



# Reimagining Engagement Frameworks for Community Empowerment in Offshore Wind Planning

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# Acknowledgements & Contact Information

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Carbon sequestration



Cultural identity

Food



Livelihoods



Coastal protection



Energy

Clean water



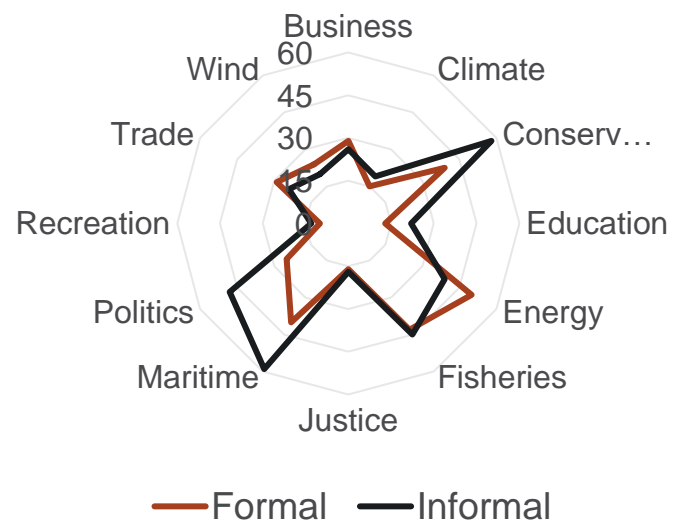
Recreation



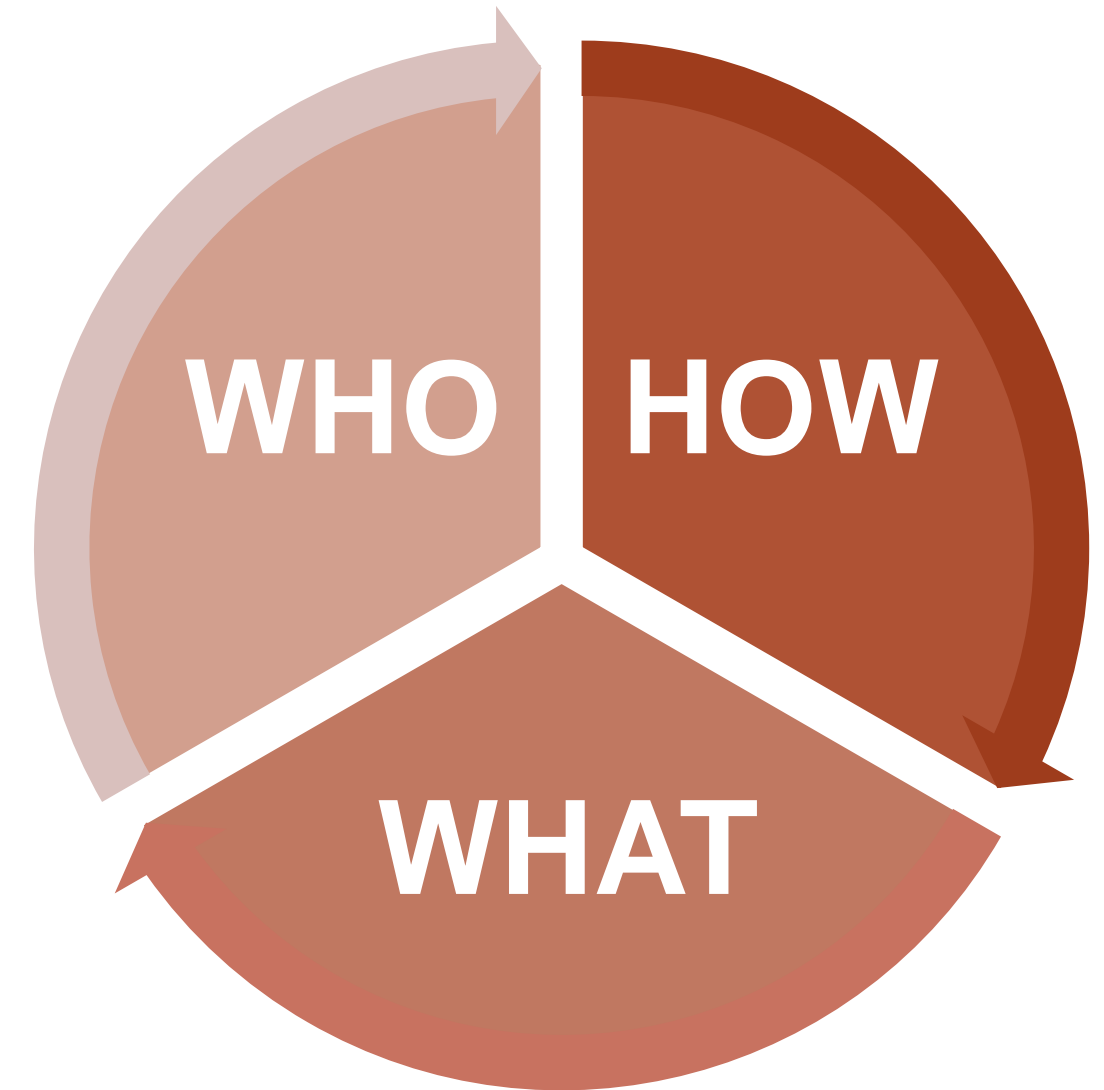
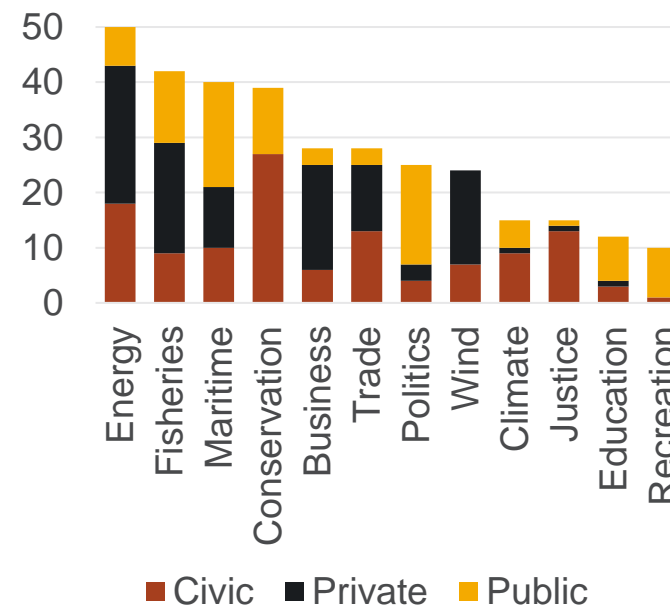
# PNNL Offshore Wind Research Portfolio

- Who are the communities potentially affected by OSW?
- Geographic and thematic communities
- Community inventory and typology analysis

## Formal and Informal Engagement

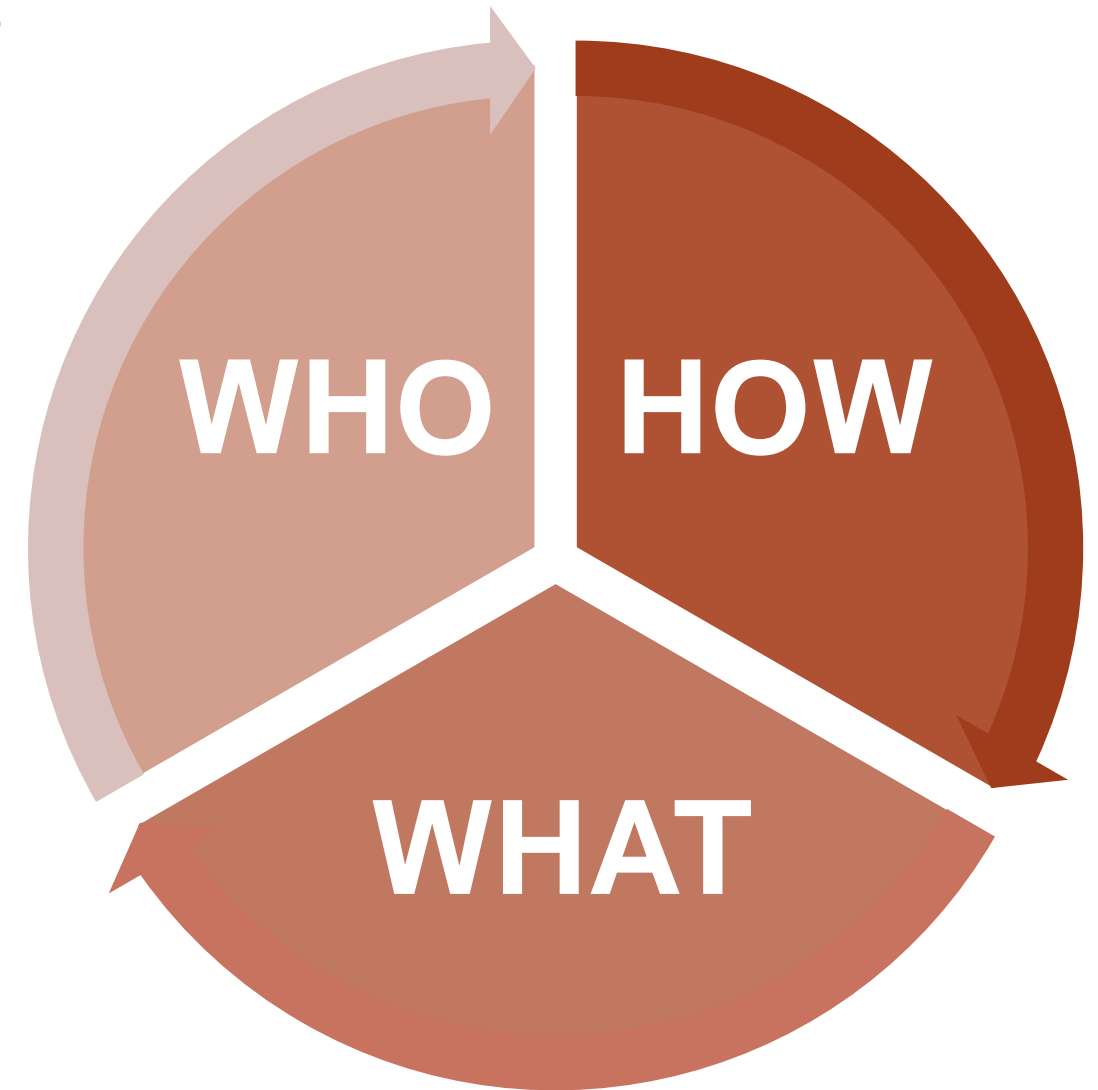
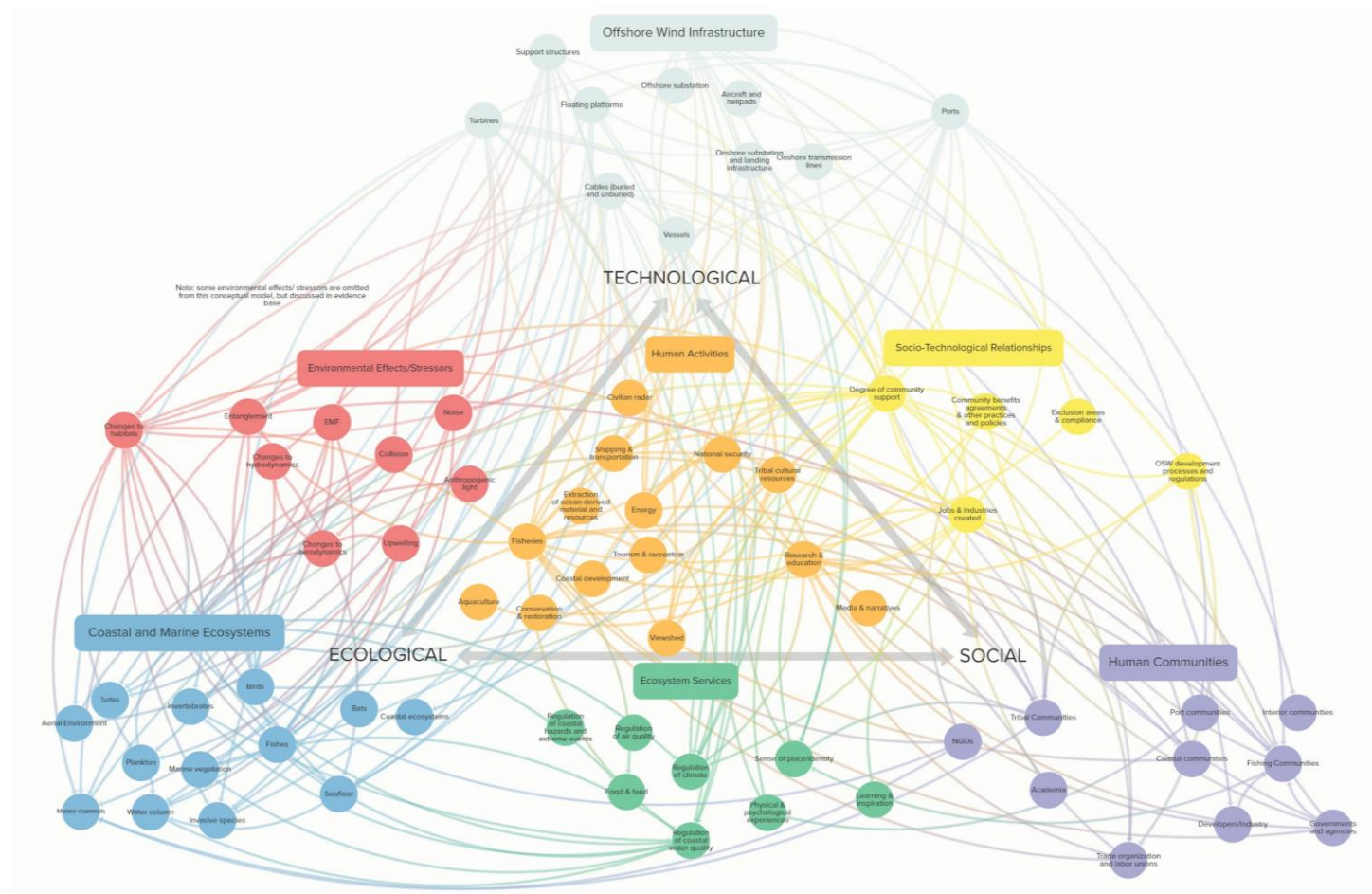


## Community Interests



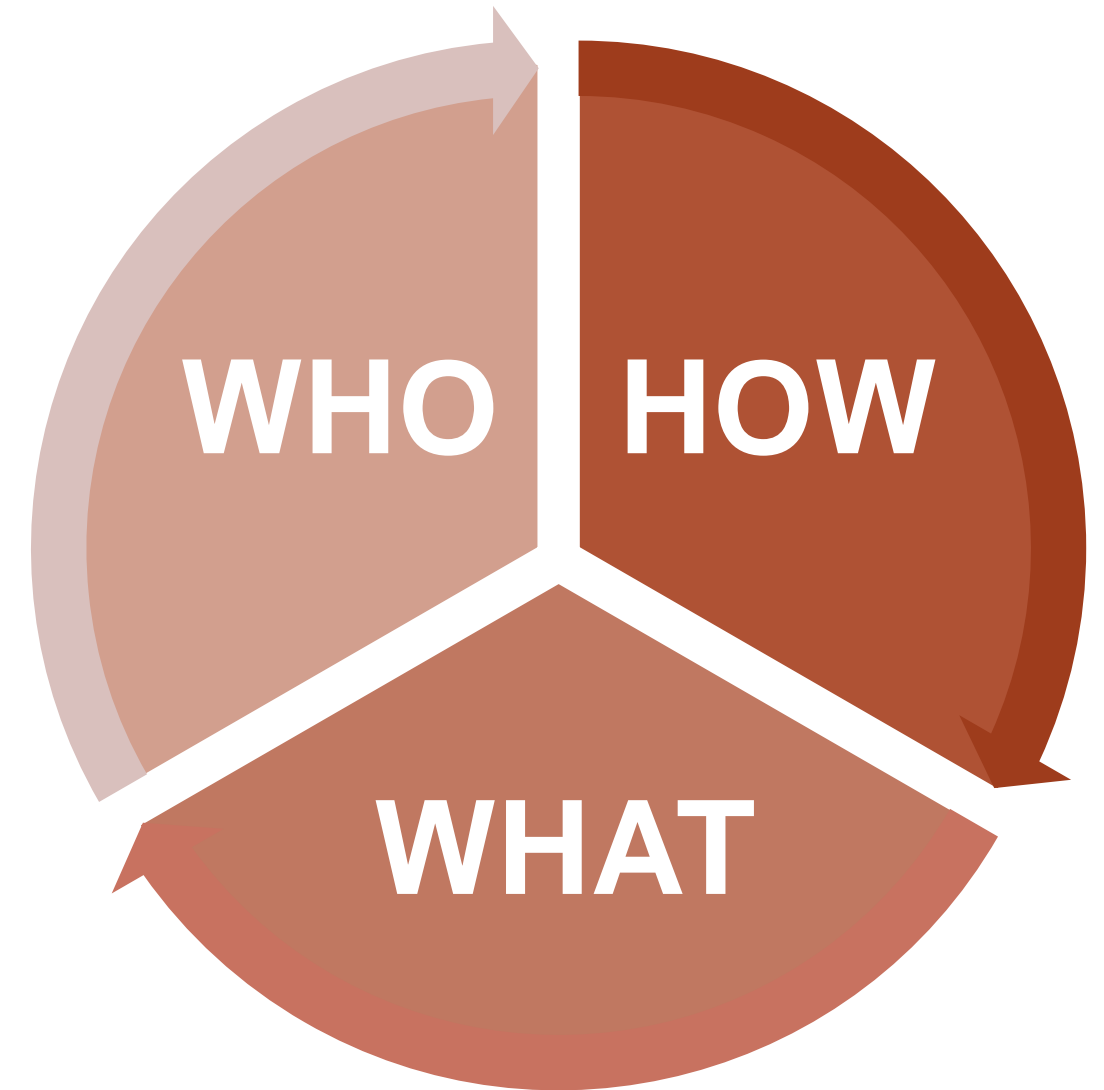
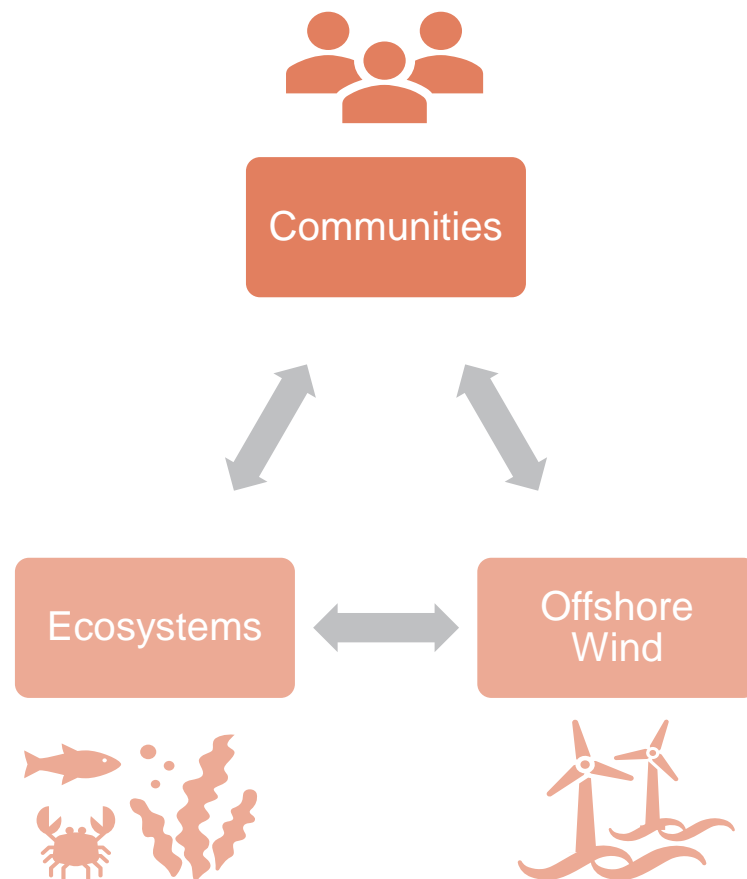
# PNNL Offshore Wind Research Portfolio

- What are the potential costs and benefits to communities?
- Social-ecological-technological systems (SETs)
- Developed conceptual models to visualize relationships
- Linkages based on empirical evidence in literature

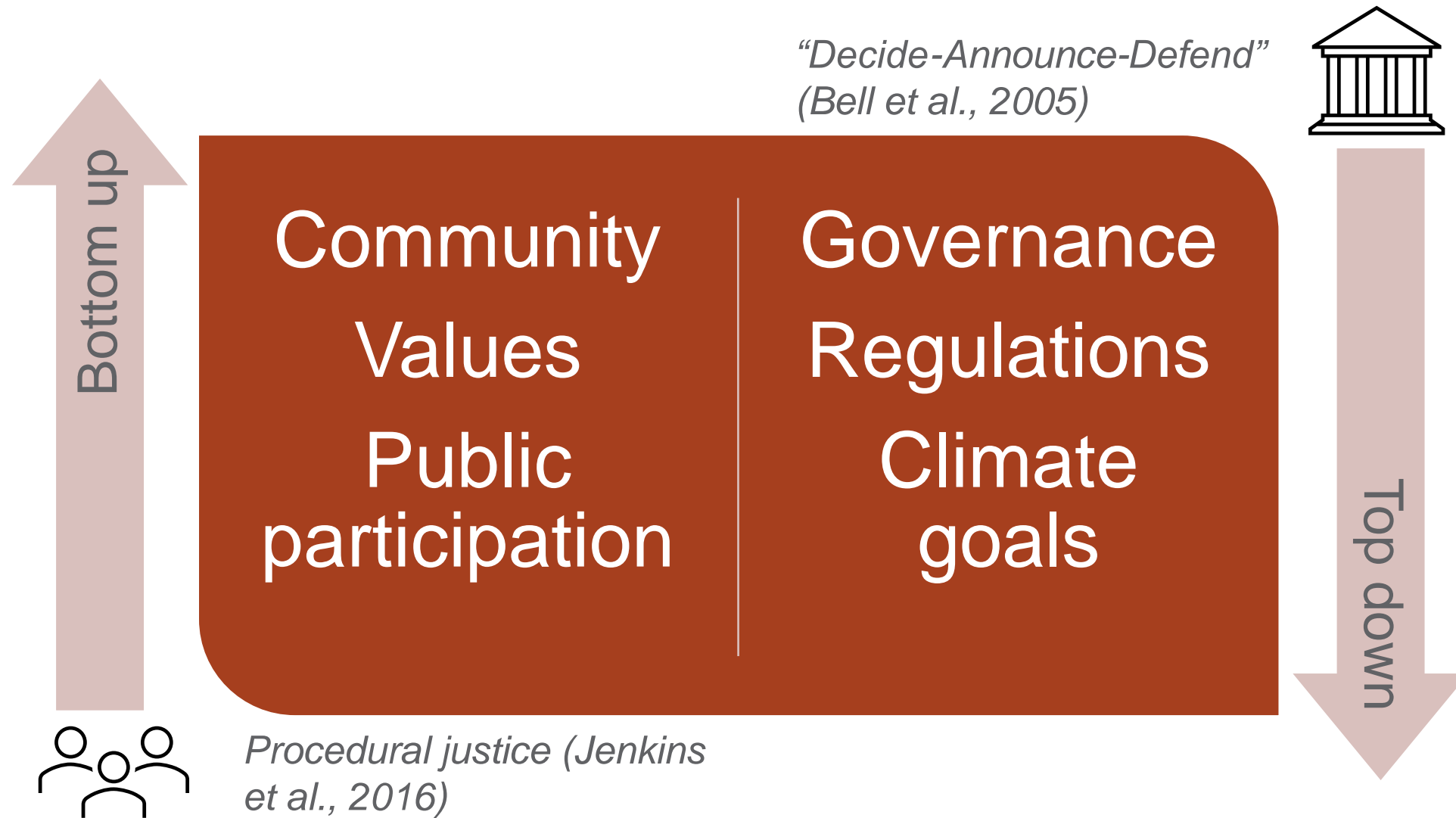


# PNNL Offshore Wind Research Portfolio

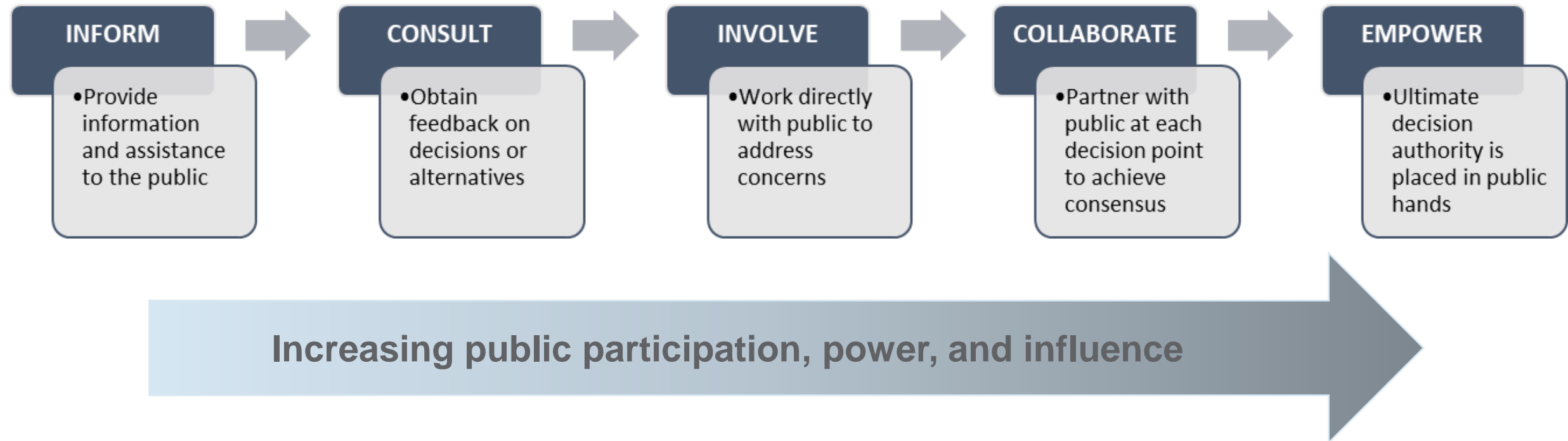
- How can we reimagine engagement in ways that center community needs and values?
- Conducted workshops and semi-structured interviews
- Development of a community engagement framework



# Governance of Marine and Coastal Environment



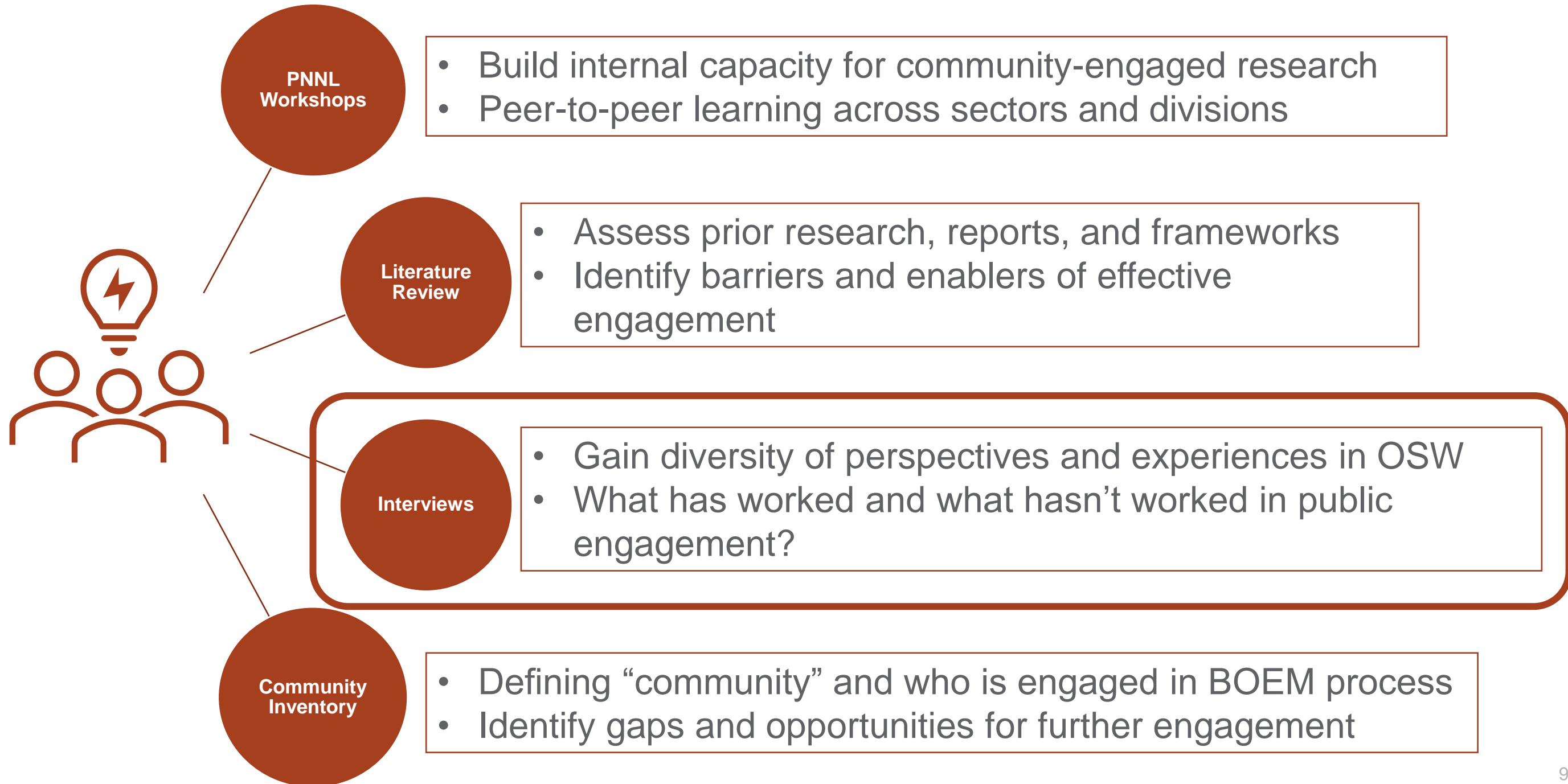
# Spectrum of Public Participation



*Spectrum of public participation in renewable energy decisions (adapted from IAP2, 2018)*



# Centering Communities in Engagement Frameworks



## Semi-Structured Interviews (n=25)

**Goals:** gain experiential knowledge of the engagement process for West Coast offshore wind (OSW) , including barriers, challenges, and opportunities

### Offshore Wind Experience

**What is your role and experience with OSW?**

### Community Engagement Experience

**What is your experience with community engagement in OSW?**

### Energy Transitions

**How does OSW fit into broader energy transitions?**

# Interview Results

## Themes:



Washington  
Oregon  
California  
Pacific Ocean

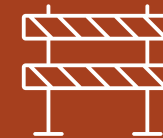
**Governance + Development Context**



**Engagement Role**



**Community Role**



**Impacts, Conflicts, Barriers**

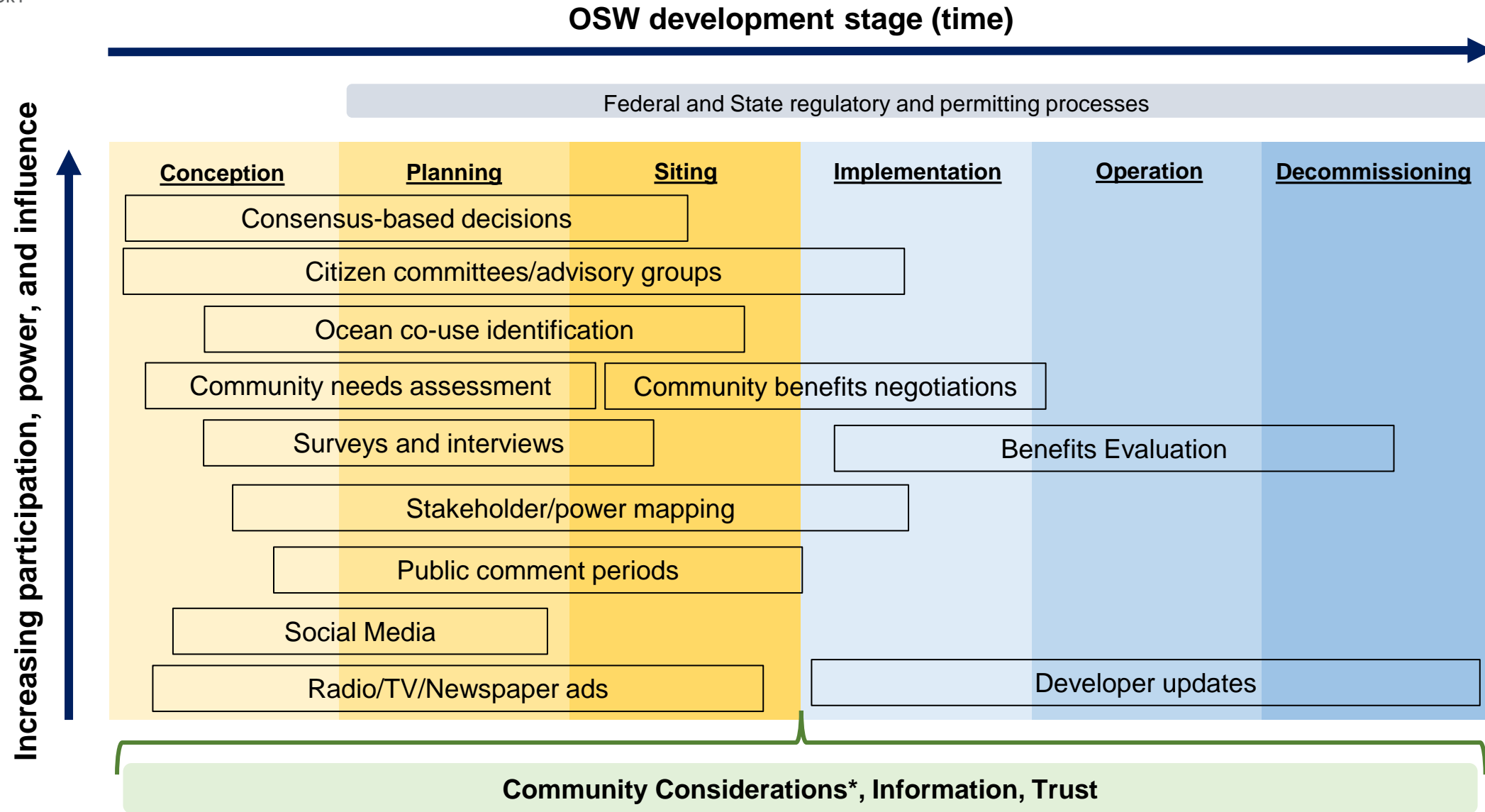


**Opportunities**



**Energy Justice/Equity**

# How do we leverage participatory processes for better engagement?



Henderson et al., in prep – draft framework \* External Factors (E.g., demographics, sense of place, history)



# Thank you

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## References

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International Association for Public Participation, 2018. IAP2 Spectrum of Public Participation. URL: <https://www.iap2.org/page/SpectrumEvolution>

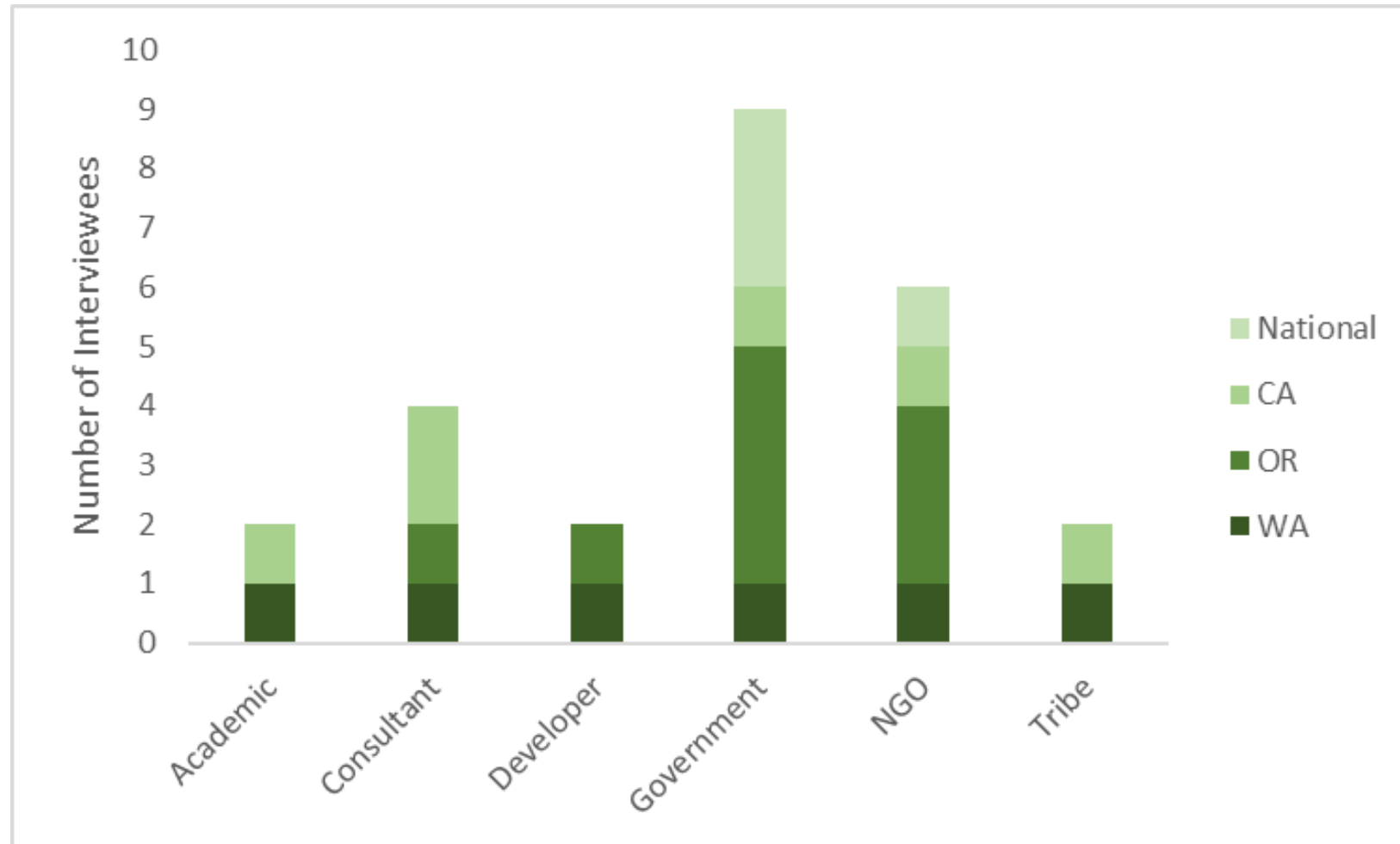
Jenkins et al., 2016. Energy justice: A conceptual review. *Energy Research & Social Science*, 11:174-182.

Bell et al., 2005. The ‘social gap’ in wind farm siting decisions: Explanations and policy responses. *Environmental Politics*, 14(4):460-477.

Arnstein, S. 1969. A ladder of citizen participation. *Journal of Am. Inst. of Planners*, 35(4):216-224.



# Semi-Structured Interviews



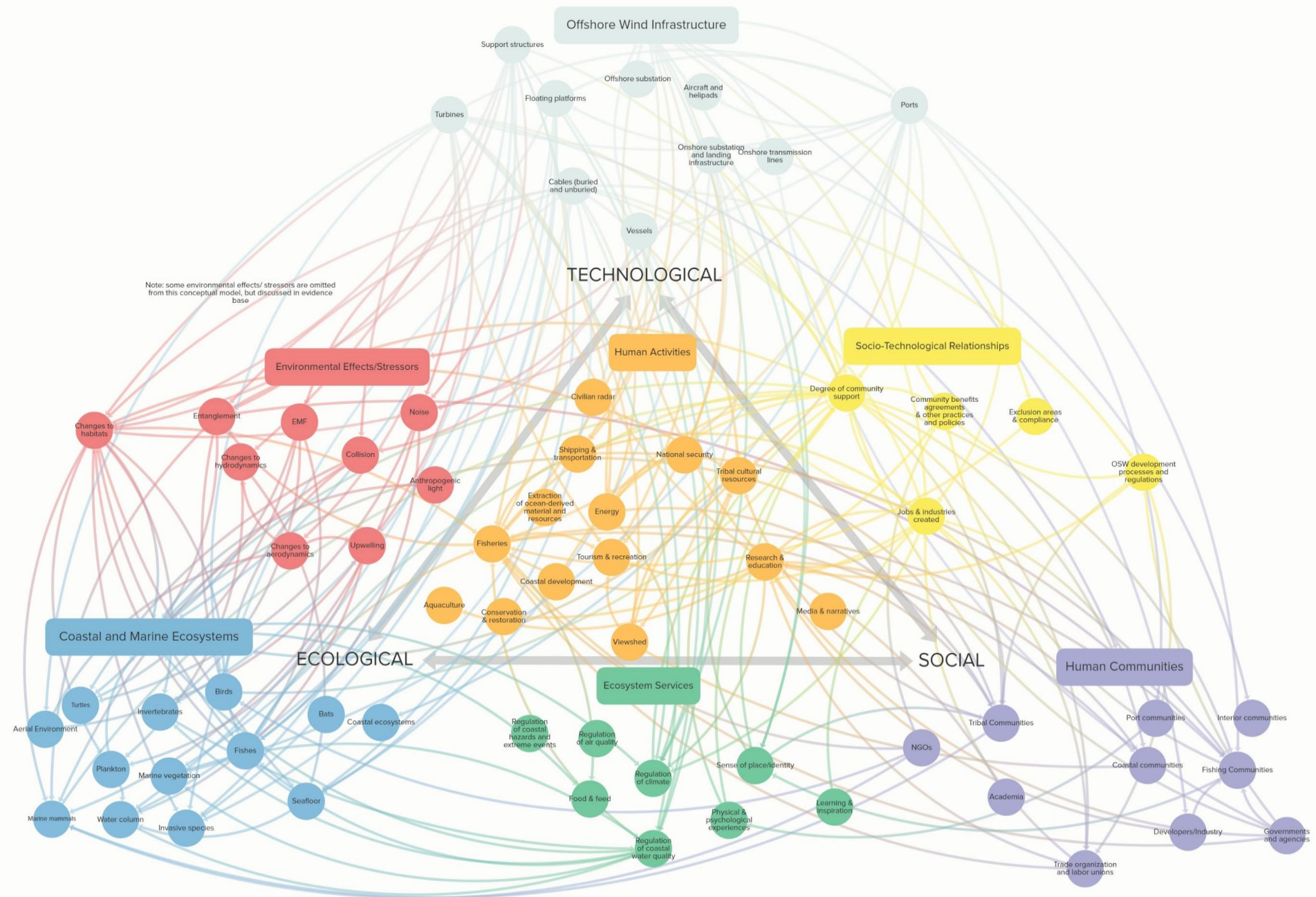
- 25 completed
- Transcripts coded for themes:

Community Role	Energy Justice
Engagement Role	DEIA
Community Type	Energy Transition
Development Phase	Governance
Engagement Method	Information
Conflicts	Anger/Frustration
Barriers	Trust
Opportunities	Impact

- Analysis summarized by theme and region

# Conceptual Models

*Note: This is an incomplete version of the conceptual model. Our team is still adding linkages and evidence from literature.*







- What is the purpose of community engagement?
  - Scope and role differs between sectors
  - How engagement is done depends on perceived role
- Bottom-up, grassroots coordination is difficult in absence of consistent state/fed leadership and common messaging
  - Leaves a vacuum for uncertainty and misinformation
- Need to provide information, but providing an opportunity for people to see themselves included in the process is paramount
  - Recognition and procedural justice
  - No clear incentive or benefit for some groups to engage in the process

### Roles

Conveners

Bridgers

Advocates

Educators

Compliance

*“Meaningful engagement isn't just listening, it's also the people who are talking feeling like they're heard and that there is some kind of change or result of the information that they gave.” (NGO, OR)*

*“I've seen countless meetings go awry because the presenter felt it was more important for them to put out accurate information than to allow time for the voices in the room to be heard.” (GOV, OR)*

## Community Role



- Communities are expected to fulfill different roles in OSW engagement
- While all are expected to engage, not all should be conveners
- Consensus on need for intermediary host/broker but not who is best
  - Related to lack of trust in decision-makers
- State government expected to take position and provide OSW guidance
- Tribes expect to be involved beyond government-to-government consultation
  - Need for greater capacity

*“It is a really long-term relationship for a community to invite a company in to do something like [offshore wind]” (GOV, CA)*

*“Until we have the top-down vision for what the state wants to accomplish, then leaving it to the grassroots to agree on something, it's just far-fetched because they do not in fact share common values or experiences [or] priorities.” (NGO, OR)*

*“Sometimes we have expectations of stakeholders that they be super knowledgeable on a given topic. And I think that's unrealistic, and I think we need to do our part to provide materials and educate the public as well.” (DEV, WA)*

### Group/Sector

BOEM

Community

Consultants-Dev

Consultants-Govt

Developers

DOE

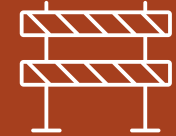
Federal Govt

Fisheries

NGOs

State Govt

Tribes



- Main concerns:
  - Environmental impacts on fishing, ecosystem, marine animals
  - Community impacts on fishers, Tribes and cultural resources, aesthetics, infrastructure/services (housing, healthcare), tourism
    - Impact on communities where OSW developed but not necessarily benefits or power
  - General uncertainty and lack of information regarding potential impacts
- Lack of agreement between groups/stakeholders and sometimes within groups on OSW perspectives
- Barriers mainly related to engagement (accessibility, lack of trust, methods, federal vs. local, resources, etc.) and development (regulatory challenges, infrastructure, historical legacy, etc.)

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*“This is where we fail. When the institutions that ought to be engaged are standing on the sideline for fear that they are going to get reprimanded for engaging [or] being too overtly supportive, even if that means doing the research or allocating resources to better understanding” (NGO, OR)*

*“The big concern...was that all the community was having to give up to have offshore wind power... we weren't actually going to get any of the power benefits because it's all going to....the load centers” (CON, CA)*

*“I know that we're all super excited to meet our targets, but it can't just be meeting our targets at any cost.” (GOV, FED)*



- Opportunities primarily framed around formal and informal benefits to communities and involving communities in early planning
  - Treating CBA negotiations as a chance to build partnerships, incentives for public-private collaborations, and building community capacity for engagement
  - Depends on phase of process (e.g., informal negotiations prior to BOEM process)
- Organize around common interests or ideas early in planning
  - E.g., supply chain, grid modernization, economic incentives, workforce development
  - Chance to address concerns, provide information, and collaborate
- Regional perspective on OSW development opportunities
  - Leverage state resources

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*“With the BOEM task force, how do you engage stakeholders meaningfully in that process? Can we set up side-by-side stakeholder advisory bodies that feed into the task force, or is there an option that looks different? What’s the alternative to do what the task force does but have stakeholders at the table?” (GOV, WA)*

*“I think it’s best to stick to good science. Let’s do what science says is best and while we’re doing that, let’s bring along and improve everybody else’s quality of life while impacting it [negatively] the least. Not everybody shares the same values or can afford to make the same sacrifice.” (TRB, WA)*



- Perspectives on energy transitions frame OSW in the context of holistic strategy for building a renewable energy landscape
  - Provides resilience and complementarity with other renewable sources of energy
  - Necessary to meet state/national targets for clean energy generation
  - Trade-offs between long term benefits and short-term impacts
- Lessons to be learned from past energy transitions
  - Energy justice and need to address concerns about speed and scale of development
  - Legacies of harmful impacts from past development still felt by communities
    - ✓ Hydro, mining, nuclear, etc.

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*“We need diversity in our clean energy portfolio in order to really decarbonize our electric sector; we can’t just rely on utility scale solar or rooftop solar. We need a diversity of clean energy generation and offshore wind can be a really good contribution.” (ACA, CA)*

*“Not just offshore wind, but panning out across the spread of renewable energy, what are communities asking for? What are developers willing to give? We can look at land-based [wind] and solar integration and what communities need, then bring that to the offshore wind conversation.” (GOV, FED)*

# Objectives for Advancing Community-Engaged Approaches to OSW Development

- **Improve understanding** of relationships between OSW, communities, and ecosystems **to inform** research and decision-making
- **Identify communities** and **key decision-makers** currently engaged in OSW on the West Coast
- **Synthesize components** of a community-centered **framework** for engagement in OSW planning and development

