify tools, plans, and outcomes of stakeholder engagement in the US. Interviews were held with several US-based organizations and industry involved in the US OSW sector to further gather insight on stakeholder engagement practices and follow-up on issues and approaches identified through the literature review. Webinar participation was also used to collect timely information. Information gathered through these exercises was grouped thematically to assist in identifying best practices and lessons learned in the US OSW sector.

2. *Review of local context best practices and lessons learned in stakeholder engagement in energy and resource development sectors*

A desktop review was conducted of documents and websites that outlined stakeholder engagement processes and outcomes in the energy and resource development sectors. Interviews were also held with key organizations representing a range of stakeholder interests (e.g. government, regulators, Indigenous groups, industry) to further identify outreach practices, stakeholder concerns and issues, and best practices and lessons learned. These tasks resulted in the identification of best practices and lessons learned in the Nova Scotia context and common concerns and questions of stakeholders in the energy and resource sectors.

3. *Stakeholder identification and analysis*

A list of stakeholders was provided by NZA and was used as a starting point in stakeholder identification. Previous lists of stakeholders (identified in the step #2 above) that were relevant were added if missing. Identified stakeholders were categorized into different groups (e.g. communities/municipalities, ENGOs, government, etc.).

The International Association for Public Participation (IAP2)'s tool, "IAP2 Public Participation Spectrum" was used to identify each stakeholder groups' goals and motivations, potential concerns, and level of influence. This analysis assists with applying appropriate engagement tools for each stakeholder group.

4. *Review of activities and stakeholder engagement processes related to OSW in Nova Scotia*

Through interviews (step 2) and review of various websites and documents, activities with stakeholder engagement components of relevance to OSW in Nova Scotia were identified.

5. *Development of engagement plan*

The inputs of steps 1-4 above served to inform the development of the engagement objectives, tools, and activities. Stakeholder engagement best practice documents¹ were also reviewed to inform plan development.

¹ Acadia Tidal Energy Institute (ATEI). 2013. *Tidal Energy Community Engagement Handbook*.
https://tidalenergy.acadiau.ca/tl_files/sites/atei/Content/Reports/Tidal%20Energy%20Enqagement%20Handbook_final.pdf

Canadian Wind Energy Association (CanWEA). 2017. *Best Practices for Indigenous and Public Engagement*.
<https://canwea.ca/wp-content/uploads/2017/11/canwea-bestpractices-enqagement-web.pdf>

3.0 Summary of Best Practices from Experience in US Northeast Offshore Wind Development

OSW in the US has been a growing industry, now with over 28,000 MW in federal lease areas issued to date². As industry activity has increased, more organizations are involved or have been established with various mandates to support or engage in OSW development.

The experience and lessons learned in the US Northeast provide some valuable insight on what has worked well for stakeholder engagement and what has not been effective. Given the emerging nature of OSW in the US, proximity to Canada, and similar stakeholder groups, lessons learned could be beneficial for future development of OSW should it be pursued.

The following summary of best practices and lessons learned was developed through review and analysis of literature and documentation of stakeholder engagement in the US Northeast as well as interviews with key stakeholders. The review of experiences in stakeholder engagement included industry, industry organizations/associations, NGOs, government, and fisheries. Engagement practices conducted with Indigenous groups were not reviewed or analyzed in depth to inform this document due to differences in approach, legislation and the duty to consult of the jurisdictions.

Lessons Learned & Best Practices

Literature, best practices guides, and documentation of stakeholder engagement processes were reviewed to identify lessons learned and best practices based on the experience of OSW development in the US Northeast. A recent workshop “Offshore Wind in the Gulf of Maine” held by the Environmental Business Council of New England was also attended to gather insight on early engagement from presenters and in particular, the Responsible Offshore Development Association (RODA) (fisheries association). Key stakeholders from the region/sector were also interviewed on stakeholder engagement experiences and insights. These included Business Network for Offshore Wind (industry association), Equinor (OSW developer), New York State Energy Research and Development Authority (NYSERDA) (government agency), Pacific Ocean Energy Trust (industry association), and Special Initiative for Offshore Wind (SIOW) (research organization). Following is a summary of the lessons learned and best practices identified through this research.

- **Engage early to educate about the sector/technology and solicit feedback and viewpoints.** Stakeholder engagement, particularly with key groups (e.g. commercial fisheries, Indigenous communities, etc.) should begin very early in order to build relationships and develop trust – even before studies have been conducted and/or projects have been proposed. It can take years to build trusted relationships that will be needed to have constructive conversations about challenging topics. Early engagement is critical to provide early education about the

² American Wind Energy Association. US Offshore Wind Industry Status Update September 2020. <https://www.awea.org/Awea/media/Resources/Fact%20Sheets/Offshore-Fact-Sheet.pdf>

sector/technology before anything has been proposed. It creates an opportunity for stakeholders to provide feedback that can be incorporated into any future plans, policies, activities, etc.

⇒ *Example:* The State of New York published the “*Blueprint for the New York Offshore Wind Master Plan*”³ as a tool to educate stakeholders well in advance of developing any plans for OSW development. The Blueprint described the benefits of developing New York’s OSW potential, identified key stakeholders (energy consumers, utilities, environmental groups, coastal communities, commercial and recreational fisherman, maritime industry) and NYSERDA’s proposed approach to engagement, and proposed a number of environmental, technical and economic studies to be conducted. The document was a key tool used by NYSERDA to establish a list of critical stakeholders, build trust amongst stakeholders, and most importantly, gather and incorporate feedback from stakeholders into the planning process. The subsequent development of the New York State Offshore Wind Master Plan incorporated feedback received through the Blueprint engagement process. All studies and plans that were conducted to inform the development of the Master Plan were listed and linked on NYSERDA’s webpage – “Completed Surveys and Studies”⁴.

(NOTE: In the case of New York, an intention to develop OSW was announced by state government in advance of the Blueprint.)

- **Outreach should be broad and accessible to ensure that all potential stakeholders are aware of engagement opportunities.**

While targeted meetings with key stakeholder groups can assist in identifying concerns and building relationships early on, they fail to inform and engage a broader range of interests. A broad dissemination campaign should start very early in the engagement process with the aim of being far-reaching to encompass all stakeholders. This was an important lesson learned in the US, where some organizations/stakeholders felt that the initial approach was not far-reaching enough and inadvertently missed the opportunity to engage some stakeholders early on. This can create challenges in the future, slow progress, and impact the ability to develop trusted relationships. Information-sharing and education could start well in advance of any proposed projects when the potential for OSW is just beginning to be explored.

- **Ensure stakeholders understand the engagement process and participation opportunities.**

An ongoing frustration noted by commercial fishing stakeholders was that they were not informed of a transparent process for participation in OSW engagement processes. They wanted a clear roadmap for how to participate, detailing when, where, and how. Establishing guidance

³ NYSERDA. 2016. *Blueprint for the New York Offshore Wind Master Plan*.

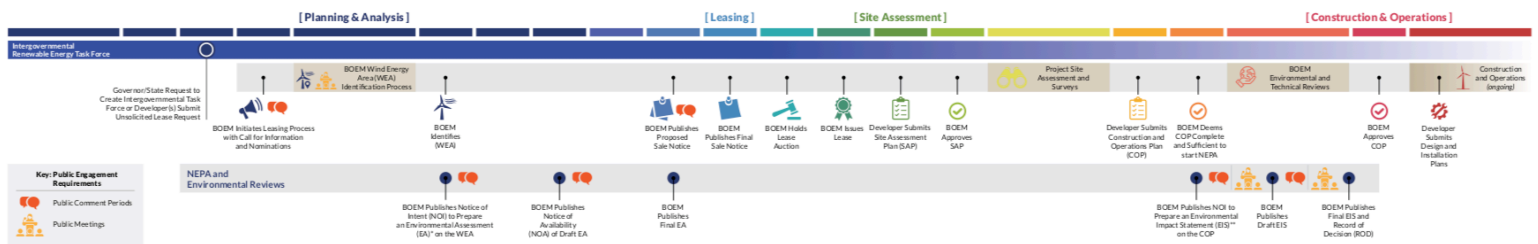
<https://www.nyserdera.ny.gov/About/Publications/Offshore-Wind-Plans-for-New-York-State>

⁴ NYSERDA. Offshore Wind Plans for New York State

<https://www.nyserdera.ny.gov/About/Publications/Offshore-Wind-Plans-for-New-York-State>

on how to participate at each step of OSW development helps to build trust and re-assure stakeholders that they will have ample opportunities to formally and informally engage.

⇒ *Example:* The American Wind Energy Association (AWEA) and the University of Delaware’s Special Initiative on Offshore Wind (SIOW) developed the “*Offshore Wind Public Participation Guide*⁵” as a roadmap on how to participate in each step of the US Department of the Interior’s (USDO) Bureau of Ocean Energy Management’s (BOEM) regulatory process for OSW development. It also flags that stakeholders have opportunities to provide input via regional fishery management councils, state permitting processes, and state fisheries, habitat, environmental working groups, and during OSW industry meetings, open houses, etc.



AWEA Offshore Wind Public Participation Guide

- Set realistic expectations of time for stakeholders to consider issues and provide feedback**

The surge in development and industry activity in the US has created a situation where stakeholders are spending a lot of time and resources on engagement processes. The RODA pointed out that the commercial fishing industry was investing significant time towards OSW planning processes. While these stakeholders want and need to be involved, consideration should go towards providing reasonable timeframes for review of issues and providing feedback.
- Avoid one-size-fits-all approaches to stakeholder engagement activities and instead tailor engagement for key groups.**

The engagement approach and activities for one stakeholder group may not be as effective for another. For example, open houses and public meetings may be attended by local community members, but might not attract the attendance of commercial fisheries. Furthermore, individual stakeholder groups may have very specific interests and concerns that need to be addressed and considered in a separate dialogue. It is important to invest the time, resources, and appropriate approaches to engage with key stakeholder groups. Approaches could include a specific liaison for the stakeholder group, outcome driven meetings (stakeholder helping inform next steps/actions/research), working groups, partnerships, etc.

⁵ American Wind Energy Association (AWEA) and the University of Delaware’s Special Initiative on Offshore Wind https://www.awea.org/Awea/media/Resources/Fact%20Sheets/AWEA_Engagement-Process-FINAL_1-24.pdf

- ⇒ **Example: Fisheries Liaison** - NYSERDA recognized early in its engagement and planning processes that commercial fisheries had specific concerns that would require a tailored approach. To ensure that fisheries stakeholders were engaged early and adequately, NYSERDA appointed a Fisheries Liaison⁶ who acts as a mediator between NYSERDA and fisheries, spends time in the fishing communities, talks to fishers and builds confidence that their voice is important, attends state and regional fishing meetings and public meetings, gathers input, and provides that feedback to NYSERDA. Feedback from commercial fishing is compiled and used to inform future research calls and other initiatives. Key issues of concern have been impacts on fisheries resources including habitat, noise, socioeconomic, and cumulative impacts.
- ⇒ **Example: Targeted engagement with fisheries** - The Rhode Island Ocean Special Area Management Plan (SAMP) which was used as a planning tool to prepare for OSW development, quickly experienced large numbers of fishermen attending SAMP stakeholder meetings with concerns about potential impacts of OSW on their livelihoods and the possibility that the SAMP would add a new layer of regulations. Many fishermen conveyed their distrust of government. To respond to this, Ocean SAMP leaders sought to maximize fishermen’s participation and access to information in every way possible. This included convening numerous targeted stakeholder meetings solely for fishermen; providing them with access to specialized maps, charts, studies, and OSW experts; and even facilitating direct communication between fishermen and the state’s chosen OSW developer⁷.
- ⇒ **Example: Fisheries Advisory Board (FAB)** – The Rhode Island Ocean SAMP established a formal participation tool for fisheries engagement to ensure continued representation of fishermen’s interests. A nine-member FAB was created to comment on the potential fishery-related impacts of proposed development projects. The Ocean SAMP requires developers to consult with the FAB on matters such as project location, construction schedules, impacts on fishing activity, and mitigation measures. For projects in state waters, the Ocean SAMP requires project proponents to meet with the FAB as a prerequisite to submitting an application to state government. For projects in federal waters, the Ocean SAMP requires project proponents to meet with the FAB as “necessary data and information” for federal consistency review⁸⁹.

⁶ NYSERDA. 2019. New York State Offshore Wind Fisheries Liaison RFP.

<https://portal.nyserderda.ny.gov/servlet/servlet.FileDownload?file=00Pt000000FxmUEAV>

⁷ Coastal Resources Center and Rhode Island Sea Grant College Program University of Rhode Island Graduate School of Oceanography. 2016. “*The Rhode Island Ocean Special Area Management Plan, 2008 – 2015: From Inception through Implementation.*”

https://www.crc.uri.edu/download/OceanSAMPImplCaseStudy_8.23_FINAL.pdf

⁸ Ibid.

⁹ While not necessarily engagement activities, it is also worth noting that Rhode Island Ocean SAMP had other formal fisheries measures including: a requirement that developers negotiate a fisheries mitigation agreement

- **Create opportunities for meaningful engagement and multi-industry collaboration where mutual learning is accessible.**

Creating an environment where stakeholders' values as well as local, traditional, scientific and political knowledge can be shared, understood, considered and used in the decision process has been viewed as a positive approach to stakeholder engagement. Joint industry initiatives such as working groups, task forces, etc. developed early in the planning and development process can help facilitate constructive discussion, learning, and paths forward amongst industry and key stakeholder groups. Some of these models and processes can be established before any awards for leases or project development occurs, while others lend themselves to focus on specific interests and needs once a lease or project award has been granted.

Working groups, educational forums and task forces of OSW industry and key stakeholders (particularly commercial fisheries) have been established by various groups in the US to help industries educate each other on respective practices, concerns, etc., gather insight on research that should be conducted, and establish a forum for continuous dialogue and information-sharing.

⇒ **Example: Joint-fact finding/collaborative research** – Involving stakeholders early in the process to assist with identifying potential needs, gaps in information, and studies that could be pursued, assists in building trust and ensuring transparency and knowledge-building in the process. This could take place before any studies have commenced and throughout the planning and engagement process. The Rhode Island Ocean SAMP process engaged many different types of stakeholders and where relevant, including them in different information gathering and fact-finding activities. There is a spectrum of activities that could be initiated – from brainstorming information gaps with stakeholders to actively partnering with stakeholders in research (e.g. fishermen assist in data gathering, use their boats to collect data, etc.).

⇒ **Example: Joint Industry Task Force** - RODA established a Joint Industry Task Force¹⁰ comprised of OSW industry (lease holders) and commercial fishing which has achieved visible and transparent engagement amongst all parties. SLOW acts as the coordinator for the OSW industry and presents priorities and concerns of the OSW industry to the Task Force. A neutral facilitator is used during Joint Task Force meetings. The Task Force has worked together to establish several working groups on key areas of concern: Navigation, gear loss, public participation, and displacement of fish and jobs.

(with input from the FAB), inclusion of fisheries surveys in developers' Site Assessment Plan (SAP) and Construction and Operations Plan (COP), and hiring of a third-party "fisheries liaison" to facilitate direct communication with fishermen during all phases of a project, from pre-construction to operation to decommissioning.

¹⁰ Responsible Offshore Development Alliance (RODA). 2019. Joint Industry Task Force. <https://rodafisheries.org/portfolio/joint-industry-task-force/>

⇒ **Example: Educational Forum** – SLOW and RODA established an Educational Forum¹¹, bringing together OSW developers and commercial fisheries to discuss key issues and concerns each industry has and to learn from each other. The primary goal of the Forum is education, learning and exploration as well as setting a common foundation for dialogue so that project-specific questions can be answered more effectively in the future. The Forum is not intended to satisfy regulatory needs from either industry, solve specific problems, or reach any kind of agreement.

Forum agenda topics included: Fisheries 101, Offshore Wind 101, Assessing and Surveying, Data Collection, Research, Offshore Wind Operations, Fisheries Operations.

⇒ **Example: NYSERDA Technical Working Groups** – NYSERDA established technical working groups (TWG) to ensure collaborative engagement with key stakeholders. The TWGs seek to engage unique points of view and targeted interests and contribute to problem-solving to inform policy and program development. TWGs include: Environmental, Commercial Fishing, Maritime, and Jobs and Supply Chain. The TWGs use a professional facilitator to tease out ideas amongst participants that then helps to create workstreams and action items for research, studies, etc.

- **Use bridging organizations and neutral third-party facilitators when possible.**

Several organizations in the US have emphasized the need to use a neutral third-party during stakeholder engagement activities (e.g. NYSERDA TWGs, RODA and SLOW Educational Forum, etc.). This objective third party can help run the stakeholder engagement and public outreach activity but does not push for a specific outcome. Rather than creating a situation where stakeholders are playing the role of recipients of information, a bridging organization or neutral facilitator can ensure that all stakeholders are producers of information which can create a more empowering and meaningful experience.

Bridging organizations can be defined with the following characteristics:

- Accountability to both sides of a boundary, e.g., local communities and project proponents.
- Use of “boundary objects,” e.g., maps reports, and forecasts, which actors on different sides of a boundary co-produce.
- Participation across the boundary involving
 - Convening (bringing different stakeholder groups together)
 - Translation
 - Coordination of complementary expertise
 - Mediation

¹¹ RODA and SLOW. Joint Industry Educational Forum Agenda. October 15, 2019. https://rodafisheries.org/wp-content/uploads/2020/04/AGENDA_Joint-Industry-Educational-Forum_FINAL.pdf

- **Acknowledge and address stakeholder concerns and potential risks to industries by developing best practices and management tools.**

Where areas of concern or potential conflict are identified by stakeholders, jointly developed best practices can help to identify mitigation measures, guide decision making and reduce future conflicts overall. This approach was identified as particularly helpful when it came to commercial fisheries and OSW development.

⇒ *Example:* BOEM developed best management practices and mitigation measures¹² that could be applied to the Outer Continental Shelf (OCS) leases and plans as they related to commercial and recreational fishing practices. BOEM consulted closely with the fishing industry and wind energy developers to identify reasonable best management practices and mitigation measures to offset potential impacts. Input was also sought from federal and state natural resource management agencies, federal fishery management councils, commercial and recreational fishermen or interest groups, and wind energy developers and experts. The best management practices are used for decision-making during the review process for wind energy siting, construction, operational and maintenance activities, and decommissioning.

- **Establish a collaborative process to identify community benefits.**

The Island Institute, a not-for-profit community development organization examined the experiences of three New England island communities to demonstrate key lessons about stakeholder engagement in OSW: Block Island, Martha's Vineyard, and Monhegan¹³. A central finding was the need for collaboratively developed community benefits as part of OSW development. Defining appropriate community benefits requires that developers, government authorities, and communities reach a common understanding of who the recipient communities should be, what kind of benefits are suitable, what the impacts are, and how communities, benefits and impacts relate to each other. Participatory processes involving extensive stakeholder engagement can be resource and time-intensive, but this initial investment can result in lower long-term costs with potentially fewer delays.

¹² Bureau of Ocean Energy Management (BOEM) Office of Renewable Energy Programs. 2013. *Development of Mitigation Measures to Address Potential Use Conflicts between Commercial Wind Energy Lessees/Grantees and Commercial Fishers on the Atlantic Outer Continental Shelf*. https://www.boem.gov/sites/default/files/renewable-energy-program/BOEM-BMP-Rpt_12Nov2013.pdf

¹³ Island Institute. 2015. *Engaging Communities in Offshore Wind: Case Studies and Lessons Learned from New England Islands*. https://www.islandinstitute.org/sites/default/files/EngagingCommunitiesOffshoreWind_2015_web.pdf

4.0 Local Context – Nova Scotia & Atlantic Canada Stakeholder Engagement

Stakeholder engagement practices have varied in Nova Scotia depending on the resource sector and project being pursued. To develop a clear picture of experiences to date and lessons learned in local stakeholder engagement that can serve to inform the development of an engagement plan for OSW, a literature review and series of interviews were conducted focusing on energy and ocean industries (i.e. tidal energy, offshore oil and gas, natural gas) from the perspectives of regulators, policy-makers, Indigenous organizations, ENGOs, and industry enabling/research organizations). Feedback was received from Nova Scotia Department of Energy and Mines, Canada-Nova Scotia Offshore Petroleum Board (CNSOPB), Impact Assessment Agency (IAA), Mik'maq Rights Initiative (KMKNO), Atlantic Policy Congress of First Nations Chiefs (APCFNC), Fundy Ocean Research Center for Energy (FORCE), Alton Gas, and Northern Pulp. It is important to note that consultation with Indigenous peoples (i.e. duty to consult) was outside of the scope of this work. However, early engagement practices with indigenous groups and lessons learned were reviewed and incorporated. (*See Appendix A for more details on Indigenous consultation.*)

Rather than outlining the engagement process for each individual energy or ocean industry/project, this section will take a similar approach to the previous section focused on the US OSW stakeholder engagement experience – lessons learned and advice from past experience in Nova Scotia are summarized to help inform future stakeholder engagement activities for OSW.

4.1 Key concerns of stakeholders and rights holders in Nova Scotia

Several engagement processes conducted in Nova Scotia have formally summarized concerns and questions of various energy and marine sector stakeholders¹⁴. Interviews held with organizations to

¹⁴ Offshore Energy Environmental Research (OEER). 2008. *Fundy Tidal Energy Strategic Environmental Assessment Final Report*. <https://NZA.ca/sites/default/files/2019-05/Fundy%20Tidal%20Energy%20Strategic%20Environmental%20Assessment%20Final%20Report.pdf>

AECOM Canada Ltd. and the Acadia Tidal Energy Institute. 2014. *Tidal Energy: Strategic Environmental Assessment – Bay of Fundy Update (Phase II)*. <https://NZA.ca/sites/default/files/2019-05/Tidal%20Energy-%20Strategic%20Environmental%20Assessment%20%28SEA%29%20Update%20for%20the%20Bay%20of%20Fundy.pdf>

Stantec Consulting Ltd. 2014. *Tidal Energy: Strategic Environmental Assessment for the Cape Breton Coastal Region and Bras d'Or Lakes (Phase I) – Community Response Report*. <https://NZA.ca/sites/default/files/2019-05/Community%20Response%20Report.pdf>

Mik'maq Rights Initiative. Alton Gas Storage Project. <http://mikmaqrights.com/consultation/alton-gas-storage-project/>

Impact Assessment Agency of Canada. 2020. *Regional Assessment of Offshore Oil and Gas Exploratory Drilling East of Newfoundland and Labrador (Stakeholder Comments Webpage)*. <https://iaac-aeic.gc.ca/050/evaluations/proj/80156/contributions>

inform this document also cited past input from stakeholders on energy resource development. These concerns may also be relevant to OSW and can provide an initial basis for understanding what types of questions and concerns stakeholders will have when it comes to OSW development in the region. Following is a summary of stakeholder and rights holders concerns that have been noted through past engagement and project development.

Stakeholder Concerns Regarding Energy Projects in Nova Scotia and the Region	
Category	Concerns
Environment	<ul style="list-style-type: none"> • Risk to fish, marine mammals, seabirds, and habitat from new, unproven technologies. • Electromagnetic fields • Knowledge and research gaps • Cumulative effects • Regional impacts (potential for environmental impact to be far-reaching) • Long-term outlook and impacts of climate change to the project/industry
Economic development	<ul style="list-style-type: none"> • Potential to maximize benefits of development (e.g. new infrastructure, synergies with existing local industries) • Community investment opportunities • Municipal revenue
Conflict with other industries	<ul style="list-style-type: none"> • Potential conflict with industries such as: <ul style="list-style-type: none"> ○ Fisheries (commercial, recreational, subsistence¹⁵) ○ Navigation: Commercial and military shipping ○ Recreational boating ○ Recreational uses and public safety (diving or swimming) ○ Tourism, whale and bird watching ○ Aquaculture installations ○ Mining and aggregate extraction ○ Telecommunication/electrical cables and pipelines ○ Other alternative energy projects • Implications of individual and cumulative effects of exclusion zones • Compensation for displacement
Electricity integration and costs	<ul style="list-style-type: none"> • Cost of renewable energy development and how to make it competitive and affordable • Grid limitations

¹⁵ Subsistence fishing refers to fishing, other than sport fishing, that is carried out primarily to feed the family and relatives of the person doing the fishing.

Stakeholder Concerns Regarding Energy Projects in Nova Scotia and the Region	
Category	Concerns
	<ul style="list-style-type: none"> • Local use of electricity vs. export
Engagement	<ul style="list-style-type: none"> • Inclusion of numerous stakeholders and as many issues as possible in the decision process and in formation of policies for equitable distribution of space and resources in the coastal environment • Potential to empower and support local resource users to take the lead • Engagement with communities that is inclusive, ongoing, dialogic and transparent • Lack of support for community-based organizations and agencies to facilitate necessary dialogue, public education, outreach and research • Inadequate time or capacity to engage meaningfully in the process
Collaborations and partnerships	<ul style="list-style-type: none"> • Potential for for local organizations, government, and universities to partner with other countries already engaged in types of renewable energy development (lessons learned; experience transfer) • Ability of government to collaborate with other levels of government as needed
Industry development/ oversight	<ul style="list-style-type: none"> • Lack of transparency around project development plans and R&D • Access to information (ex. status of R&D and what is known to date) • Little use of traditional knowledge (fishermen) in studies and development; stakeholder involvement in research • Involvement of local harbour and port authorities early to assist in development needs • Lack of transparency and effectiveness of regulator and/or government (i.e. distrust of government)

Indigenous Concerns Regarding Energy Projects in Nova Scotia and the Region	
Category	Concerns
Rights	<ul style="list-style-type: none"> • Impact on Mi'kmaq Rights and Title • Insufficient consultation (duty to consult)
Environment	<ul style="list-style-type: none"> • Impact on marine life habitats (e.g. from electromagnetic fields, anti-fouling agents, noise/vibrations) • Impact on seabirds
Economic development	<ul style="list-style-type: none"> • Potential for benefits to Mi'kmaq communities (e.g. new infrastructure, revenue from projects, ownership and partnership opportunities, new jobs and careers, eco-tourism) • Potential for benefits of more research and innovation locally

Indigenous Concerns Regarding Energy Projects in Nova Scotia and the Region	
Category	Concerns
Conflict with other industries and users	<ul style="list-style-type: none"> • Impact on fisheries • Impact on traditional use/ current use activities • Compensation for displacement
Electricity integration and costs	<ul style="list-style-type: none"> • Potential for cost of electricity to increase with the integration of renewable electricity/new technology
Engagement	<ul style="list-style-type: none"> • Government failing to engage early • Lack of trust and transparency (e.g. claims of “minor” or “low impacts before key studies are complete) • Failure to respect Indigenous concerns and prioritize engagement • Lack of education and capacity for decision-making on proposed projects (e.g. technical details of projects may be challenging to review)
Ecological and cultural areas	<ul style="list-style-type: none"> • Impact on: <ul style="list-style-type: none"> ○ Environmentally sensitive or unique areas ○ Marine archaeology sites ○ First Nation sacred spaces or harvest areas
Industry development/ oversight	<ul style="list-style-type: none"> • Potential to involve Mi’kmaq in research, planning etc. • Need for research plan that is transparent and results shared • Lack of Indigenous Knowledge to inform phases of development

4.2 Lessons Learned & Best Practices

Through the research, information-gathering and interviews a number of stakeholder engagement lessons learned and best practices for the Nova Scotia and regional context have been identified. Rather than narrowing the summary of lessons and practices to those that would only be relevant for NZA to lead, the summary includes a broader analysis that aims to provide insight and guidance to various groups that may be involved in OSW engagement including NZA, but also government and industry. Following is a summary of the lessons learned and best practices identified through research of stakeholder engagement in Nova Scotia and Atlantic Canada:

- **Engagement should be proactive and not just driven by regulatory requirements.** Federal and provincial regulatory processes require stakeholder engagement at certain points in the timeline of carrying out environmental assessments, permitting, etc. While these regulated stakeholder engagement processes have an important role in decision-making, they may not be ongoing or deep enough to ensure meaningful and consistent stakeholder engagement. Rather than waiting to be triggered by a regulatory process, organizations such as CNSOPB and FORCE have taken proactive approaches to engagement through outreach activities that happen on an ongoing basis. A proactive approach helps ensure that engagement is not just a “check the box” exercise and can assist in building trust.

Based on past experience, organizations and businesses involved in Nova Scotia's energy sector have also suggested that "the earlier the better" when it comes to stakeholder engagement – before a project is proposed and even when potential development of the resource is being explored. At this phase, stakeholders may have lots of questions that cannot yet be answered so this could be a perceived risk by government or industry, but at the same time, these questions may help to form the basis for future studies and planning. This approach can also help to build relationships well in advance of any project activity.

Early engagement activities can be led by various organizations or groups including NZA, government, industry, industry associations, and community-based organizations. While one of these groups may initiate early engagement, it is recommended that a coordinated and collaborative approach is taken with communication about engagement and activities shared amongst each other.

- **Strategic assessments and studies can facilitate early stakeholder engagement, but a lag between initial study and development can create challenges.**

Regional and strategic assessments to determine what the opportunity is for energy resource development, the potential risks, and what future actions must be taken to fill knowledge gaps and inform decision-making amongst all stakeholders can provide a solid foundation for ongoing engagement.

These processes are typically led by government which may contract organizations like NZA to develop and manage various aspects of the initiative. Regional and strategic assessments typically involve multiple types of stakeholders, outreach activities, and input gathering exercises to ensure broad participation, as well as input from key groups and experts. For example, the Fundy Tidal Energy Strategic Environmental Assessment (SEA)¹⁶ that was commissioned by the Nova Scotia Department of Energy and Mines and managed by the NZA included a number of different stakeholder engagement activities including: community forums, a stakeholder roundtable (24 people¹⁷) that met monthly, community-based participation and research initiatives, website, and a monthly newsletter. It also included engagement with rights holders by inviting Mi'kmaq participation in the stakeholder roundtable and invitations to community forums.

¹⁶ Offshore Energy Environmental Research (OEER). 2008. *Fundy Tidal Energy Strategic Environmental Assessment Final Report*

¹⁷ *Members of the SEA Stakeholder Roundtable were appointed through a sectoral nomination process and included representation from municipalities, fisheries, aquaculture, community development, environmental organizations, tourism, marine transportation and tidal developers.*

While the SEA achieved early engagement in the tidal energy sector, the lag between the initial SEA and deployments in 2016 and 2018 was viewed as one factor that may have contributed to stakeholder opposition because as time passed the early engagement did not seem as relevant, project plans had evolved and changed, and new stakeholders and industry representatives were now involved. While there was an update to the SEA in 2014, it did not involve the same level of stakeholder engagement as the initial study. A potential solution to this challenge is to keep some type of stakeholder forum or roundtable intact or active from the initial outreach. For example, in the case of the Fundy SEA, the stakeholder roundtable that was established (or some variation of it) could meet regularly (i.e. annually or bi-annually) to receive sector updates.

- **Target smaller, specific stakeholder groups to foster focused and meaningful engagement.**

Across energy and ocean sectors, many stakeholder engagement processes in Nova Scotia have employed a strategy of targeted engagement with smaller groups rather than large townhall type activities. This approach has been viewed as beneficial in fostering dialogue and building trust. For example, targeted engagement with stakeholder groups such as municipalities and fisheries has provided an opportunity for two-way dialogue and learning, dissemination of important information (e.g. research findings, upcoming industry activity, etc.).

- **Ensure information is accessible and timely.**

Various tools have been developed in Nova Scotia's energy and ocean sector engagement activities to ensure that stakeholders have access to information and timely updates about sector project development. These tools have included:

- **Website/portals**¹⁸ that use information in plain-language, host minutes from community and/or advisory group meetings, include recent research studies, and post updates on project/sector activities and relevant events.
- **Newsletters** designed for stakeholders that can be sent to a targeted list and/or subscribed to.
- **Mailings** that are designed for the community directly affected by and in close proximity to a development.
- **Community liaison committees** that can help disseminate information about activity updates in local communities.

These tools can be developed and implemented by various organizations including government, industry, industry associations, municipalities, NGOs, and research associations like NZA. While information on websites and newsletters are likely a common tool across all associations, tools such as community liaison committees may be more specific to a project and therefore established by industry.

¹⁸ Examples of websites designed to facilitate stakeholder engagement:
CNSOPB webpage "Engage": <https://www.cnsopb.ns.ca/engage>
Alton Natural Gas webpage "Community": <https://altonnaturalgasstorage.ca/community/>

- **Tailor engagement tools/approach to different stakeholders and ensure concerns are addressed through two-way dialogue.**

Flexibility in the choice of engagement activity or tool is important to meet the needs of the situation, the phase in development, and the stakeholder type. At an early stage in resource development (i.e. before a project is even proposed), activities and tools should be used that encourage two-way dialogue. After meeting with stakeholders, some organizations have published input received in “*What we heard*” sections in reports, websites, etc. These typically note feedback received from stakeholder groups and include updates on actions and progress towards addressing concerns and questions.

Meetings and engagement activities that are designed with equal opportunity to share information about resource or project development, but also solicit stakeholder feedback will help establish transparency and trust early in the process. While open houses have been a preferred tool to offer informal and casual discussion, they can also be viewed as non-transparent with criticisms that stakeholders are not all hearing the same message or receiving the same information. Public meetings or presentations can also create a one-way dialogue where industry or government is providing a presentation on an issue or project after decisions have already been made.

- **Engage experts to participate in stakeholder engagement activities.**

Rather than relying solely on industry or government to deliver information to stakeholders, which can be criticized for credibility or biases depending on the situation, organizations in Nova Scotia have also brought in subject matter experts to provide presentations at meetings, forums, etc., participate in Q&As at meetings and public events, and provide feedback on questions from the public and stakeholders that is posted to a webpage. This third-party engagement can help demonstrate that engagement and information provided is transparent and can assist with building trust and integrity in the process.

The use of an expert can be done by various organizations including government, industry, industry associations, municipalities, NGOs, and research associations like NZA. This is already a common practice for NZA as it facilitates and supports research led by experts.

- **Use data to develop and evolve stakeholder engagement plans.**

Polling can assist in testing the waters and gathering information that will help shape future plans. In some instances, polling was used in Nova Scotia to pinpoint how the public and local community preferred to receive information about a project. Polling helped to illustrate that people who lived close to a project site wanted information delivered directly to them by mail (not by media, websites, etc.). While polling can be a useful tool to help develop stakeholder engagement activities, it can also be the subject of criticism, particularly when it comes to who leads the polling and how it is approached (i.e. population polled, how data is presented, etc.). If

polling is used as a tool, it is important to have an objective, professional firm conduct the activity.

Polling can be led by various organizations including government, industry, industry associations, municipalities, NGOs, and research associations like NZA.

- **Engage early and collaboratively with rights holders.**

The Province of Nova Scotia has a duty to consult with Indigenous peoples when contemplating decisions or actions that might adversely affect their established or potential rights and treaty rights.¹⁹ As part of this process, the Province has also outlined the importance for proponents (i.e. industry, consulting firms, government departments and municipalities) to engage with Mi'kmaq in a proponent's guide²⁰. Engagement at the earliest stage is encouraged, well in advance of submitting applications for permits, licenses, leases, etc.

The Mi'kmaq may still flag questions and concerns through early engagement, but by engaging early, proponents have established a respectful process that is critical to any development. Some proponents have initiated other types of arrangements and collaborations with Mi'kmaq groups that have been viewed positively including:

- **MOUs:** Some project proponents in Nova Scotia's energy sector have initiated MOUs with the Mi'kmaq that commit to communicate and work together towards a benefit agreement.
- **Benefits Agreement:** The use of benefits agreements (BA) reflect the principle that Indigenous people should share in the benefits of resource development. BAs can establish good will and positive relationships among Mi'kmaq and industry proponents and government. The agreements establish the terms under which affected Aboriginal people will benefit from development projects. BAs are also sometimes referred to as participation agreements, partnership agreements, impact benefit agreements, exploration agreements, accommodation agreements, or revenue sharing agreements. They may include mutually agreed upon provisions such as: employment opportunities, training and skills development, information sharing, revenue sharing, compensation, environmental regulation, establishment of joint monitoring and implementation committees, social and cultural provisions, Indigenous content formulas for contracts. A recent examples of a BA established in Nova Scotia is the Goldboro LNG (Peridae Energy)²¹ project.

¹⁹ Nova Scotia Office of Aboriginal Affairs. 2012. *Proponent's Guide: The Role of Proponents in Crown Consultation with the Mi'kmaq of Nova Scotia*. <https://novascotia.ca/nse/ea/docs/ea-proponents-guide-to-mikmaq-consultation.pdf>

²⁰ Ibid.

²¹ Peridae Energy. February 4 2019. "Peridae negotiates a benefits agreement with the Mi'kmaq of Nova Scotia."

It is important to recognize that MOUs and BAs are both typically agreements that are developed between indigenous groups and industry because they are spurred by project development. It would be rare for an organization like NZA to embark on one of these agreements, but good practice for industry to learn about what constitutes a good agreement and potentially pursue.

- **Include and collaborate with stakeholders and rights holders in studies and research.** Engaging Mi'kmaq communities and/or groups and stakeholders in research activities is viewed as a positive step in collaboration, information sharing, and capacity building. For example, FORCE engaged the Mi'kmaw Conservation Group in its Risk Assessment Program (RAP) project, which has been viewed by other Mi'kmaq groups as a good way to ensure better engagement and build trust. Stakeholders may also be used to inform what types of studies are needed and assist with providing local knowledge of the issues surrounding resource development. Collaborative studies and research could be initiated by government, industry, and organizations like NZA.
- **Use local resources and/or staff to engage locally.**

In some cases, industry has tried to conduct engagement activities in Nova Scotia from a head office not located in the province with no local staff on the ground. This approach has proven to be insufficient as there is no local contact for stakeholders and rights holders to liaise with and developments using this approach tend to lack adequate knowledge about the local context. It also impacts the ability to develop trust amongst all parties.

Engaging knowledgeable, local representatives is also important for engagement with Mi'kmaq communities. Some industries have engaged liaisons and local experts to engage directly with the Mi'kmaq and assist with research.
- **Build trust through collaborations and partnerships before developing formal agreements.**

During early engagement, agreements such as MOUs may seem too binding or legalistic before stakeholders have the opportunity to understand the resource being developed or potential project. Casual conversations and collaborative arrangements like working groups or partnerships allow for knowledge, information, and feedback to be shared before projects are proposed or in the permitting stage and may also help to form the basis for an MOU or formal agreement to be developed in the future when more preliminary information has been established.

Working groups or partnerships with stakeholders are measures that could be used by various groups including government, industry, industry associations, municipalities, NGOs, and research associations like NZA.

<https://pieridaenergy.com/latest-press-releases/36-pieridae-negotiates-a-benefits-agreement-with-the-mi-kmaq-of-nova-scotia>

5.0 Stakeholder Engagement Plan for OSW

This stakeholder engagement plan is designed for a third party such as NZA to lead and implement early engagement activities in Nova Scotia. However, it identifies all potential tools and stages in order to offer the bigger picture of options for stakeholder engagement from these early stages up to OSW development. NZA's roles and responsibilities are nested within this overarching plan. The engagement objectives, stakeholder list, approach and tools take into consideration lessons learned from OSW development in the US and experience from stakeholder engagement processes carried out in Nova Scotia and regionally.

As OSW is not yet being developed in Canada, there are no commitments from government for OSW development, and there are still many other enablers that must be established (i.e. regulatory framework and electricity market path), this plan takes a proactive approach and suggests engagement approaches based on what the trajectory could be if OSW was explored further and pursued. Therefore, it should be evergreen and flexible to meet needs as they arise because at this point in time, one can only anticipate what the best approach may be based on past experience and lessons learned.

5.1 Engagement Objectives

The engagement objectives are set to help determine the main outcomes of stakeholder engagement that need to be achieved. As this engagement plan is designed to be led and implemented by a third party (i.e. not government or industry), the objectives are likely somewhat different than what may be common for regulatory- or industry-driven engagement. The objectives of this plan follow.

- A. Educate and share information about studies and work underway that can support future decision-making on OSW development in Nova Scotia.
- B. Identify and learn about stakeholder concerns very early (before OSW is being pursued more actively) to help build relationships and an ongoing dialog.
- C. Develop partnerships, collaborations, or opportunities to involve stakeholders in OSW evaluation and development if Nova Scotia makes a decision to pursue OSW.

5.2 Stakeholder List and Analysis

Nova Scotia has various stakeholder groups and rights holders that may have interests and/or concerns regarding potential OSW development. In order to develop a stakeholder engagement plan that properly addresses the needs and concerns of stakeholders identified, several stakeholder categories have been established. These categories have then been analyzed to provide a better understanding of the stakeholder's interests, their goals and motivations, potential concerns, and their level of influence (low to high). This analysis can be used to inform approach, tools, tactics, and frequency of engagement in the final stakeholder engagement plan developed.

5.2.1 Stakeholder Categories and Analysis

The table below includes the stakeholder categories identified along with analysis for each specific group. The International Association for Public Participation (IAP2)'s tool for stakeholder analysis – “IAP2 Public Participation Spectrum²²” was applied to most of the stakeholder groups in order to identify what potential approach could be used for that respective stakeholder category – Inform, Consult, Involve, Collaborate, Empower. This tool that has also been included and recommend in the Canadian Wind Energy Association’s (CanWEA) “Best Practices for Indigenous and Public Engagement²³ and the Acadia Tidal Energy Institute’s, “Tidal Energy Community Engagement Toolkit²⁴.”

IAP2 Public Participation Spectrum

The diagram shows a progression from Inform to Empower with increasing impact on the decision. An orange arrow at the top points from left to right, labeled "INCREASING IMPACT ON THE DECISION". Below the arrow is a table with five columns: INFORM, CONSULT, INVOLVE, COLLABORATE, and EMPOWER. The table has two rows: PUBLIC PARTICIPATION GOAL and PROMISE TO THE PUBLIC. The bottom right corner of the table contains the copyright notice: © IAP2 International Federation 2018. All rights reserved. 20181112_v1

	INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
PUBLIC PARTICIPATION GOAL	To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.	To obtain public feedback on analysis, alternatives and/or decisions.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision making in the hands of the public.
PROMISE TO THE PUBLIC	We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.

While the IAP2 Public Participation Spectrum tool is commonly used to assist with stakeholder analysis, the analysis is a subjective exercise. The insights and information gathered in section four of this document helped to inform the analysis, but it will be important for users of this document to review and perhaps revise this analysis as time passes as the local context can evolve. The analysis below serves as a tool and guide to define key stakeholders and the types of engagement required.

²² International Association for Public Participation. 2018. “IAP2 Spectrum of Public Participation.” https://cdn.ymaws.com/www.iap2.org/resource/resmgr/pillars/Spectrum_8.5x11_Print.pdf

²³ CanWEA. 2017.

²⁴ ATEI. 2013.

Stakeholder Analysis					
Stakeholder Category	Goals, motivations, interests	Potential Concerns	Influence	Interest	Approach
Commercial fishing	Use of ocean for fishing/livelihood	Impacts on fisheries resources including habitat, noise, socioeconomic, and cumulative impacts.	High	High	Collaborate
Recreational fishing	Use of ocean for recreational fishing (sport, pleasure, personal use)	Impacts on fisheries resources including habitat, noise, socioeconomic, and cumulative impacts.	Low	Med	Involve
Indigenous communities	Rights holder Ensure use of land and resources respects treaty rights	Impact on rights Impact on land/resources Environmental impact concerns	High	High	Collaborate/ Empower
Tourism/ recreational users	Provide activities for leisure; profit from use	Displacement or impact on activities	Med	Med	Involve
Navigation, shipping ²⁵	Transporting goods, services, labour effectively	Displacement or impact of activities	Med	Med	Collaborate
Local communities (defined as general population/public within a community, not the local government)	Living in a thriving community (job creation; retention of community members) Community has various amenities Affordability of community Value/draw of community to	Benefits to the community (jobs, tax revenue, clean energy, etc.) Negative impacts to the community	High	High	Involve/ Collaborate

²⁵ For the purpose of this analysis navigation and marine transportation was viewed as an activity and sector that is regulated by Transport Canada and governed by various legislation such as the *Canadian Navigable Waters Act*. Therefore, it is envisioned that an entity leading stakeholder engagement activities would likely engage directly with the regulator (Transport Canada) on issues of navigation and shipping. Given that preliminary work would likely be done by industry or government to identify potential sites for OSW that would take into consideration marine transportation routes, the analysis deemed it unlikely that there would be significant disruption or conflict with marine navigation.

Stakeholder Analysis					
Stakeholder Category	Goals, motivations, interests	Potential Concerns	Influence	Interest	Approach
	businesses or other types of groups (tourists, etc.) New industry should create benefits. Attachment to place				
Landowners (residence or business close to sites)	Ensure value of property is maintained/increased Enjoy where they live Attachment to place	View impacted Impact on property value	Med	High	Involve
Local businesses/ supply chain (may have different interests than general public)	Creating revenue/ livelihood	Potential for new business, contracts	Low	High	Consult
ENGOS	Protecting and advocating for environmental sustainability/protection	Potential for negative impacts to the environment (i.e. marine life) Benefits of clean energy project (GHG reduction, etc.)	Med	High	Involve
Economic development organizations	Facilitate and advocate for local economic opportunities/ development	Potential for new business in region, economic growth Ensure that region benefits from project	Low	Med	Consult
Ocean research and business organizations (includes academia)	Support and facilitate business, innovation and research focused on ocean/Blue Economy	Potential to engage in research/ address challenges Opportunities for ocean tech companies	Low	Med	Consult
Municipal government	Ensure good governance of a municipality; well-being of citizens.	Potential for benefits to municipality (tax revenue, jobs, etc.)	Med	High	Involve

Stakeholder Analysis					
Stakeholder Category	Goals, motivations, interests	Potential Concerns	Influence	Interest	Approach
Elected officials (provincial & federal)	Represent interests of constituency Bolster and support political party strategy/direction	Benefits to constituencies (jobs, economic opportunity) Overall benefits (clean energy) Negative impacts to environment and community	Med	High	Inform/ Consult
Regulators (provincial & federal)	Ensure regulatory requirements are met adequately and adhered to	Unknowns regarding environmental effects Impact to other industries Integration with electricity system	High	High	Collaborate/ Empower
Provincial and federal departments (non-regulatory)	Implementation of mandate (will vary depending on department)	Dependent on department, but may include economic development, contribution to climate change/GHG reduction, environmental impact	Med	Med - High	Manage closely/ partnership
Electric Utilities	Maintain stability of electricity system Reduction of GHGs/carbon Low-cost clean energy	Cost of electricity/ impact to rate payers System integration	Med	Med	Collaborate
Offshore wind industry	Establish revenue stream through new projects Advance sustainable projects Avoid/mitigate project risk	Predictability in permitting/development process Ability to progress project	Med	High	Collaborate

5.2.2 Nova Scotia Stakeholder List

Based on the stakeholder categories established, a list of organizations and entities within each of the categories has been established using a comprehensive list provided by NZA, input from interviews,

and additional research. The list can be used when considering which organizations should be approached for various engagement activities. It will not be appropriate to contact all of these organizations at the earliest stages of engagement (i.e. when early research and studies are published). Therefore, the groups that would be appropriate or important for initial engagement activities have been flagged with an asterisk (*).

Stakeholder Category	Organization/Name
Commercial fishing <i>(includes groups and not individual fishers)</i>	<ul style="list-style-type: none"> • 1688 Professional Lobster Fishermen Association • Annapolis County Clam Management Association • Area 23 Crab Fishermen’s Association • Atlantic Canadian Mobile Shrimp Association • Atlantic Elver Fishery Association • Atlantic Groundfish Council • Atlantic Fishing Industry Alliance • Atlantic Herring Co-op • Atlantic Shark Association • Canadian Association of Prawn Producers • Cape Breton Fish Harvesters Association • Commercial Fishers Holders of Yarmouth • Cumberland North Fishermen’s Association • Digby County Clam Diggers Association • Digby/Annapolis/Kings Sea Urchin Management Board • East Cape Breton Fishers Association • Eastern Nova Scotia Mobile Gear Association • Eastern Fishermen’s Federation • False Bay Fishermen’s Association • Federation of Gulf Nova Scotia Groundfishermen • Gulf Bonafide Fishermen’s Association • Gulf NS Fishermen’s Coalition • Gulf Nova Scotia Herring Federation • Gulf NS Shellfish • Gulf NS Tuna Association • Guysborough County Inshore Fishermen’s Association • Inverness South Fishermen’s Association • Kings/Hants Co Bait Fishermen’s Society • Maritimes Fishermen’s Union Local 6 • North of Smokey Fishermen’s Association • Northumberland Fishermen’s Association • Nova Scotia Federation of Inshore Seafood Harvesters • Nova Scotia Fixed Gear 45-65 Society

Stakeholder Category	Organization/Name
	<ul style="list-style-type: none"> • Prospect Area FT Fishermen’s Association • Shelburne Co. Competitive Fishermen’s Association • Shelburne Co Gillnet Fishermen’s Association • Shelburne Co. Quota Group • SHQ Swordfish Harpoon Quota Society • South Shore Gillnet Fishermen’s Association • South Shore Independent Fishermen’s Association • Southwest Fishermen’s Quota Group Association • Southwest Nova Tuna Association • Southwest Nova Fixed Gear Association • Striped Bass Association • Swordfish Harpoon Association <p><i>This list is not exhaustive of all fisheries groups in Nova Scotia, but aims to identify active groups in relevant locations for OSW.</i></p> <p><i>As there are many fisheries associations, an approach to engagement would be to first focus on outreach to organizations near locations that have been identified for OSW. It is also recommended that an outreach strategy is developed specifically for fisheries to ensure that the relevant groups are engaged.\</i></p>
Recreational fishing	<ul style="list-style-type: none"> • Sport Fishing Bluefin Tuna Association of Nova Scotia • Tuna Charters NS Association
Indigenous communities and organizations	<ul style="list-style-type: none"> • Assembly of First Nations Chiefs (via KMKNO)* • Mi’kmaq Rights Initiative (KMKNO)* • Atlantic Policy Congress of First Nations Chiefs* • Mi’kmaq Conservation Group* • The Confederacy of Mainland Mi’kmaq • Acadia • Annapolis Valley • Eskasoni/ Eskasoni Economic Development Corporation/ Eskasoni Fish & Wildlife Commission • Glooscap • Membertou/ Membertou Corporate Division • Millbrook • Paqtnkek • Pictou Landing • Potlotek • Sipekne’katik • Wagmatook • We’koma’q

Stakeholder Category	Organization/Name
	<ul style="list-style-type: none"> • Maritime Aboriginal Peoples Council • Mi'kmaw Economic Benefits Office (Unama'ki Economic Benefits Office) • Native Council of Nova Scotia • Ulnooweg • Unama'ki Institute of Natural Resources • Union of Nova Scotia Mi'kmaq
Tourism/ recreational users	<p><i>Later stages</i></p> <ul style="list-style-type: none"> • Tourism Nova Scotia • Tourism Industry Association of Nova Scotia (TIANS) • Destination Cape Breton Association • Destination Easter and Northumberland Shores Association (DEANS) • Digby & Area Tourism Association • South Shore Tourism Co-operative • Yarmouth & Acadian Shores Tourism Association • Annapolis Valley Chamber of Commerce • Truro & Colchester Chamber of Commerce • Local tourism businesses (<i>*This would need to be identified/assessed based on the location/communities that may have OSW site potential. Suggested approach is to work closely with municipality, chambers of commerce, and economic development groups to identify these stakeholders and disseminate information.</i>)
Navigation, shipping, infrastructure	Transport Canada
Local communities	<p>See Municipalities.</p> <p><i>Municipalities can assist with notification of engagement activities, but views of the Municipality may differ from views of communities/public.</i></p>
Landowners (close to sites)	<p><i>To be identified on a locational/ case-by-case basis. Municipalities may be able to assist with identification of landowners and dissemination of engagement information.</i></p>
Local businesses/supply chain	<ul style="list-style-type: none"> • Digby Harbour Port Association* • Port of Halifax* • Port Sydney* • <i>Suppliers and smaller ports: To be identified on a locational/ case-by-case basis. Municipalities and economic development organizations may be able to assist with identification of businesses and dissemination of engagement information.</i>
ENGOS	<ul style="list-style-type: none"> • Clean Foundation • CPAWS Nova Scotia • East Coast Environmental Law

Stakeholder Category	Organization/Name
	<ul style="list-style-type: none"> • Ecology Action Centre* • Nature Conservancy Canada • Nova Scotia Environmental Network • Nova Scotia Nature Trust • Sierra Club • Société Environnementale Acadienne • World Wildlife Fund*
Economic development organizations	<ul style="list-style-type: none"> • Develop Nova Scotia • Halifax Partnership • Nova Scotia Business Inc. (NSBI) • Amherst Chamber of Commerce • Annapolis Board of Trade • Atlantic Chamber of Commerce • Avon Chamber of Commerce • Chambre de commerce de Clare • Digby and Area Board of Trade • East Hants and Districts Chamber of Commerce • Halifax Chamber of Commerce • Parrsboro and District Board of Trade • Parrsboro Economic Development Committee • Truro & Colchester Chamber of Commerce • Yarmouth Chamber of Commerce • Regional Enterprise Networks of Nova Scotia (Cape Breton Regional, Cumberland, Pictou County, Valley Regional, Truro & Colchester Partnership, Western) • Rotary Clubs of Nova Scotia
Ocean research/ business organizations	<ul style="list-style-type: none"> • Acadia University/Acadia Tidal Energy Institute • Cape Breton University • Verschuren Centre • Dalhousie University/ Ocean Frontier Institute • COVE • Fishermen and Scientists Research Society* • Marine Renewables Canada* • The Maritimes Energy Association • MEOPAR • Nova Scotia Community College • Ocean Supercluster • Ocean Technology Council of Nova Scotia • Saint Mary's University

Stakeholder Category	Organization/Name
	<ul style="list-style-type: none"> • St. F.X. • Université Sainte-Anne <p><i>(Universities, colleges, and research organizations may be important colaborators and partners for research and could potentially be engaged at an early stage depending on research needs.)</i></p>
Municipal government	<ul style="list-style-type: none"> • Nova Scotia Federation of Municipalities • Municipality of the County of Annapolis • Municipality of Argyle • Municipality of the District of Clare • Municipality of the County of Colchester • Municipality of the County of Cumberland/ Cumberland Energy Authority • Municipality of the District of Digby • Municipality of the District of East Hants • Municipality of the County of Kings • Municipality of the District of Yarmouth • Regional Municipality of Windsor and West Hants • Town of Digby • Town of Annapolis Royal • Town of Middleton • Town of Truro • Town of Yarmouth
Elected officials (provincial & federal)	<ul style="list-style-type: none"> • Nova Scotia MLAs • Nova Scotia MPs <p><i>*develop list at time of engagement to ensure that it is current</i></p>
Regulators (provincial & federal)	<p><u>Provincial</u></p> <ul style="list-style-type: none"> • Department of Aboriginal Affairs • Department of Energy & Mines* • Department of Environment* • Department of Fisheries & Aquaculture* • Department of Lands & Forestry <p><u>Federal</u></p> <ul style="list-style-type: none"> • Environment & Climate Change Canada • Fisheries and Oceans Canada (DFO)* • Natural Resources Canada (NRCan)* • Transport Canada
Provincial and federal departments (non-regulatory)	<p><u>Provincial</u></p> <ul style="list-style-type: none"> • Department of Business <p><u>Federal</u></p> <ul style="list-style-type: none"> • ACOA

Stakeholder Category	Organization/Name
Electric Utilities	Nova Scotia Power*
Offshore wind industry	<ul style="list-style-type: none"> • Marine Renewables Canada* • Canadian Renewable Energy Association (CanREA) • Atlantic Canada Offshore Developments (ACOD) • Brezo Energy • Northland Power • Other industry/developers (not yet active in Canada – e.g. Equinor, Orsted, etc.)

5.3 Engagement Tools and Activity Plan

The engagement plan outlines recommended tools and activities to achieve engagement objectives. Some of these tools will be used in multiple stages of OSW development. It also identifies where there may be overlap with other stakeholder engagement processes (e.g. government, regulator, industry). Overlap of engagement processes is expected as there will be many different types of groups involved in OSW. Coordination and collaboration will be critical and can help bolster respective efforts.

OSW Development Stages

For the purposes of this document and applying appropriate engagement tools even when there are currently many gaps in the pathway for OSW development, the stages of OSW are defined as follows:

- 1) Pre-studies/early stage
- 2) Early studies and research publicly available
- 3) Regional Assessment conducted
- 4) Federal and provincial policies and regulations established
- 5) Lease areas established
- 6) Call for bids released
- 7) Bids assessed
- 8) Project award(s)
- 9) OSW development

5.3.1 Engagement Tools

- **Targeted meetings:** Organize small meetings with targeted groups of stakeholders and Indigenous groups that have been identified as potential influencers or partners, or those that may have the greatest concern in OSW development. Suggested groups include: fisheries, municipalities, ENGOs, industry, and government. Targeted meetings can be used as an early engagement tool and continue through future stages of development. At early stages when the objective is information-sharing of early research and studies, this approach could be modified and also focused on a smaller group.

OSW stage: All

- **Website:** A website (or webpage housed within NZA’s website) is an effective tool to provide information about OSW and current activities. At the early stage of OSW in Nova Scotia, it could be promoted as the primary location for studies and research conducted to support future decision-making for OSW. NZA could also consider including a “What we heard” section that includes feedback and questions from stakeholders as well as an “Ask the expert” section²⁶ where stakeholder questions are answered by researchers and subject matter experts. Links to other resources and organizations active in the Canadian/Nova Scotian sector could also be included.
OSW stage: Early studies and research publicly available - All (to commence when first research/studies available)
- **Publications:** Publications such as a research summary paper and/or fact sheets in plain language that provide information on research findings could be used as a tool to educate stakeholders and solicit input. NZA’s research reports are typically technically written, but some of the pertinent studies could be distilled into plain language that is manageable and accessible for broader range of stakeholders. Publications could be available on a website, shared with stakeholders, partners/influencers, and used at open houses and meetings.
OSW stage: All (to commence when first research/studies available)
- **Newsletter/mailings:** Newsletters can help to disseminate timely information to a broad stakeholder audience and ensure inclusivity by creating an option that anyone can access. NZA could include information and links to recent studies, outcomes of events, upcoming activities, etc. A standalone OSW mailing could be created (depending on whether there is enough activity to justify a standalone OSW mailing) or a new section of NZA’s already established newsletter could be dedicated to OSW. The benefit of a standalone mailing is that information can be sent out when it is most timely rather than waiting for the newsletter’s scheduled mailings.
OSW stage: All (to commence when first research/studies available)
- **Educational forum:** An educational forum is an opportunity for parties with interests in the OSW sector to present information and learn from each other. It is not intended to build consensus or brainstorm issues – it is purely educational. This tool could be used to present research and the current state of knowledge on OSW, but it could go a step further by creating a forum for information sharing between industries. For example, the forum could be designed for two stakeholder groups such as industry/developers and fisheries (this has been the model successfully implemented in the US). It would be important to collaborate or act as the bridging organization with other organizations co-hosting (e.g. industry associations) in delivering this event to ensure it covers pertinent information for the stakeholder groups and meets respective objectives. (An example from an Educational Forum in the US is included in the appendix.)
OSW stage: (Educational Forum presenting research) Regional Assessment through to Call for bids; (Joint Industry Educational Forum) OSW development

²⁶ An example of the “Ask the expert” tool used to answer questions about OSW is the University of Rhode Island’s “Ask the Experts” page: <https://web.uri.edu/offshore-renewable-energy/ask-the-experts/>

- **Working/advisory group:** A working or advisory group of key stakeholders (e.g. fisheries, Mi'kmaq, industry, government) could be established early on that evolves (e.g. adding additional members like a municipal or community representative) or becomes more formal as OSW development progresses. For example, even at this early stage, a group could be established to start discussing some of the key issues, potential concerns, and unknowns around OSW from each groups' perspectives. This would not only serve to identify potential areas of concern, opportunity, and opposition, but also build relationships and dialog that will be beneficial as OSW is further explored. This group could also serve to identify potential for collaborative research and partnerships (more detail on these tools below).

OSW stage: Early studies and research publicly available through to OSW development

- **Technical experts:** Technical experts are a resource that can be used at stakeholder events (e.g. meetings, open houses, workshops, forums) to help build credibility, educate, and liaise with stakeholders on issues of concern. Technical experts could include researchers that have conducted studies to explore OSW potential and technical representatives from within industry that can provide details on project development and operations. They can also be used for the “Ask the expert” section of a website if that tool is implemented.

OSW stage: All

- **Workshops:** Workshops can be used to facilitate discussion on important topics and solicit feedback. They could be used to help identify gaps in knowledge and research that priorities for OSW. Workshops could be ad-hoc to bring together key stakeholders or as an activity used by any working group or advisory group that may get established.

OSW stage: Regional Assessment conducted through to OSW development

- **Open houses:** Open houses can be an effective way to present information to the public in a casual format that can promote two-way dialog. Careful consideration should be put into the time of day and year the event is scheduled to ensure accessibility for the majority of interested stakeholders (e.g. commercial fisheries). The design of the open house will be important, with attention to providing opportunities for two-way dialogue and transparency. As lead for the Open House, NZA could use it to share information about recent research, studies, etc. – or – partner with industry, government and other entities to encompass different aspects of OSW development (e.g. regulatory framework and development pathway, industry project plans, etc.).

OSW stage: Call for bids through to OSW development

- **Collaborative research:** Involving stakeholders in research studies can help build the knowledge base and capacity of stakeholder groups, increase transparency and establish trust. As a research association, NZA is in an ideal position to involve groups such as fisheries and the Mi'kmaq in early studies and research. There are different types of involvement in research that could be pursued – 1) engage in identifying research needs and priorities; 2) involve stakeholder or rights holder in

research activities (e.g. using fishing boats for data collection); 3) partner to lead a research project (e.g. Mi'kmaq Conservation Group, Fishermen & Scientists Research Association).

OSW stage: All

- **Collaborations/partnerships:** Establishing partnerships and/or collaborations with key groups to help achieve engagement objectives through routine information-sharing, coordination of tools/activities, or delivery of events can help ensure a robust engagement approach and facilitate trust building and transparency. NZA could consider collaborating with different groups at different stages in OSW development.

OSW stage: All (may require different stakeholder focus depending on the OSW stage)

- **Additional engagement tools:** There are several engagement tools that are worth noting as they have been viewed as beneficial in the US OSW experience and could be modified and established for the Canadian/Nova Scotian context. However, based on function and objectives, NZA may not be the right fit to lead these initiatives, but could play some role. These tools are listed here to for consideration and may also lead to further thinking on adaptations and modified approaches that would be relevant to NZA's mandate:

- **Fisheries Liaison:** Acts as a mediator and liaison between either government and/or industry and spends time on location in the fishing communities, attends state and regional fishing meetings and public meetings, gathers input, and provides that feedback to government/industry.

OSW stage: Typically starts at OSW development, but could begin earlier when the lease areas are established to lead proactive engagement and dialogue

- **Technical working groups:** Established to ensure collaborative engagement with key stakeholders, seek unique points of view, and contribute to problem-solving to inform policy and program development. Technical working groups could include focus on: Environmental, Commercial Fishing, Maritime, and Jobs and Supply Chain. These have typically been established through government, regulators, etc. but if given a primarily research-driven mandate, they could serve an engagement tool model for NZA.

OSW stage: Lease areas established through to and including OSW development

- **Joint industry task force:** A task force established between industry (developers) and a key stakeholder group (e.g. fisheries), using a neutral facilitator to identify priorities and concerns relevant to OSW development for both industry groups.

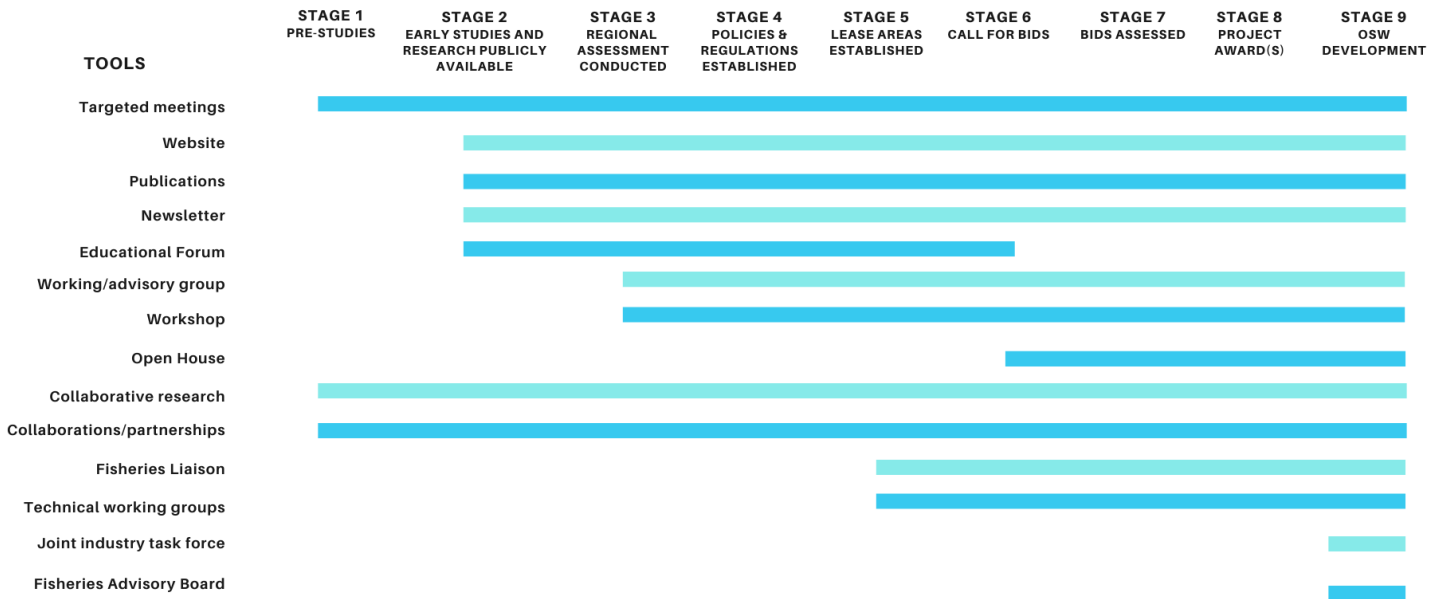
OSW stage: OSW development

- **Fisheries Advisory Board:** A Fisheries Advisory Board could help to comment on the potential fishery-related impacts of proposed development projects. This could be a body that industry/developers consult with on matters such as project location, construction schedules, impacts on fishing activity, and mitigation measures. Boards of this nature are

typically overseen by government/regulator (e.g. CNSOPB has a similar fisheries-focused committee).

OSW stage: Typically starts at OSW development, but could begin earlier when the lease areas are established to lead proactive engagement and dialogue

Early OSW Stages & Stakeholder Engagement Tools



5.3.2 Stakeholder Engagement Activities Plan

The plan below was developed by applying lessons learned from the US OSW and Nova Scotia/Atlantic Canada stakeholder engagement experience. It also takes into consideration the level of engagement required for identified stakeholders.

This plan serves as a model for NZA to lead and implement, but also provides a resource that other potential engagement leads (e.g. government, industry) can use and modify as needed (e.g. by adding or removing stakeholders, modifying how and when tools are used, including different partners/collaborators). Therefore, it is more comprehensive than what NZA typically would lead independently. The plan notes the activities that NZA could prioritize for the early stages of OSW development (stages 1-2) and illustrates how some of these tools could be implemented in later stages of OSW development. It also provides some narrative in the “Notes” column of how other entities could use the tools in various stages.

OSW Development Stage ²⁷	Engagement Approach/Tool <i>(see Section 5.3.1 for more details on tools)</i>	Objectives ²⁸	Stakeholders	Frequency	Potential partners/ collaborators	Notes
Early Stage Engagement Activities (beginning in stages 1-2)						
1 – 9	Targeted meetings	A, B	<ul style="list-style-type: none"> Mi’kmaq (KMKNO, APCFNC) Fisheries 	2-3 times/ year	May include groups that have collaborated on or will be collaborating on research studies.	The focus of targeted meetings may evolve throughout OSW stages. At early stages the focus may be on sharing information on

²⁷ OSW Development Stages from section 5.3:

- 1) Pre-studies/early stage
- 2) Early studies and research publicly available
- 3) Regional Assessment conducted
- 4) Federal and provincial policies and regulations established
- 5) Lease areas established
- 6) Call for bids released
- 7) Bids assessed
- 8) Project award(s)
- 9) OSW development

²⁸ Engagement objectives from section 5.1:

- A. Educate and share information about studies and work underway that can support future decision-making on OSW development in Nova Scotia.
- B. Identify and learn about stakeholder concerns very early (before OSW is being pursued more actively) to help build relationships and an ongoing dialog.
- C. Develop partnerships, collaborations, or opportunities to involve stakeholders in OSW development.

OSW Development Stage ²⁷	Engagement Approach/Tool <i>(see Section 5.3.1 for more details on tools)</i>	Objectives ²⁸	Stakeholders	Frequency	Potential partners/ collaborators	Notes
			<ul style="list-style-type: none"> • Provincial government • Federal government • Industry (at early stage industry organization, not individual developers) 			<p>initial studies and research and gathering concerns. Meetings could later be planned around development milestones (e.g. call for bids, project award) to inform of activities or address contentious issues. It is likely that targeted meetings would be an approach used by government and industry and not as pertinent for NZA. However, NZA could pursue a slightly different version of targeted meetings in stages OSW stages 1-2 by sharing the results of early studies with key groups (noted in the “Stakeholders” column) via email and offering to hold a follow-up meeting to provide additional context and to solicit any questions or feedback they may have.</p>
2 (start) 3-9	Website	A, B	All May want to actively invite some stakeholder	Ongoing	n/a	Launch website or webpage when early studies/research is available. May want to include some general information about OSW

OSW Development Stage ²⁷	Engagement Approach/Tool <i>(see Section 5.3.1 for more details on tools)</i>	Objectives ²⁸	Stakeholders	Frequency	Potential partners/ collaborators	Notes
			groups to visit the site: <ul style="list-style-type: none"> • Industry • Mi'kmaq • Fisheries • Government • Municipalities 			technology, links to other resources, etc. NZA could consider including an “ask the expert” section of the webpage that allows visitors to type in questions about OSW research that are then answered by an expert that worked on a research study for NZA or other experts in NZA’s network. Website information and presentation should be aimed at creating a go-to site for credible, third-party information.
2-9	Publications	A, B	All	Ongoing	n/a	Posted to website and included in newsletter. Results of research and studies could also be shared with key stakeholder groups directly at OSW stages 1-2 as noted in the “Targeted meetings” row above.
2-9	Newsletter	A, B	All May want to actively invite some stakeholder	Ongoing	n/a	Along with a subscription link on the website, NZA could consider developing a key stakeholder mailing list to ensure targeted audience is reached. NZA’s

OSW Development Stage ²⁷	Engagement Approach/Tool <i>(see Section 5.3.1 for more details on tools)</i>	Objectives ²⁸	Stakeholders	Frequency	Potential partners/ collaborators	Notes
			groups to visit the site: <ul style="list-style-type: none"> • Industry • Mi'kmaq • Fisheries • Government • Municipalities • ENGOS 			current newsletter could be updated with an OSW section or a standalone mailing could be created.
2-6	Educational Forum (potential to add Technical expert)	A,B	<ul style="list-style-type: none"> • Industry • Mi'kmaq • Fisheries • Government • Municipalities • ENGOS • Other dependent on studies' relevance to interests/man date 	1-2 per year	<ul style="list-style-type: none"> • Researchers/ academia • Government 	Focus on presenting studies and research. Early studies could be presented through this format via webinar. May overlap with Regional Assessment and other government-led processes; recommend coordination.
All	Collaborative research	B, C	<ul style="list-style-type: none"> • Mi'kmaq • Industry • Fisheries • Government 	Ongoing	<ul style="list-style-type: none"> • Mi'kmaw Conservation Group • Fishermen & Scientists Research Society 	Decide on level of collaboration: engage in identifying needs, involve in research activities, partner to lead research project, or all of the above.

OSW Development Stage ²⁷	Engagement Approach/Tool <i>(see Section 5.3.1 for more details on tools)</i>	Objectives ²⁸	Stakeholders	Frequency	Potential partners/ collaborators	Notes
			<ul style="list-style-type: none"> • Municipality/ community representative • Other marine/ offshore users 		<ul style="list-style-type: none"> • Marine Renewables Canada • Nova Scotia Department of Energy & Mines • Natural Resources Canada • 	May overlap with other government or industry led processes and activities.
All	Collaborations/ partnerships	A, B, C	<ul style="list-style-type: none"> • Mi'kmaq • Industry • Fisheries • Government • Municipality/ community representative • Other marine/ offshore users 	Ongoing	<ul style="list-style-type: none"> • Mi'kmaq groups TBD depending on topic/focus • Fisheries groups TBD depending on topic/focus • Marine Renewables Canada • Nova Scotia Department of Energy & Mines • Natural Resources Canada • Municipalities 	
Later Stage Engagement Activities (beginning in stages 3-9)						

OSW Development Stage ²⁷	Engagement Approach/Tool <i>(see Section 5.3.1 for more details on tools)</i>	Objectives ²⁸	Stakeholders	Frequency	Potential partners/ collaborators	Notes
3-9	Working/ advisory group	A, B, C	<ul style="list-style-type: none"> • Mi'kmaq • Industry • Fisheries • Government • Municipality/ community representative • Other marine/ offshore users 	4 per year	<ul style="list-style-type: none"> • n/a 	<p>Working group can help advise on concerns, research priorities, and disseminate information.</p> <p>Establish objectives of working group early, but allow flexibility for it to evolve as the sector evolves.</p> <p>Working groups may also be set up by government and industry for similar purposes. Recommend coordination and communication of activities.</p>
3-9	Workshops (potential to add Technical expert)	A, B	<ul style="list-style-type: none"> • Mi'kmaq • Industry • Fisheries • Government • Municipality/ community representative • Other marine/ offshore users 	1-3 per year (dependent on stage of OSW and level of activity)	<ul style="list-style-type: none"> • Dependent on workshop focus 	<p>NZA could use the workshop tool for various purposes such as soliciting opinions on priority research or exploring solutions for an identified OSW challenge. A neutral facilitator is recommended. Ensure clear outcomes and actions from workshops.</p> <p>Post proceedings of workshops and be accountable – report on progress.</p>

OSW Development Stage ²⁷	Engagement Approach/Tool <i>(see Section 5.3.1 for more details on tools)</i>	Objectives ²⁸	Stakeholders	Frequency	Potential partners/ collaborators	Notes
6-9	Open House Participant (potential to add Technical expert)	A, B	<ul style="list-style-type: none"> All 	1 per year or around significant milestones	<ul style="list-style-type: none"> Industry Government Researchers Municipalities and communities 	Participate in open house type events that may be organized by industry or government. Results of research studies can presented and stakeholders can learn more about NZA's role in OSW development.
7-9	Joint Industry Educational Forum (potential to add Technical expert)	A,B	<ul style="list-style-type: none"> Industry Stakeholder group dependent on forum focus (e.g. fisheries) 	1-2 per year	<ul style="list-style-type: none"> Industry Target stakeholder group (e.g. association or organization representing fisheries, marine industries, etc.) 	<p>Focus on participating industries (e.g. OSW developers and fisheries) sharing information/ education; NZA potential to act as bridging organization for the activity.</p> <p>Should try to keep to invitation-only to ensure opportunity for focused discussion.</p> <p>May overlap with government- and industry-led processes; recommend collaboration and coordination.</p>

Appendix A Activities and Legislative Processes Related to OSW and Nova Scotia

While Canada does not yet have any OSW development, there are several activities underway that are directly relevant to OSW. There are also policies and regulatory processes already established in Nova Scotia that would have relevance for OSW if development were pursued. This section aims to provide an overview of these activities and processes in order to help inform when and how stakeholders should be engaged.

1. Activities Underway in Canada With Relevance to OSW

- **The Offshore Renewable Energy Regulations Initiative**

The Offshore Renewable Energy Regulations (ORER) is an initiative led by Natural Resources Canada (NRCan) to develop modern safety and environmental protection regulations that will apply to exploration, construction, operation and decommissioning activities related to renewable energy projects and power lines in Canada's offshore areas. These regulations will be directly applicable to OSW.

The regulations will support Part 5 – Offshore Renewable Energy Projects and Offshore Power Lines - of the *Canadian Energy Regulator Act*²⁹, which came into force in August 2019. This legislation enables the Canada Energy Regulator to review and authorize activities related to offshore renewable energy in Canada's offshore areas. These activities could include:

- Site characterization activities, such as, resource surveys, geoscience and geotechnical studies, and environmental surveys; and,
- Construction, certification, operation, maintenance and decommissioning of offshore renewable energy facilities and offshore power lines

The regulations are being designed to ensure that the offshore renewable energy industry in Canada achieve the highest possible standards for operational safety and environmental protection while promoting competitiveness and innovation, and keeping administrative red tape low for industry.

NRCan is currently engaging provinces and territories, stakeholders and Indigenous groups in three phases of this regulatory development process:

- Pre-engagement on regulatory approach Fall 2020 (currently underway)

²⁹ Canadian Energy Regulator Act. Part 5 – Offshore Renewable Energy Projects and Offshore Power Lines. <https://laws-lois.justice.gc.ca/eng/acts/C-15.1/page-28.html#h-1163685>

- Pre-engagement on technical requirements/policy intentions Winter 2020/21
- Pre-publication of draft ORER in Canada Gazette Part 1 for public comments Fall 2022

The final version of the ORER is expected to be published in Part 2 of the Canada Gazette sometime in the Fall of 2023.

- **Net Zero Atlantic's – OSW Studies**

The Net Zero Atlantic (NZA) is conducting a number of studies to help inform future OSW enabling activities, data needs, and knowledge gaps in Nova Scotia. This body of work includes:

- Stakeholder engagement plan November 2020
- Marine spatial planning April 2021
- Economic evaluation April 2021
- Investment policy tools January 2021
- Economic benefit potential July 2021

2. Established Policies and Regulatory Processes of Relevance to OSW

As there currently is no OSW development underway in the offshore of Nova Scotia or project proposals submitted, there are no regulatory processes underway that contain stakeholder engagement components. However, to plan for future stakeholder engagement it is important to understand the already established processes requiring stakeholder engagement and when engagement occurs according to project development phase. Following is a summary of current regulatory processes and respective stakeholder engagement requirements.

- **Mi'kmaq Consultation and Engagement**

Governments of Nova Scotia and Canada, and the Mi'kmaq have agreed to follow a Consultation Terms of Reference³⁰ that clearly lays out a process for Crown consultation with the Mi'kmaq. The Province retains accountability for consultation and therefore, the Province is responsible for ensuring proponent engagement with the Mi'kmaq has been adequate. The Nova Scotia Office of Aboriginal Affairs has established guidance for industry and other proponents in consultation and engagement with the Mi'kmaq, "*Proponents' Guide: The Role of Proponents in Crown Consultation with the Mi'kmaq of Nova Scotia*"³¹. This guide will be important to OSW industry developers and others working in the sector that are conducting engagement activities.

The guide encourages the following steps and actions:

³⁰ Terms of Reference for a Mi'kmaq-Nova Scotia-Canada Consultation Process

<https://energy.novascotia.ca/sites/default/files/consultation%20terms%20of%20reference.pdf>

³¹ Nova Scotia Office of Aboriginal Affairs. 2012. *Proponents' Guide: The Role of Proponents in Crown Consultation with the Mi'kmaq of Nova Scotia*.

<https://novascotia.ca/abor/docs/Proponents%20Guide%20November%202011%20ecopy.pdf>

- Notify Mi'kmaq early in the development process (well before applying for permits, etc.) including local Mi'kmaq communities, the Atlantic Chiefs Policy Congress, the Confederation of Mainland Mi'kmaq, OAA, Kwilmu'kw Maw-klusuaqn Negotiation Office (KMKNO or Mi'kmaq Rights Initiative) and the Native Council of Nova Scotia.
 - Provide as much information as possible about timelines, regulatory processes, benefits, and potential impacts.
 - Meet with Mi'kmaq communities to share information.
 - Complete a Mi'kmaq Ecological Knowledge Study (MEKS).
 - Address potential project specific impacts.
 - Document the engagement process
- **Nova Scotia Environment Act**

Nova Scotia's *Environment Act* requires that an environmental assessment (EA) for renewable energy projects such as wind be conducted:

(2) An energy generating facility, other than an emergency generator, that meets any one of the following:

(a) it has a production rating of at least 2 MW derived from wind, tides or waves,

Depending on where an OSW project is sited (provincial or federal offshore) a provincial EA may or may not be required. It is important to recognize that provincial EA's include stakeholder engagement activities at certain points by both government and industry. The legislation states:

9(1A)(xiii to xv) "As part of an undertaking, proponent must identify: All steps taken to identify, list and address concerns of the public and aboriginal people about the adverse effects or the environmental effects of the proposed undertaking."

The proponent is responsible for choosing when and how to engage stakeholders³². The Department of Environment will post documents for public comment throughout the process (Draft Terms of Reference for the EA, EA Report) and if the EA Report is referred to a Review Panel there is the potential for a public hearing.

- **Impact Assessment Act**

The *Impact Assessment Act* outlines a process for assessing the impacts of major projects and projects carried out on federal lands or outside of Canada. Impact assessments (IA) are used to assess positive and negative environmental, economic, health, and social effects of proposed projects as well as impacts to Indigenous groups and rights of Indigenous peoples. IAs and regional or strategic assessments (RA) are conducted by the Impact Assessment Agency of Canada.

Stakeholder engagement, Indigenous consultation, and public participation are all key components of the IA or RA processes. If an OSW project is sited in the federal offshore or

³² Nova Scotia Department of Environment. 2018. *A Proponent's Guide to Environmental Assessment* https://novascotia.ca/nse/ea/docs/Proponent_s_Guide_Dec2018.pdf

impacts federal legislation, it is important to understand how an RA or IA may play a role in stakeholder engagement.

Regional Assessment (RA)³³

RAs are studies conducted in areas of existing projects or anticipated development to inform planning and management of cumulative effects and inform project impact assessments.

RAs allow the Government of Canada to go beyond project-focused impact assessments to understand the regional context and provide more comprehensive analyses to help inform future impact assessment decisions.

A RA can be used to inform and identify:

- A baseline against which to assess the incremental impact of a discrete project.
- Thresholds to support future project decisions.
- Standard mitigation measures for future projects.
- Potential impacts on rights and interests of Indigenous peoples.
- Guidance for land- or marine-use planning and other initiatives for managing cumulative effects that may be undertaken by various jurisdictions.

For each RA, a draft terms of reference is developed which outlines engagement objectives and methods. RAs will be led by an appointed Committee or the Impact Assessment Agency.

Typically, a Committee will be established that must ensure that Indigenous groups and the public are provided with meaningful opportunity to participate in the RA. RAs are meant to be flexible and designed to be responsive to the needs and characteristics of a region. Therefore, the Committee will work to develop the specific engagement approach. In the recent RA for Offshore Oil and Gas Exploratory Drilling East of Newfoundland and Labrador³⁴ engagement approaches for Indigenous groups and the public included: Notifications and advertisements, meetings, participation in a technical advisory group, and opportunities to comment on various aspects and issues identified during the RA. (It should be noted that at the time of writing this document, the RA is subject of a judicial review.)

Impact Assessment (IA)

The IA process includes multiple opportunities for stakeholder and Indigenous engagement. Following is the main stages of the IA process with associated engagement activities listed.

1. Planning/submission of project description
Indigenous groups

³³ Impact Assessment Agency of Canada. 2020. "Regional Assessment under the *Impact Assessment Act*." <https://www.canada.ca/en/impact-assessment-agency/services/policy-guidance/regional-assessment-impact-assessment-act.html>

³⁴ Regional Assessment Committee (Garth Bangay, Wes Foote, Gerald Anderson, Maureen Murphy, Rustad Keith Storey). February 2020. *Regional Assessment of Offshore Oil and Gas Exploratory Drilling East of Newfoundland and Labrador*. <https://iaac-aeic.gc.ca/050/documents/p80156/134068E.pdf>

- Participate in engagement and consultation activities
- Identify key issues of concern including potential impacts on rights
- Indicate how they would like to be engaged and consulted in the impact assessment
- Collaborate on the development of the Indigenous Engagement and Partnership Plan
- Provide input and comments on key documents, including the Initial Project Description, Detailed Project Description, Summary of Issues, Response to Summary of Issues and Tailored Impact Statement Guidelines
- Indicate what internal activities may be required to support community participation and review of project

Public

- Participates in engagement opportunities
- Identifies key issues of concern
- Indicates how they would like to be engaged and participate in the impact assessment
- Provides input and comments on key documents, including the Initial Project Description, Detailed Project Description, Summary of Issues, Response to Summary of Issues, Public Participation Plan and Tailored Impact Statement Guidelines
- Applies for participant funding to support participation

2. Development of Impact Statement

Indigenous groups

- Participate in engagement and consultation activities
- Engage with Proponents to identify, co-develop, or collect any relevant information, including by scoping and/or undertaking baseline studies
- May lead their own studies or compile their own information
- May provide Indigenous knowledge
- Review the Proponent's Impact Statement to ensure all information and studies outlined in the Guideline are included

Public

- Participates in engagement activities
- May provide community knowledge
- May review the Proponent's Impact Statement to ensure all information and studies outlined in the Guideline are included

3. Impact Assessment

Indigenous Groups

- May contribute Indigenous knowledge
- Provide input into the assessment process
- Review and provide comments on draft documents
- Participate in engagement and consultation activities
- Participate in public hearings

- May co-develop with the Agency sections of the draft Impact Assessment Report, potential conditions and/or draft Consultation Report relevant to the groups

Public

- Reviews and provide comments on draft documents
- Participates in engagement activities
- Participates in public hearings
- May contribute community knowledge

Appendix B Joint Industry Educational Forum Agenda



October 16, 2019

8:30 a.m.	Breakfast in Meeting Room	
9:00 a.m. – 10:00 a.m.	<p align="center">Assessing & Surveying</p> <p>Offshore Wind Geophysical & Geotechnical (G&G) Surveys</p> <p>Offshore Wind Resource Assessments & Surveys</p> <p>Fisheries Stock Assessment Process and Methodology</p>	<p>Rachel Pachter, VP of Permitting, Vineyard Wind</p> <p>Cristina Zwissler, Meteorologist, Shell New Energies</p> <p>Dr. Jon Hare, Science and Research Director, NOAA NEFSC</p>
10:00 a.m. – 11:00 a.m.	<p align="center">Data Collection</p> <p>NMFS Data Collection: Surveys, Fishery-Dependent and Fishery-Independent Data</p> <p>Developer Data Collection and Submission; Pre- and Post-Construction Monitoring Requirements; Summary of Current Avian and Marine Mammal Surveys</p>	<p>Dr. Jon Hare, Science and Research Director, NOAA NEFSC</p> <p>Dr. Ruth Perry, Marine Scientist & Regulatory Policy Specialist, Mayflower Wind</p>
11:00 a.m. – 12:00 p.m.	<p align="center">Research</p> <p>Introduction to Fisheries Cooperative Research</p> <p>Developers' Approach to Research Agenda; Examples of Current Cooperative Research Efforts</p>	<p>Dr. Anna Malek Mercer, Cooperative Research Branch Chief, NOAA NEFSC</p> <p>Martin Goff, Environmental & Permitting Manager, Equinor</p>
12:00 p.m. – 1:00 p.m.	Lunch (Provided on Site)	
1:00 p.m. – 2:30 p.m.	<p align="center">Offshore Wind Operations</p> <p>Turbine/ foundation technology curve; Cables; O&M considerations; Supply chain considerations</p>	<p>John O'Keeffe, Head of Marine Affairs US, Ørsted</p>
2:30 p.m. – 4:00 p.m.	<p align="center">Fisheries Operations</p> <p>Overview of fisheries operations and fishery management plans (FMPs) in the Atlantic region: Permits, gear, vessels, and shoreside operations</p>	<p>Fisheries Attendees (Various)</p>
4:00 p.m.	Thanks & Next Steps	

This report has been edited to change any reference of Offshore Energy Research Association (OERA) to Net Zero Atlantic (NZA) as OERA transitioned to NZA in 2022 after this report was completed.