Harnessing the potential for a more equitable future in Newfoundland and Labrador: Applying Gender-Based Analysis Plus (GBA Plus) to offshore wind development

Findings and engagement strategies for data collection

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On behalf of the

Canadian Research Institute for the Advancement of Women

For the

Committee Conducting the
Regional Assessment of Offshore Wind Development in Newfoundland and Labrador

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CRIAW-ICREF respectfully acknowledges our presence and work on Indigenous territories and recognizes the legacy of colonization upon Indigenous peoples and all Canadians.

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Executive Summary

The fulsome application of GBA Plus when conducting impact assessments is critical for advancing more equitable planning and development of offshore wind. GBA Plus needs to be integrated into all stages of an impact assessment and applied to all aspects of project planning and operation rather than treating it as a distinct component. GBA Plus shapes everything from how affected communities are identified to how all valued components should be considered. For instance, a common valued component like fish needs to be assessed in a way that includes how changes in fish and fishing would impact the health of women and children, employment opportunities for women and Temporary Foreign Workers in fish plants, or food security and sovereignty for Indigenous communities. Similarly, accounting for wider impacts of potential noise from a project could include accounting for how increases in construction activity in a region or more activity in ports could affect local neurodivergent populations with sensitivity to sound and lights.

Conducting GBA Plus in the impact assessment process for future projects will require significant data for impacted communities on a wide variety of issues and indicators important to them. Through the interviews and the secondary qualitative and quantitative research we conducted, this report starts to identify these issues, highlights the importance of engaging diverse populations and communities, analyzes data availability and gaps, and considers how to create data to assess future offshore wind projects that support equitable development. Gathering the specific data needed on a project-by-project basis would be challenging, time-consuming, and inefficient. Our review highlights the need for more and better data gathered by the federal government, provincial agencies and organizations, and community organizations. We recommend systemic solutions for data collection to fill holes in disaggregated data at multiple levels. Accessing and/or gathering Indigenous data will require building relationships with Indigenous communities to build trust and approaches where there are clear expectations. This includes understanding about data gathering protocols, ownership, and expectations.

Finally, we acknowledge that conducting GBA Plus is challenging and its application in impact assessments is still in the early stages. We hope that this report provides direction on how to apply GBA Plus to the impact assessment process to ensure that the effects of a project are fully understood before a project proceeds, to avoid or mitigate negative consequences, and to equitably distribute benefits from the projects. GBA Plus contributes to better science by identifying impacts on diverse populations and better planning that can help harness economic and social benefits from offshore wind in the province.

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1. Introduction

The development of an offshore wind industry in Newfoundland and Labrador (NL) offers the potential for a clean, sustainable source of energy and a significant new source of jobs in the province. Gender Based Analysis Plus (GBA Plus) offers a way to examine and understand different impacts of the industry's development on diverse populations in Newfoundland and Labrador. The goal of applying GBA Plus when assessing potential resource development projects is to ensure that the effects of the projects are fully understood before projects proceed, to avoid or mitigate negative consequences, and to equitably distribute benefits from the projects. GBA Plus contributes to better science by identifying impacts on diverse populations and better planning that can help harness economic and social benefits from offshore wind in the province.

The job creation potential of a new offshore wind industry is a central focus in this report because that was the emphasis of many of those interviewed for this research. They were acutely aware of many barriers to training, direct employment, and retention as well as potential solutions, given the province's experiences, especially with the offshore oil and gas industry. The need to favour local and provincial workers, suppliers, and services was raised, as were the multi-dimensional impacts of a new industry on local communities, especially those that are remote and small with few existing services.

GBA Plus requires thinking about the context for offshore wind development in NL and how this might change not only because of future offshore wind development but also because of other potential developments. For instance, there are onshore wind projects being planned in Western and central NL that will raise many of the same economic and social issues we call attention to in this report. As the Regional Assessment report explains (section 8.2), there are challenges with assessing cumulative impacts when there is so much unknown about the future of these projects. Still, attempting to consider cumulative effects – including in a way that carefully applies GBA Plus – is essential. Exploring potential cumulative effects early, even when there are unknowns, will enhance the ability to plan and prepare for the future. Providing a framework for using GBA Plus when considering cumulative effects is beyond the scope of this report, but the same principles and considerations we discuss throughout this report are relevant, particularly the principle of ensuring that diverse community members are actively engaged in all stages of the process.

2. Background

In March 2023 the Regional Assessment of Offshore Wind Development in Newfoundland and Labrador was announced by federal and provincial ministers for the environment and climate change, natural resources, and others. The purpose of the Regional Assessment is to "...provide information, knowledge, and analysis regarding future offshore wind development activities in the Study Area and their potential effect, in order to inform and improve future planning,

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licensing and impact assessment processes for these activities in a way that helps protect the environment and health, social and economic conditions while also creating opportunities for sustainable economic development" (McDonald et al., 2024, p. 10).

The federal-provincial Agreement to conduct a Regional Assessment and the Terms of Reference require the consideration of "the intersection of sex and gender with other identity factors" and to make recommendations about the ways in which future impact assessments for offshore wind should consider and address these factors (McDonald et al., 2024, p. 24). The Canadian Research Institute for the Advancement of Women (CRIAW) was contracted in August 2024 by the Impact Assessment Agency of Canada (IAAC) to help with a report that addresses GBA Plus/intersectionality and enables the Committee to make recommendations concerning this for future offshore wind development.

CRIAW was asked to do the following for this Regional Assessment:
Conduct research to obtain the most up-to-date information on the relevant components for the study

- Identify gaps in data (e.g. disaggregated data that is not available, data on sensitive issues that is not available, or collection not possible, etc.) that could contribute to a fulsome GBA Plus
- Gather additional secondary qualitative and quantitative data as needed to support the Regional Assessment Committee's analysis
- Conduct in-person interviews in relevant communities across Newfoundland and Labrador to obtain additional information
- Engage with the Regional Assessment Committee's GBA Plus Advisory Group
- Compile a report that
    - Highlights gaps or limitations in data or information described
    - Identifies possible mitigation measures linked to the issues identified in the GBA Plus
    - Proposes indicators and data collection strategies that could support assessing, monitoring, and/or evaluating the impacts of offshore wind development projects on diverse subgroups.

Report organization and limitations

This report begins with a brief explanation of GBA Plus and intersectionality. Next, our methods section explains how we identified the potentially impacted communities for this research. Through the interviews, we engaged with organizations representing diverse populations and issues to identify potential effects of offshore wind development as well as mitigation and enhancement measures. We asked for their ideas on what they considered important data to establish a baseline for impacts on diverse populations and how to gather that data. These findings are summarized in sections 4-9 of the report and informed our recommendations for a data strategy to inform future impact assessments of offshore wind project proposals (section 10).

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Our report is intended to support the Committee's desire to undertake a GBA Plus as part of the regional assessment. The report contributes substantively to this undertaking by identifying differential impacts, mitigation measures to address barriers, existing data and data gaps, and recommendations to address data gaps so that a GBA Plus can be conducted. Furthermore, this report highlights the important role of GBA Plus in all types of impact assessment processes and the necessity of culturally relevant engagement processes with Indigenous peoples. GBA Plus is important not only for understanding specific effects from projects but also for understanding those effects in the broader socio-cultural and socio-economic context. In other words, it helps to link the traditional environmental focus of impact assessment to the wider context and highlights how they are necessarily connected, which supports a more realistic portrayal of impacts. The interconnection of issues is reflected in the discussion in this report. However, it is important to note that economic impacts are not separate (or separable) from community wellness impacts. Our separation of them below is only for the purpose of creating a readable and organized document -- to present something that is, in reality, an intricate web of relationships, interconnections, and impacts as something that is readable.

GBA Plus and intersectionality are discussed in Section 11 of the Draft RA Report, where five key steps for GBA Plus are identified, based on GBA Plus guidance for project assessment from the IAAC:

1. Understand GBA Plus
2. Identify the impacted communities
3. Engage with diverse groups and individuals
4. Establish a baseline
5. Identify potential effects as well as mitigation & enhancement measures.

This report does not offer a fulsome GBA Plus, as outlined in the five steps above. It includes valuable quantitative and qualitative data gathered through interviews as well as important recommendations for conducting GBA Plus in future impact assessments of offshore wind proposals. However, we have identified three important gaps in the process and the information available that merit attention.

First, applying GBA Plus in both regional and project-specific assessments requires attending to an underlying set of principles across all stages of an assessment. In other words, GBA Plus should not focus only on differential effects of a project. GBA Plus should shape the way an assessment is conducted. Elsewhere, members of our team have developed guidelines for applying GBA Plus in a fulsome way. These encourage proponents, consultants, and public servants responsible for evaluating impact assessments to ensure that each stage of an impact assessment is guided by attention to cultural relevance (recognizing diverse knowledges, attending to the effects of racism and colonization); intersectionality; reflexivity (individual,

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within team, and within community reflections on biases and their effect on the assessment); and community engagement and ethical practice (fulsome consideration of community engagement, trusting relationships with affected communities, and transparent and ethical protocols) (Waheed et al., 2023). Applying these principles to the five steps of GBA Plus would shape the parameters of the entire impact assessment process, from identifying affected communities to identifying potential effects and mitigation measures.

Second, in developing this report, we were not able to engage with Indigenous communities. This is unsurprising, partially because of the short timeframe for the Regional Assessment. Engagement with Indigenous Peoples, and learning from their knowledges, is a long-term process requiring the careful and ongoing development of trusting relationships, and a commitment to Indigenous data sovereignty and related principles (e.g., Ownership, Control, Access and Possession, ethics). The Crown's duty to consult with Indigenous Peoples is guided by several principles and guidelines that were beyond the scope of this work. The IAAC offers guidance for Indigenous participation in impact assessment and guidance for engaging appropriately with Indigenous rights holders. Too detailed to articulate fully here, a key feature of this guidance is that an Indigenous engagement plan – ideally developed collaboratively with the affected Nations – is necessary for informing Indigenous engagement across all stages of an assessment, particularly to ensure that the process is culturally-relevant and designed to honour and value Indigenous knowledges.

While engagement with Indigenous communities is a requirement distinct from GBA Plus, the two are related. Indigenous women, girls, and Two-Spirit people – including those among them with disabilities, living with low income, living in rural and remote areas, and facing other potentially marginalizing experiences – face disproportionate negative impacts associated with resource development and extraction. This is widely documented, including by members of our team (e.g., Manning et al., 2018) and others, including in the final report of the Missing and Murdered Indigenous Women and Girls Inquiry and its resulting Calls for Justice. As noted by a member of the GBA Plus advisory group, "future efforts to engage with Indigenous organizations in the context of offshore wind development should begin early, prioritize relationship building, and support organizations' [and individuals'] capacity to participate meaningfully." This includes ensuring that there are adequate resources available to support diverse forms of participation aligned with the needs and preferences of Indigenous women, girls, and others who might have distinct participation requirements. The lack of engagement with Indigenous communities in developing this report prevents us from providing a sufficient consideration of Indigenous Peoples' experiences as part of our application of GBA Plus. However, we have included information and distinct considerations where possible as supported by existing literature, our review of available data, and contributions from the GBA Plus Advisory Group.

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Third, the interviews and data conversations we conducted as part of our research for this report provided extensive and extremely valuable insights. However, among informants' insights was the fact that there are significant gaps in available data that must be filled to apply GBA Plus as fulsomely as possible to the Regional Assessment. A more extensive, systematic and ongoing effort is needed to gather and analyze existing data and produce new data. To help advance this effort, our report suggests potential indicators and available data that are important for developing a GBA Plus-informed project baseline, while recognizing the importance of communities being able to contribute to identifying indicators and data they consider most important (Levac et al., 2024).

What are GBA Plus and Intersectionality?

GBA Plus is an analytical tool used to support the development of responsive and inclusive policies, programs, and other initiatives. It is also a process for understanding who is impacted and how by an initiative, anticipating and mitigating any barriers to benefitting from an initiative, and identifying how an initiative could be tailored to meet diverse needs. An intersectional approach to GBA Plus "goes beyond biological (sex) and socio-cultural (gender) differences to consider other factors, such as age, disability, education, ethnicity, economic status, geography (including rurality), language, race, religion, and sexual orientation" (WAGE, 2024).

Intersectionality is also concerned with identifying social systems and structures that reinforce inequity. It involves examining how different systems and structures of power (historic and current, such as colonialism and patriarchy) work together to create and reinforce conditions of inequity and social exclusion, or conversely, privilege and advantage, based on social location and identity. In short, an intersectional analysis recognizes power relations as well as identities to understand who is disadvantaged or marginalized, why, and how. Understanding this helps to develop effective strategies to promote greater equity.

In this report we refer to disaggregated and intersectional data. By disaggregated data we mean quantitative data "that have been broken down into categories (e.g., gender, age, income, geographic region) to better understand the experiences of diverse population groups and potentially reveal important insights between and among different groups that may have otherwise been missed" (Statistics Canada, n.d. -b). Disaggregated data helps "to reveal underlying trends and differences between and within individual segments of the population that may not be reflected in aggregated data" (Statistics Canada, n.d. -d). Disaggregated data tends to be quantitative data or statistical information. By intersectional data we mean data that combines "multiple identity factors or social positions" (Sax et al., 2021, p. 3). Intersectionality is also concerned with how "different systems, institutions, or structures and socio-economic and political practices (historic and current) work together to create and reinforce conditions of

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inequality and disadvantage, and privilege and advantage based on social location and identity" (CRIAW, 2021). Qualitative data is an important source for intersectional data.

Why GBA Plus and Intersectionality are important for Impact Assessment

Using GBA Plus is a requirement of the federal *Impact Assessment Act of Canada.* It improves outcomes from Impact Assessments because it helps to

- Generate crucial information on a range of needs and experiences of differently situated women, men and gender-diverse people
- Ask who benefits and who doesn't and pay special attention to those who are least likely to derive benefits and may be adversely affected by change
- Develop mitigation strategies that address systemic barriers and inequities by tailoring projects to meet diverse population needs
- Ensure policies and programs are designed to benefit more of the population

The Draft Regional Assessment report states that it is meant "to help inform and improve future planning and licencing, and impact assessment processes for offshore wind projects in the Study Area" (p. 11). Conducting GBA Plus at the regional assessment level is important because it will help set the stage for conducting GBA Plus at the project level. Identifying key issues and concerns early, especially those identified by potentially impacted communities, will help with long term planning for the impacts of offshore wind, specifically by guiding future GBA Plus in IAs, community engagement, and data collection. Through this work, data gaps can be identified and plans for filling them can be created and implemented so that when projects are proposed, sufficient data are available to conduct a GBA Plus. Doing GBA Plus at the regional assessment stage, before specific projects are proposed, helps support the inclusion of diverse populations, understand how projects will impact them differently, and establish mitigation and follow up that will lead to more equitable and inclusive development.

3. Methods

The findings and analysis presented in this report are based on two targeted literature scans, a review and analysis of publicly available data and interviews with representatives of several NL organizations representing diverse communities and issues.

Targeted literature scans

The literature scans informed our analysis and understanding of potential impacts that projects could have on diverse groups of people, the data needed to assess and monitor impacts, and potential indicators.

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Part one of the literature scan focused on scholarly literature regarding 1) the impacts of offshore wind development on diverse populations, and 2) concerns that diverse populations have about these impacts. In May 2024 we searched "Novanet" and "Google Scholar" databases using the following key word combinations: "Gender offshore wind development," "Gender renewable energy," "Gender energy development," "Women offshore wind," "Women renewable energy." Over two dozen relevant journal articles, news articles, and reports were identified through this search and skimmed to identify other relevant articles cited by the authors. A second literature search was conducted in the Scopus database using 71 keywords derived from literature and glossaries on equity and justice, in combination with "offshore wind." This search yielded 387 scholarly articles, which were narrowed based on the search terms most relevant to equity. Articles were cross-referenced from both searches to identify priorities. Articles that focused on the offshore wind industry in Europe and the United States were prioritized due to similarities with Canada's political, economic, and social contexts. In total 30 articles were reviewed in part one of the targeted literature review (Doyle, 2024).

Part two of the targeted literature scan focused on planning documents for two offshore wind developments and non-academic (e.g. government and industry reports, planning documents) literature that provided more detailed discussion of specific activities and socio-economic impacts associated with offshore wind development. The planning documents were for two offshore wind projects currently in development in the eastern US: Vineyard Wind (Massachusetts) and Atlantic Shores (New Jersey). Offshore wind development in the eastern US is an emerging industry and its potential is being explored for NL and NS. It seems likely that some of the same issues associated with the introduction of offshore wind projects in the eastern US will be faced in Atlantic Canada as well. This targeted review of project-specific and community/regional-level information provides details about actual and expected impacts from offshore wind development that helps to identify and explore potential impacts and intersectional considerations of offshore wind for Atlantic Canada.

Analyzing publicly available data

We reviewed three major data sources to identify publicly available data that could be helpful for GBA Plus analysis for Newfoundland and Labrador. These included the following:

1. The Newfoundland and Labrador Statistics Agency (NLSA), which is part of the Economics and Statistics branch of the Department of Finance. NLSA is the central statistical agency for the Government of Newfoundland and Labrador and the provincial focal point for Statistics Canada. The NLSA data set is derived from Statistics Canada surveys. However, it may contain information that is more detailed for NL than is published through the federal Statistics Canada website. For example, the NLSA provides more detailed provincial population estimates for 11 regions across Newfoundland and Labrador, in addition to the Census Metropolitan Area of St. John's. They provide data on a broad range of topics that could be helpful for a GBA Plus analysis.

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2. The Newfoundland and Labrador Community Accounts (NL Community Accounts), which provides a single comprehensive source of community, regional, and provincial data for public access. Information can be retrieved according to 400 communities, 80 census consolidated subdivisions (local areas), 20 economic development zones, by Health Authorities, School Districts, the province and more. Users can generate tables and infographics on a range of social and economic indicators to gain a better understanding of changes in their communities and regions, including for a series of wellbeing indicators, although these are not based on community-identified wellbeing priorities. Several data surveys accessible through the Newfoundland and Labrador Community Accounts website could be helpful for GBA Plus analysis. NL Community Accounts have regular reports on a wide range of relevant issues, often disaggregating the data by province, age, and sex. Some surveys provide additional disaggregated data of one or a combination of the following factors: Indigenous identity, disability, race and/or ethnicity, and sexual orientation. The data in the Community Accounts does have gaps, which we address in our recommendations for a data collection strategy.

3. Statistics Canada is probably the most important data source for applying GBA Plus given the scope of its data, existing and emerging disaggregation of data, and opportunities to request customized surveys, data runs, and analyses to provide more detailed, intersectional information for the province. As well, much of the NLSA data is derived from Statistics Canada. Statistics Canada produces regular reports on a wide range of relevant issues, often disaggregating the data by province, age, and sex. Some surveys provide additional disaggregated data of one or a combination of the following factors: Indigenous identity, disability, race and/or ethnicity, sexual orientation. The greatest limitation of Statistics Canada data is that most of the public data is not broken down beyond province to report on regions and/or communities within the province.

Statistics Canada is developing specialized data hubs, which helped to inform this report and will be a valuable source as new data is published and relevant surveys are updated. A table providing more details on the specialized Statistics Canada data hubs and what they contain is provided in Appendix B. As well, Statistics Canada is increasing and improving disaggregated statistics on diverse populations through its Disaggregated Data Action Plan (DDAP), which focuses on four employment equity groups: Indigenous peoples, women, visible minorities/racialized populations, and persons with disabilities (Statistics Canada, n.d. -c). Disaggregated data will be available also for other groups where relevant and possible (e.g., sexual orientation, children and youth, seniors, official language, immigrants, low-income Canadians). Statistics Canada has enhanced its disaggregated data by adding new survey questions and increasing the sample size. For example, significant progress was made in adding new survey questions and increasing sample size for the Labour Force Survey to produce more detailed disaggregated data.

While we tried to thoroughly investigate data sources for NL for GBA Plus analysis, there are undoubtedly more examples of disaggregated data that could be found through the Statistics Canada website. As well, Statistics Canada is regularly updating and expanding the

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disaggregated data it publishes. The initial review of public data for NL was conducted in 2024 and updated December 2024 and January 2025.

Data selection criteria included the following:

- Disaggregated data for NL. Atlantic region data was included when NL data was not available.
- Canada-only data sources were excluded unless they had intersectional or unusual data.
- Published within the past 5 years

We did not examine data on population characteristics, mobility and migration, and only dipped into data on health and income. We were not able to find disaggregated data for a few topics (e.g. childcare, emissions and air quality) in the time we had.

By reviewing and noting the availability of disaggregated and intersectional data from these three major sources we were able to identify data that could be used as indicators to establish baseline data and then to monitor change in key issues. We focused on data that could help monitor effects related to the valued component, training, employment, and community wellbeing. Our review of public data sources is summarized in four tables in Appendix 1. The first three tables provide potential indicators and data sources for education and training (Table 1), labour market planning (Table 2), and community wellbeing (Table 3), noting how this data is disaggregated as well as the geographic level reported. Table 4 provides specialized Statistics Canada sources for useful data for GBA Plus and intersectional analysis. Hyperlinks to the source are provided in the tables. It will be important to update these tables to be most useful in the future since Statistics Canada is constantly updating and expanding its data.

This review of data is a useful starting point for informing a comprehensive GBA Plus. However, our report also reveals what is missing from existing data and what is needed for GBA Plus. This includes involving diverse members of affected communities in identifying effects and settling on key indicators, as well as applying GBA Plus to all valued components identified as part of an impact assessment.

Interviews and data conversations

We held several in-depth interviews with people and organizations representing a variety of diverse populations and issues in Newfoundland and Labrador, as well as shorter data conversations with people in government, academia, or organizations we thought might have knowledge of or access to data that would be relevant for GBA Plus and intersectional analysis. The purpose of these conversations was to learn about unique data or research that the organization had, data they use, and suggestions for other potential data sources that would be relevant for GBA Plus baseline information and impact monitoring.

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In depth interviews addressed the same questions about data but also asked questions about potential impacts or concerns about future offshore wind development on the populations or issues they work with, the kinds of things they thought should be monitored to ensure that there are no negative impacts, and gaps in the data needed to do GBA Plus in the future. We also discussed approaches to engage individuals and organizations if data or research needed to be gathered in the future.

Our goal was to conduct 12-15 interviews with staff members or leaders of community and provincial organizations in NL that engage with and/or advocate on behalf of a diverse group of people/identities, including women, Indigenous people, folks from the 2SLGBTQQIA+[1] community, people with disabilities, as well as organizations that address specific issues relevant to these groups. We reached out to community organizations in the Regional Assessment Focus Area along the west coast of Newfoundland, as well as to provincial and community-based organizations in St. John's. For the sake of anonymity, we report broadly on which organizations we spoke to and have listed only those who agreed to be identified. The organizations that agreed to be identified in this report include the following: The Corner Brook Status of Women Council, Quadrangle NL, The NL Federation of Labour, The Transition House Association of NL, The Multicultural Women's Association of NL, The Association for New Canadians, The Office to Advance Women Apprentices NL, and the Provincial Advisory Council on the Status of Women NL. For this research, we contacted 28 organizations and got responses from 15. We conducted 13 interviews with a broad cross-section of organizations. One community organization declined an interview request on the basis that their resources were so thin they had no capacity to take on anything else. This may also help explain why 13 other organizations did not respond to our interview requests.

In addition to the in-depth interviews, we held six data conversations with individuals in organizations and government agencies that collect potentially useful data for GBA Plus or who were familiar with relevant data sources. These conversations and interviews provided us with important and helpful information for understanding potential impacts and data gaps; however, it is important to emphasize that the scope of organizations was not comprehensive. For instance, we were not able to talk with representatives from Indigenous organizations. We recognize that all the organizations we approached were likely under-resourced and busy addressing pressing needs. Nevertheless, we want to stress the importance of future engagement with Indigenous organizations by government related to planning for offshore wind development. Again, this engagement must start early, be focused on building relationships and capacity, and offer support for participation.

[1] For consistency we used this acronym throughout the document even when sources used another version, to represents people who are two-spirit, lesbian, gay, bisexual, transgender, queer, questioning, intersex, asexual, plus all other sexual orientations and genders.

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To address gaps in the interviews, we have drawn on relevant research reports and the research experience of our team. It is also important to note that there may be many perspectives and opinions about potential impacts and monitoring across populations. As such, even where we were able to speak to individuals and organizations representing a particular population or issue, these interviews should be treated as a starting point to identify potential impacts, indicators, and data gaps that would be needed to assess future projects. Thus, we emphasize that our interviews were only the starting point. This report should represent a first step in what needs to be an ongoing process related to engaging with key organizations to gather data for GBA Plus and intersectional analysis and monitoring.

4. A typical approach to economic benefits: Vineyard Wind example

Considerable attention is paid to the economic impacts of offshore wind development, particularly in terms of its potential for job creation. However, less attention is paid to the types of jobs, the duration of those jobs, and the barriers for diverse groups of people. In the following section we draw on the Vineyard Wind project as an example to illustrate potential economic impacts from offshore wind. While the development of this project is ongoing and thus some numbers are estimates, it offers a typical approach to examining employment and its economic impacts.

Direct employment

The Regional Assessment report provides an overview of employment impacts from a variety of offshore wind projects across jurisdictions in Section 7.13 (Employment, Education and Sources of Income). The overall conclusion is that the number of jobs varies depending on the size of the project and that most employment occurs during manufacturing and construction. Fewer jobs are needed for ongoing operations.

This is also one of the conclusions of the Vineyard Wind offshore wind project currently under development in Massachusetts, along with other employment findings we summarize below. A review of the Vinyard project provides additional information and actual employment data from pre-development through the beginning of the construction phase as well as estimates for the jobs the project is expected to generate in future phases, including direct job creation, indirect job creation (from increasing demand for inputs and support for the industry), and induced job creation (that result from increased general economic activity from offshore wind development, such as food or entertainment). In all categories we see that the largest number of jobs or full-time equivalent (FTE) jobs are during the construction phase, which is relatively short (3-4 years). However, a significant number of jobs (around 80 FTE direct jobs, 26 indirect jobs, and 63 induced jobs) are expected for each of the 25-year expected life of the Vineyard Wind project.

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Table 1 - Job Creation Estimates for Vineyard Wind Project

Activity Phase	Number & Description
Pre-construction and development	• 126 FTE job years expected in 2017; 278 was actual number[2] • Number declines as construction phase begins • Professional planning jobs in engineering, surveying and scientific monitoring, finance, and law • Expected to be filled partly by local people and with people with offshore wind experience (mainly people from Europe) • $150,000 expected average compensation
Construction	• 974-1426 FTE job years • Trades jobs (including iron and steel workers/welders, electricians, machine operators), construction managers, and professional services (like engineering) • Many could be filled regionally; some need to bring in more experienced people for supervisor positions • $96,000 expected average compensation
Combined Pre-Construction & Construction	• 1,180-1,633 FTE job years, for a few years
Operations and maintenance jobs	• 80-81 FTE job years each year for 25 year expected life of the project • 2000-2025 FTE job years over the 25-year period • Represents 57% -65% of total job years of the project • Site/plant managers, engineers, water transportation workers, and wind technicians expected to be filled locally • $100,000 estimated
Total employment over all phases of the project	• 3,180-3,658 FTE job years
Total number of workers	• 1,706 and 2,120 workers
Indirect jobs - jobs not directly in offshore wind but that provide inputs/support	• 373 during the development and construction phase • 26 during the operations and maintenance phase
Induced jobs - jobs that would result from increased activity from offshore wind development, like food or entertainment	• 898 jobs expected during development and construction • 63 jobs expected during the operations and maintenance phase

Source: Summarized from Borges et al., 2017, p. 6-20

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Indirect and induced job creation

Attention tends to focus on job creation directly connected to offshore wind, such as in construction or operations. However, a significant number of jobs are also created indirectly from increasing demand for inputs and support for the industry. This could include employment in supply chains that provide inputs and in services to the industry. Other jobs are categorized as induced, meaning that they result from a general increase in economic activity from offshore wind development. This would include jobs in housing, health care, food, or retail services.

The 2017 Vineyard Wind economic development report lists the top fifteen sectors that would experience indirect and induced job growth because of Vineyard Wind's expenditures (Borges et al., 2017, p. 24) (Table 2 below). It illustrates the impact across a broad range of economic sectors, including housing (real estate, services to buildings), health care (hospitals, offices of physicians), industry services (employment services, wholesale trade, couriers and messengers) and more.

The Vineyard Wind project highlights where there will be increased demand and where job creation will be needed to meet that demand. Newfoundland and Labrador can use these findings to plan for job creation to support the development of a new offshore wind industry. Equity considerations of this tension between supply and demand are discussed below.

Table 2 - Indirect and induced employment impacts of Vineyard Wind development

Industry	Expected job growth in Full Time Equivalents
Real estate	44
Full-service restaurants	44
Hospitals	44
Services to buildings	44
Employment services	44
Wholesale trade	36
Insurance agencies, brokerages, and related activities	32
Limited-service restaurants	29
Couriers and messengers	27
Retail - Food and beverage stores	27
Offices of physicians	22
Scenic transportation & support activities for transport	22
Individual and family services	22
Jr. colleges, colleges, universities, & professional schools	20
All other food and drinking places	20
TOTAL	477

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Other economic benefits: Taxes

In addition to employment, there are other economic benefits that offshore wind projects can bring to a region. One of these is an increase in tax revenue, which includes personal income, payroll, sales, and corporate tax (among others). The estimate for the Vineyard Wind project is that approximately $14.7-$17 million would be paid in local and state taxes during the development and construction phases and for the first year of the operations and maintenance phase (Borges et al., 2017, p. 29). Taxes will continue to be paid over the operations and maintenance phase but will be less due to fewer jobs.

5. An intersectional approach to economic benefits

An intersectional analysis shows unequal benefits

As the above section highlights, jobs associated with resource development are often reported in generic ways. For instance, the number of jobs or job hours are often converted to full-time equivalent jobs (FTEs) but with no further information about whether these jobs are actually full-time or part-time. Reported FTEs also do not provide information about the duration or types of jobs available or the recipients of those jobs. Questions are rarely asked about who is benefiting from jobs and who is not benefiting or being harmed. From an intersectional perspective, these details are important because without this more fulsome understanding, employment inequities can easily be perpetuated. Moreover, they mask the potential training and related supports (e.g., childcare, non-traditional childcare, transportation) that might enable the workforce participation of historically marginalized groups, such as Indigenous women and people with disabilities.

Similarly, analyses of economic benefits resulting from resource development often focus on a small group of indicators that are used to measure economic and/or socioeconomic impacts from projects. In NL, we see this highlighted in reports about socio-economic benefits from petroleum activity that have been done since the early 2000s (Community Resource Services, 2003; Stantec, 2009; Stantec, n.d.; Stantec, 2019). These reports focus specifically on direct impacts, including capital costs for exploration, development, and production; employment (for development and production); and wages, salaries, and employee benefits (for development and production). The reports also include impacts from the oil industry on GDP, household income, labour income, disposable income, retail sales, housing starts, employment, labor force, unemployment rate, and population. These reports, however, do not include disaggregated or intersectional data or analysis.

There is little scholarly work about the potential intersectional impacts of offshore wind projects, as our literature review highlighted. However, we know from the broader literature on resource development that the benefits and harms of resource development are unevenly experienced across society. Indeed, as Dalseg et al. (2018) state, “A relatively large body of work has suggested that Indigenous women and children are less likely than men to benefit from large-

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scale resource development, and are, in turn, more likely to bear the social costs" (p. 136). Another report on the impacts of resource extraction on Indigenous women found they derived little benefit, such as employment and increased income, because few women were employed and those who were employed were in mainly "unskilled" and poorly paid jobs. This reinforces the above-noted point about the importance of more comprehensive employment data for understanding employment inequities and barriers. As well, violence against women has been correlated with resource extraction due to changes in the social fabric of a community, a large influx of male workers, higher wages, and more drug use (KAIROS, 2014, p. 6).

Our interview participants also raised questions about who is likely to benefit from offshore wind industry jobs and emphasized the need to ensure equitable access to benefits for women but also people with disabilities, Indigenous people, and members of the 2SLGBTQQIA+ community. Some participants also noted potential issues for some communities of people. For instance, one person explained that work taking individuals away from home could be challenging for some, including members of the 2SLGBTQQIA+ community or those with mental health issues, which could be exacerbated by isolation.

While examining job numbers and GDP is a typical way of measuring benefits, it is not complete on its own. It is essential to also examine who gets what jobs and why so that offshore wind can expand employment opportunities for under-represented groups (for instance, Indigenous people, Indigenous and non-Indigenous women, youth, racialized people, people with disabilities, 2SLGBTQQIA+ people). The risk of not doing this is that existing inequities are reproduced with the introduction of offshore wind. In addition, we must use an intersectional perspective to consider who may be affected positively and negatively from offshore wind development in NL. When considering potential employment impacts from offshore wind, it may be necessary to examine potential impacts on other industries. For instance, the fishing industry is an important part of the provincial economy and employs a lot of women and temporary foreign workers at fish processing plants in rural NL. Thus, disruptions to the fishery could have significant impacts on women and temporary foreign workers in rural communities.

GBA Plus offers opportunity for more diversified workforce

There is a lot of experience in NL with the oil industry and other forms of resource development as well as with rotational work schedules. Many interview participants acknowledged inequity associated with this work in the province. Interview participants raised potential issues and concerns based on knowledge and experience from cyclical construction projects as well as the oil and mining industries. However, many viewed the offshore wind industry (as well as onshore) as an opportunity for increasing provincial revenue and bringing benefits to diverse populations. That is, it represents an opportunity to apply existing knowledge and skills, retrain existing workers with new skills, and train new people to work in wind energy. Interview participants expressed hope that new offshore wind developments could mean expanded employment opportunities for women, Indigenous people, people with disabilities, and 2SLGBTQQIA+

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people -- in other words, those who have typically not benefited economically from jobs in resource development in the past.

Participants also stressed that that in order for the offshore wind industry to avoid recreating existing inequities, it needs to be planned with equity in mind from the start. One participant stated that "we have a chance now, because we're doing it proactively from the beginning to build some of those pieces in." Another stated that "because it is a new area, it's also an area that women can move into, because it's not already been set up as traditionally male...so there's a lot of opportunity for women to expand into these areas." Another person explained that trades represent the backbone of the NL economy and "introducing more diverse people will just make it better."

An important part of this planning is the inclusion of diverse groups from the start. "Nothing about us without us," as one participant explained. Engaging with community and Indigenous organizations that are already supporting diverse populations' access to employment and working to create supportive and safe work environments could make a significant contribution in this regard. These organizations would bring work-related issues that are important to various populations into the conversation about planning for an offshore wind industry. Examples include organizations working to support women and girls in STEM fields (science, technology, engineering, and math) and skilled trades, address issues of disability in the workplace and community, or offer diversity, equity, inclusion, and accessibility (DEIA)[2] training.

In the following sections, we address the potential for equitable offshore wind employment in two main areas: 1) attracting and training diverse workers, and 2) hiring and retaining diverse workers. In each section we discuss some of the main issues, barriers, and solutions; some potential indicators needed to monitor these issues; and the data needed to do this.

6. Access to training and education

Status
Several relevant training programs exist, including at the College of the North Atlantic, but there are significant barriers and gaps in available information necessary for building a more diverse workforce.

[2] In this report we use the DEIA throughout to emphasize the need to ensure that accessibility is recognized in these initiatives. While we leave DEA in direct quotes, we have changed it in all other places, even when participants did not specifically use that acronym.

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Barriers

- Cultural and social assumptions that training is not for women, people with disabilities, etc.
- Masculine culture, experiences of violence and harassment
- Inadequate learning accommodations
- Costs of program and lost income
- Limited non-standard childcare
- Language of delivery of available programs

Gaps

- Data on education and training, including STEM and apprenticeships, are not available for Indigenous people including Indigenous women, racialized people, people with disabilities, and 2SLGBTQQIA+ folks.
- Data at community level or on experiences of these groups in training are very limited or non-existent.

Mitigation strategies

- Proactive inclusion of learning and workplace accommodations
- Supports related to childcare and other family responsibilities
- Supports for cultural practices
- Financial resources to facilitate participation
- Long- term plan to address labour force gaps in early education and training

There are several skilled trades programs offered in NL. Most notable is the College of the North Atlantic (CNA), which offers programs including construction, heavy equipment operator, welding, industrial electrician, power line technician, plumbing, etc., which may be needed to support future offshore wind development. Memorial University (MUN) has also long offered programs geared toward training people for work in the oil industry, particularly in engineering. The Marine Institute (part of MUN), also has a number of programs geared specifically toward offshore work (including marine engineering, ocean mapping, underwater and remotely operated vehicles) and also offers offshore and industry-specific short courses/training that would likely have overlaps with offshore wind (fall protection, marine first aid, offshore fire, offshore survival, etc.). However, both MUN and CNA have experienced declines in enrollment in their petroleum-related engineering programs that align with changes in the oil industry and have, in recent years, been introducing opportunities to pursue options that would align with decarbonization (Smellie, 2021). In fact, CNA has also recently introduced programs meant to prepare people for jobs in renewable energy, including hydrogen technician, solar PV installer, and wind turbine technician.

Despite these programs, many jobs in STEM fields and trades are dominated by men from the time of training and education. In fact, the percentage of women in trades apprenticeship

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programs in NL has been declining, from 12.5% in 2019 to 8.7% in 2023. Some of the biggest declines were for metal workers (Other) (from 22.1% to 13%), millwrights (11.3% to 6.7%), sheet metal workers (from 16.7% to 13.3%) and welders (from 15.2% to 12.8%). All these trades could be in demand if offshore wind is developed (Statistics Canada, 2024g).

There are organizations and initiatives that are attempting to increase the diversity of workers in STEM fields and trades. For instance, Women in Science and Engineering NL (WSENL) aims to increase the number of women in STEM careers and Trades NL has an Indigenous office that supports Indigenous people in trades. We also note the recent and training development partnership between the Qalipu Nation and the DOB Academy in the Netherlands, which specializes in clean energy-related education (CBC, 2024).

For these and other training programs to maximize local benefits from offshore wind, they need to carefully address the barriers women and diverse populations face in training and entering these fields. We address some of these barriers below.

Barriers and opportunities

Culture and stereotypes

Social and cultural norms, stereotypes, and expectations can discourage women, including those with other identities, from entering and being hired in managerial, STEM, and trades jobs. Women may not feel like they belong in jobs in trades or natural resources and so may not pursue them. One participant stated that women often “take themselves out of the game before it's even a game to play because they don't feel they're a fit there.” Some women find it hard to envision themselves in technical programs or gear because of stereotypes about who goes into trades, what kinds of skills are needed, and what kinds of jobs are appropriate for women. There are still pervasive myths – often reinforced by families, education systems, and society in general – that create barriers to women even putting themselves forward for jobs typically dominated by men. For instance, there may be misconceptions about strength requirements for a job or that trades require having “a background of tinkering in your life.” Not having this experience may leave women feeling unprepared or unfit to pursue work in trades or resource development. This underlines the fact that opportunities people consider possible for themselves are shaped by cultural ideas and stereotypes. As one participant explained, “for girls to know what career possibilities exist in STEM, they need to have access and see people like them in these careers at a very early age.” We heard from a number of participants about the masculine culture in the oil industry and trades more generally and that this creates a broad cultural barrier for diverse populations to pursue careers in these areas.

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One participant explained that a challenge with recruiting women is that they want to know what they're getting themselves into and what to expect if they pursue a job in trades or resource development. This would include a clear understanding of rotational or offshore work, including options for flexibility to accommodate childcare or care duties, safety measures, and diversity of co-workers. As one participant explained, someone may want to know, "will I be the only woman? Because that's very isolating." Understanding the cost of education or training, potential for support, and potential future salary is also important before making a career decision. Additional information, including the availability of housing and transportation, might also be important.

Heteronormativity

Statistics Canada data (Statistics Canada, 2024i) shows that while members of the 2SLGBTQQIA+ community may be more likely than those not in this community to have at least a bachelor's degree (40.3% vs. 36.8%), they are less likely to have a qualification in a trade as their highest education (6.3% vs. 9.2%). One interviewee pointed to the high levels of gender-based violence, specifically by cis men against trans men, trans women, and non-binary people, as being a deterrent to participation in trades or resource development. Statistics Canada data shows that sexual minorities in Canada are more likely than heterosexual Canadians to experience sexual and physical assault and that these assaults are more likely to cause injury (Jaffray, 2020). A small but important set of literature reinforces challenges for members of the 2SLGBTQQIA+ community when it comes to resource development contexts. MacKellar et al.'s (2023) review of research in this area "provides evidence that RDPs [research development projects] both explicitly (through sexual violence and employment discrimination) and implicitly (through entrenched homophobia and sexism) harm vulnerable 2SLGBTQQIA+ populations in nearby communities and RDPs' workplaces" (p. 46). Awareness of this culture may deter some people from pursuing such careers. In their research about the experiences of 2SLGBTQQIA+ folks with employment, Brennan et al. (2022b) found that choices regarding employment were "constrained," and that part of this constraint was "the absence of safe and inclusive job opportunities" (p. 5). If people don't envision a job as safe, it is unlikely they will pursue training.

Disability

In 2022, 28% of men and 33.7% of women in NL had disabilities (Statistics Canada, 2024g). 19.1% of women with disabilities and 20.6% of men with disabilities in NL had no high school certificate (Statistics Canada, 2024k). Notably in 2022, only 5.1% of women with disabilities and 14.5% of men with disabilities in NL had a trades certificate or diploma (Statistics Canada,

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2024k). The barriers to education for someone with a disability can include inaccessible buildings, lack of transportation, unavailable programs or supports, and a lack of assistive devices or accommodations, in addition to disability stigma and discrimination (Schimmele et al. 2021). In 2022, 54.3% of NL women with disabilities said they faced at least one barrier in public spaces (Statistics Canada, 2024b) and almost half (45.4%) of NL women with disabilities faced at least one barrier in access to programs and services (Statistics Canada, 2024j).

A lack of information and encouragement during school, when students are exploring career options, is another barrier to education and training. School counselors may not be aware of the possibilities for students with disabilities and because of this, students may not be encouraged to pursue some areas, including resource development and trades. One interview participant explained that unconscious bias when students are trying to develop career plans is a significant barrier. For instance, a student using a wheelchair or mobility device may be steered toward office jobs rather than exploring opportunities in a variety of fields and learning about potential accommodations. Thus, more education for educators is needed to counsel students, help them understand possibilities, and visualize themselves in a variety of jobs. This would be supported by more accessible company/work site visits and internship positions.

Of people with disabilities in NL, 18.3% identify as having learning disabilities (Statistics Canada, 2024j). These learning disabilities pose barriers, particularly at the education and training level. Dyslexia or ADHD can be a significant challenge in an educational setting and may lead to program noncompletion if supports are not provided. This can lead to stress for individuals and families with particular career or financial goals and may be frustrating for people who have practical skills but are challenged in classroom settings. One participant noted that it can be a challenge to receive accommodations because there are often requirements for onerous paperwork or expensive diagnoses.

2SLGBTQQIA+ folks experience higher rates of harassment, violence, and unwanted sexual behaviours than non 2SLGBTQQIA+ folks (Rabinowitz, 2024). One participant also pointed out that members of the queer community are more likely part of the neurodivergent community or living on lower or supported income, which is supported by some research as well (Brennan et al, 2021a; Rabinowitz, 2024). This intersection – between disability and sexual orientation and gender identity – may create new barriers to participating in education and training programs and thus to accessing the supports needed to succeed in these programs.

Ultimately, seeing people who look like you in the workforce, receiving information about available accommodations, and understanding future work patterns, expectations (e.g., work schedules, consideration of work-life balance), and available supports (i.e., for dependent care) can help make a career in wind development seem more achievable, especially for communities who have faced persistent barriers and exclusions. Interview participants expressed optimism that wind development projects (both onshore and offshore) could be different for women, with

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one stating that “because it is a new area, it's also an area that women can move into, because it's not already been set up as traditionally male.” This, however, will require specific effort to make workplaces safe and supportive for diverse populations, which is something we address below.

Cost and access to training

The costs of education and training are a barrier for increasing training and employment for diverse populations. One participant explained that one of the biggest barriers to women getting into trades or resource development jobs is their current work in precarious employment, a term that “describes work experiences ... associated with instability, lack of protection, and socioeconomic vulnerability... [and often associated with] low income level” (Canadian Centre for Occupational Health and Safety, n.d.). Women can get stuck in poorly paid and insecure jobs without opportunities for advancement. One person explained that if a woman doesn't want to work in a retail job, for instance, there should be an opportunity to pursue other careers. This person further explained that “the cost of going to school should not be a barrier to moving forward with that. Or if they are a single parent. These are things that as a society we need to help people overcome.”

As noted above, there are specific programs being developed to train people for jobs in renewable energy fields in NL. However, financial barriers make access difficult for some. Even CNA, with its relatively low tuition fees, can still be challenging to access for people with low income or family responsibilities. One interview participant explained that ideally, there would be no cost for public college and university and that there would be incentives and supports for Newfoundlanders and Labradorians to pursue training. These might include grants and other benefits to help cover household needs or changing eligibility criteria for funding to access training. For instance, someone may be ineligible for funding because they are attached to the workforce. However, as one person explained, a single mom’s inability to access a student loan may be “a deal breaker for them,” putting training beyond their reach. Moreover, if someone is already working a job and trying to go to school, they may have a greater need for non-standard childcare with longer and/or flexible hours. One participant explained that “government doesn't like to invest in career change. Oftentimes, they're just as happy to have those women in those retail jobs.” In short, a government intent on expanding provincial industries and maximizing local benefits should invest in training local workers to the full extent, including making training accessible to a diverse population.

One interview participant identified the need for “formalized partnerships between labor, community and industry to help support particular communities in gaining access to good quality jobs,” calling attention to the “Pathways to Shipbuilding” model in Nova Scotia. Launched in 2016, this initiative involved the collaboration of ten industry, government, union and Indigenous partners to create training and job opportunities for 20 Indigenous students in metal

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fabrication and a pathway to employment in shipbuilding (Unifor, 2016). It involved a fourteen-week customized preparatory training program focused on personal and academic readiness for a metal fabrication career followed by a two-year metal fabrication program at Nova Scotia Community College, (NSCC) including "mentoring and coaching by community and industry supporters, and two work terms at Irving Shipbuilding's Halifax Shipyard" (Irving, 2018). The Pathways to Shipbuilding program was subsequently expanded to create paths for women with Women Unlimited, and for African Nova Scotians with the East Preston Empowerment Academy (Irving, 2018).

Timing and location of training

Timing and location can be barriers to participating in training, in part because of the increased stress on finances and childcare. Because Newfoundland and Labrador is a rural province, transportation to/from training in other communities may be a barrier for some and would increase costs and put stress on a trainee's other responsibilities. For instance, the need to travel for training would put additional pressure on childcare needs as childcare may be needed for longer periods of time and/or in new locations. The challenges of this were explained by an interview participant from our similar work in Nova Scotia (Fusco et al., 2024). This person explained that even when a stipend is offered for training, it may all be spent on childcare, leaving less for training costs, transportation, accommodation, etc. "Then halfway through [they] realize I can't do it." Furthermore, there are shortages of adequate childcare spaces in the province, something one interview participant noted has led to women having to step back from their educational plans. Consequently, we heard from participants about the importance of wrap around supports to help ensure that barriers to participating in training are addressed. As one person stated, it's not just about "eliminating the upfront costs, but also providing people with grants and other benefits that help them take care of household costs so that they can go pursue training." Concerns about Indigenous women being able to access training, particularly because of transportation and childcare barriers, were raised by a member of the GBA Plus advisory committee. Further, supports for ensuring Indigenous women's participation in training opportunities might also include designing programs that align with their interests and goals.

Language and credentials

Language can pose a significant barrier to participating in education and training programs for those new to Canada. Thus, language training may need to be incorporated into training programs focused on jobs necessary in the wind resource development sector. There are examples of programs that work specifically with newcomers to Canada to prepare them for jobs in ways that account for language and cultural differences. The Association for New Canadians, for instance, offers the "build your future" program, which focusses on getting newcomers with experience in the construction industry ready to work in Canada. They also created a program to

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offer culinary training to newcomers to prepare them for employment in the food industry through which skills in preparing food, running a business, and language are practiced (ANC, n.d.). Enhancing language skills can also be offered as part of employment. At the same time, language may be a particular barrier for women newcomers to Canada. As one participant explained, in families, men may get priority regarding language training, which creates additional barriers to participating in employment training and finding employment. Moreover, the need to find childcare presents an additional challenge.

One interviewee from our work in Nova Scotia (Fusco et al., 2024) explained that Indigenous people may face barriers to participating in new development projects if they are not fluent in English or French. This impact on language is important, as this interviewee stated, because "language is one of the repositories of culture and where the laws and worldview is expressed. So losing the language is a significant cultural impact on Indigenous communities." Inuit women participating in research about social impacts of mining near Qamani'tuaq (Baker Lake) in Nunavut explained that they felt it was an injustice that people could work in French at the mine because it was an official language, but that Inuit could not work in Inuktitut. This research also reports that issues with language led some people to leave their jobs at the mine (Czyzewski et al., 2016).

Training and employment targets

Efforts to diversify the workforce for employment in offshore wind requires more funding for pre-apprenticeships, apprenticeships, and other forms of training, as well as policies and enrolment targets that would support underrepresented groups (Borrus, 2022; Stefek et al., 2022). Ensuring that jobs are accessible more widely would require that training is inclusive of people with disabilities and provides required workplace accommodations, accommodates and supports childbearing and raising a family, and supports cultural practices of Indigenous and racialized groups. Responding to recommendations that have already been made through research focused on removing barriers to women's employment and safety in the resource development sector is vital in this regard. For instance, when asked about support services that they would like to see in the workplace, several women who participated in Pauktuutit's (2021) research stated that on-site childcare services and supports for families in communities are needed for Inuit women working in the industry. The report also offers several helpful recommendations for reducing workplace barriers and responding to issues of violence (pp. 21-22). In the absence of training and employment targets for underrepresented groups, recruiting from existing pools of workers will reproduce a predominantly white and male labour force (Borrus, 2022; Stefek et al., 2022). Moreover, longer term efforts to address gaps in learning and education from an early age are needed.

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Indicators for education & training

State of data

Guided by the findings from our targeted literature review and the interviews, we reviewed publicly available data, primarily from Statistics Canada, to identify what disaggregated data existed that could be helpful for GBA Plus.

Overall, interviewees wanted to see more disaggregated data and had ideas of how it could be collected both within their organizations and by government. In the area of education and training, there was interest in knowing how many women are registered in trades and technology programs as well as in relevant post-secondary programs.

A table of potential indicators and data sources for education and training is found at the end of the report (Appendix A, Table 1). Available data are most commonly disaggregated by province, age group, and binary sex. We found some relevant sources for data on specific areas. These include literacy and numeracy, level of education for persons with and without disabilities, field of study, graduation of certificate and diploma students, apprenticeships, post-secondary enrollment, and STEM training for under-represented groups. These data sources do not, however, offer data disaggregated by a consistent set of variables. Further, a number of important factors for disaggregating data are not included. Missing data includes data for Indigenous people, racialized people, people with disabilities, and 2SLGBTQQIA+ folks. Data at community level or on experiences of these groups in training and education are very limited or non-existent.

7. Employment and retention

Status

While we have little statistical data about who gets which jobs in the resource industry generally, and in offshore resource industries specifically, the barriers to the participation of women, Indigenous people, racialized people, people with disabilities, and 2SLGBTQQIA+ folks in terms of recruitment and hiring, employment, and retention are well documented. These limit their participation in the offshore labour force.

Barriers

1. Recruitment and hiring
    - Inclusion policies are rarely evident within companies.
    - Unconscious bias exists in hiring, which leads to discrimination.
    - Lack of specific employment targets in terms of total participation rate or types of position held by Indigenous and other women, or other historically marginalized groups, such as people with disabilities.

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2. Employment and Retention
    - Work location and schedules can worsen existing inequities, including access to childcare, mental health, wage gaps, access to disability supports or required medications, and participation in cultural practices.
    - Lack of safety in the workplace exists for women, Indigenous women, men, and 2SLGBTQQIA+ folks, racialized people, people with disabilities, and people whose identities cross these groups.
    - Discrimination, harassment, and bullying exist.
    - Discrimination exists in terms of policies and practices that assume heterosexuality, lack of care responsibilities, physical or mental abilities, cultural or religious practices, etc.
    - Few policies and practices exist that ensure all employees understand and recognize how to support diversity in the workplace.
    - Health and safety policies and practices fail to address the specific needs of diverse bodies, including women, pregnant people, trans folks, and people with disabilities.

<u>Gaps</u>

- Data on employment reflecting gender, Indigenous identity, disability, race, and sexuality are not often available.
- Data at the community level, or about the experiences of diverse groups with training are very limited or non-existent.

<u>Mitigation strategies</u>

1. Recruitment and hiring
    - Create and advertise accommodation and inclusion strategies to address needs and concerns of women and diverse groups.
    - Create and implement targeted employment strategies to ensure greater diversity.
    - Enact anonymous recruitment to assist with countering unconscious bias and discrimination in hiring.
2. Employment and retention
    - Plan and budget with diversity in mind from the beginning of a project.
    - Ensure pay equity.
    - Provide flexible workplace policies.
    - Create mentorship programs for women and members of diverse groups.
    - Learn about and create spaces that respect and reflect Indigenous values and traditions.
    - Provide DEIA training for all employees.
    - Hire more diverse leadership reflecting underrepresented groups.
    - Ensure regular check-ins and anonymous surveys about employees' wellness and sense of safety and inclusion.

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Employment in NL: An intersectional perspective

According to Offshore Energies UK, a not for profit representing the UK offshore energy industry (including both wind and oil), "more than 90% of the UK offshore oil and gas workforce can move relatively easily between sectors" (Offshore Energies UK, 2023, p. 12). In fact, it specifically notes the overlap in construction activities for oil and gas and wind, such as steel fabrication (p. 12), meaning that workers in these fields would likely be able to find work in both types of projects. However, the energy sector has traditionally been dominated by men, with 76% fewer women than men (IEA, n.d.). This offers a caveat to the hope that offshore wind can be approached as an entirely new industry and highlights the importance of specific measures to change this employment pattern and distribute the economic benefits of offshore wind employment across a more diverse population.

The International Renewable Energy Agency (IRENA) conducted a survey in 2019 about women working in the offshore wind industry, barriers they face, and potential solutions. They found that women made up an average of 21% of wind energy jobs and were over-represented in administrative positions and underrepresented in senior management, management, and STEM jobs as well as on boards of directors of organizations (IRENA, 2020, p. 20). Women's employment was lowest in manufacturing activities, which are "better-paying jobs than other segments of an industry" (IRENA, 2020, p. 22).

Similar numbers are seen in other established resource industries, such as the oil and gas industry. In NL, the most recent 2023 benefits report for the Hibernia offshore oil project shows that there were 174 female and 1106 male employees. However, 68% of female employees worked in administrative and clerical positions vs. 32% of male employees; 25% of females were engineers vs. 75% male; and 13% of females were supervisors, middle, and senior managers vs. 87% male. Moreover, only 2% of skilled crafts and trades were female (Hibernia, 2023, p. 4), significantly below the national average of 5% (Wall, 2023). The Hibernia numbers were very similar to those found in the 2023 benefits report for NL's Hebron offshore oil project (Hebron, 2023).

This benefits report, however, provides the results of the company's workplace self-identification survey, which shows that Indigenous people made up 2% of professional and technical positions, 2% of skilled crafts and trades, and 1% of administrative positions. Visible minorities made up 10% of sales and services, 8% of manual workers, and a very small number of technical and professional (3%), administrative (2%), managers and supervisors (1%), skilled crafts and trades (1%). Persons with disabilities made up only 1% of administrative positions and 1% of skilled crafts and trades positions (Hebron, 2023, p. 11). Using data from the Canadian Survey on Disability, Statistics Canada suggests that roughly 32,190 males and 7,780 females with disabilities are employed in the natural resources, agriculture, and related production occupations (Statistics Canada, 2020). While these numbers offer some level of disaggregation, it is limited and thus there remain significant data gaps about who is benefiting and who is not from jobs in resource development.

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For example, there is little or no disaggregated or intersectional data to identify jobs held by Indigenous women and men, racialized workers, workers with disabilities or 2SLGBTQQIA+ workers, or people who have any combination of these identities. Brennan et al. (2022a) explored the economic, health, and social inequities that 2SLGBTQQIA+ people experience in Canada and state that there is "a hierarchy of annual employment earnings from high to low as follows: heterosexual men, gay men, lesbian women, bisexual men/heterosexual women, and bisexual women," with heterosexual men making more than twice as much as bisexual women (p. 9). Heterosexual men were more likely to be employed and employed full time than all sexual minorities, but there was variation in the experiences of sexual minorities as well, which, as Brennan et al. (2022a) point out, highlights the need to consider these variations rather than treat 2SLGBTQQIA+ as one homogenous group (p. 9).

People with disabilities in Newfoundland and Labrador have a lower employment rate, a higher unemployment rate, and lower hourly earnings than people without disabilities in NL (Statistics Canada, 2023b). The gap in earnings is especially significant for women with disabilities. In 2022, women with disabilities earned $3.92/hour less than men with disabilities, $1.89 less per hour than women without disabilities, and $3.93/hour less than men without disabilities (Statistics Canada, 2023b, p. 9-10). NL has the lowest employment rate among people with disabilities across Canada, well below the national average at 39% (Vergara and Hardy, 2024, p. 8). NL also has one of the largest gaps between the employment rates of people with and without disabilities (19 %), with only Manitoba having a slightly larger gap (Vergara and Hardy, 2024, p. 8). This gap in employment rates was true across all racialized groups in Canada (Vergara and Hardy, 2024, 11). Across Canada, people with disabilities usually work fewer hours per week than those without disabilities, often not by choice (Vergara and Hardy, 2024, p. 12).

The underrepresentation of women as engineers, managers, and skilled trades partly accounts for a significant gender wage gap in the energy sector. The International Energy Agency (IEA) reports wages for women are about 20% less than men (IEA, n.d.). An Offshore Energies UK report found that "on average, men hold 76.27% of the positions in the highest paid quartile, while women hold 23.73%" (Offshore Energies UK, 2023, p. 29). Not only are women often in the lower paid directly-created jobs in the energy industry, but many of the indirect and induced jobs the offshore wind industry is expected to create are in areas dominated by women and are often jobs that are precarious, typically pay less, and may not include benefits, as Table 2 above shows (e.g. restaurants, retail, physician office staff, individual and family services, other food, and drinking places). Women and other marginalized groups are more likely to be overrepresented in lower paying jobs that increase with resource development, like retail, food, and hospitality (Alook et al., 2019, p. 9; Cadigan, 2012). In Canada, accommodation and food services are some of the lowest wage jobs and have more females working in them than males (Statistics Canada, 2025). Forestry, fishing, mining, quarrying, oil and gas are some of the highest paying jobs and are significantly overrepresented by males (Statistics Canada, 2025). The

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Draft Regional Assessment report (Table 7.13.12) provides the number of people employed by job category in NL by sex, including for mining, quarrying, and oil and gas extraction (6860 male, 1455 female), construction (12240 male, 1620 female), accommodation and food service (4915 male, 7585 female), health care and social assistance (6440 men, 31035 female).

While we know that women are typically not getting the higher paid jobs that result from resource development -- both within and outside of the industry -- it is important to consider factors that could contribute to more equitable pay. This includes internal and external policies and laws regarding pay equity but also the role of unions. For instance, the Vineyard Wind economic update document highlights the significant pay increase that women, Hispanic, and Black workers make when they are unionized. Hourly wages for Black unionized workers, for instance, were 14.7% higher than non-unionized Black workers. This compares to the 9.6% more that white workers make than non-unionized white workers. Weekly earnings of women in unionized jobs were 30.9% more than women in non-unionized jobs while earnings of Hispanic women in unions were 42.1% higher than non-unionized Hispanic women (Borges and Goodman, 2022, p. 12).

An IRENA study found that for women employed in the offshore wind industry already, the issues were less about advancement and more about retention. It noted that some of the major issues had to do with the fairness of internal policies, inability to work from home or have flex time, and inadequate parental leave and childcare (IRENA, 2020, p. 26).

Mentorship programs have also been shown to increase the retention of related to advancement in non-traditional employment. Mentorship could include having a trusted person on site, “someone who's like them, who they can go to.” Having something like “a buddy” is important “because these work sites are their own little communities.” One interview participant also emphasized that some women might not want to advance and that this choice needs to be respected. This person stated that “we unintentionally place pressure on women to advance because you're blazing trails, and you're breaking glass ceilings and whatever. But if you want to be a heavy truck and transport mechanic and go home to your family at the end of the day and shut off your work, then you should feel secure to be able to do that.” This person went on to state that “we also need to give women permission to realize that whatever they're doing, it's enough.” This highlights the multiple and overlapping responsibilities of women within the family and community, something we address below.

Barriers and opportunities

Interview participants expressed hope for offshore wind, with one explaining that “we have an ability here to create a project that is built for equality right from the beginning.” This includes building in equitable hiring processes, safe spaces for people to work, and normalizing supports

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for women and people with disabilities. Recommendations emerging from existing reports can offer guidance in these regards (e.g., Pauktuutit Inuit Women of Canada, 2021; Narratives Inc., n.d.). One participant noted that offshore wind is an opportunity to center equity proactively and as part of project planning processes rather than trying to address problems that arise after the fact. For instance, including a disability lens from the start can ensure that not only is all infrastructure built accessibly but also that policies, practices, and initiatives can be established early in terms of training and retention. Another participant noted that the emerging industry creates an opportunity to look at projects from a queer perspective and ask "how do we ensure that queer people feel safe here. What does our future look like here?" Below we examine some of the barriers and opportunities for building a new offshore wind industry that will have inclusive, safe, and equitable hiring and retention practices.

Recruitment and hiring practices

A number of interview participants noted the importance of potential employees seeing themselves reflected in the company, including who they see on a website, in the interview room, and in leadership positions. One person explained that when people see themselves in the people they work with and for, "there is a level of attraction that comes to work with those organizations, and also a level of safety that can come with that." We also heard about the importance of inclusive language and whether it points to specific inclusive policies. This specificity, one person explained, highlights action vs. performativity. Inclusivity is not just about words on a website or "putting a person of color on their website to have a performative action that they are promoting diversity and inclusiveness." Rather, these words and images have to be matched with actual actions and policies that will make the workplace safe and inclusive for everyone. Hiring diversely should not be, as one person pointed out, about checking a box or looking good from the outside. Seeing this link between inclusive language and policies will help indicate to potential employees what the work experience might be like.

Seeing the policies of a company up front is important for women and diverse populations to understand what a job will entail -- to know what they are getting into, as one participant explained. For instance, someone with children or other care responsibilities may need flexibility or to plan for different types of childcare (such as non-traditional hours). At the same time, companies don't have to reinvent the wheel in terms of some recruitment practices. As one person noted, "you don't need to be scratching your head going, how are we gonna get these people beyond the norm of applicants?" That is, companies can look toward organizations already working with diverse populations around employment opportunities.

Implementing hiring practices that reduce discrimination based on things like names or what country a person is from is also an important way to diversify the workforce and reduce unconscious bias (CCRW, n.d.). The use of anonymous recruitment, for instance, can help "to

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ensure that all of the candidates have an opportunity to put themselves forward for a particular job if they have the skills to do that work right." At the same time, a diverse hiring team will bring different viewpoints to the recruitment and hiring process and help diverse candidates feel more welcome.

Some participants expressed support for employment targets because of how they can start to change company culture. One participant hoped that mandated targets would help companies see the benefits of emphasizing diverse hiring and that they had been missing out on an untapped labour pool While companies may have to make some changes in policies to meet targets, for instance through flexible work hours, these may be minimal compared to the benefit. Targets also help to build a culture where inclusive policies are normalized. One person stated that "with a few not really difficult changes, maybe to a policy or flexible work schedule or more equitable hiring practices, they can have a workforce that's going to allow them to compete."

Work Schedules and Work Location

Neither of the offshore wind projects we examined (Atlantic Shores or Vineyard Wind) discussed work location or work schedules for the different jobs that would be created; however, details about both could significantly shape who will apply for and keep jobs. For instance, both projects noted that the offshore wind sites would be monitored from onshore, which would provide more stable and/or potentially more flexible schedules (if internal policies allowed for it) and thus may be more accommodating for women or people for whom other responsibilities or life situations would make offshore work challenging or impossible. This could help explain why offshore work is far less likely to be done by women. In fact, The UK Offshore Energy Association *Workforce Insight* report states that for 2021, females made up only 3.4% of offshore travelers and that this has not changed much over recent years (UK Offshore Energy Association, 2022, p. 17).

While some construction jobs for offshore wind project development may be onshore (laying cables, building substations and operations facilities); the offshore construction work could include rotational schedules (two weeks on, two weeks off, for instance). Some long-term jobs would also involve offshore work. Offshore wind technicians, for instance, would be needed to do regular maintenance and address problems that arise, such as damage from lightning strikes or hurricanes (UTM Consultants, n.d.). Orsted, a major offshore wind company, advertises its offshore wind technician jobs in the northeast US, stating that the type of shift work would depend on the specific project: "For our wind farms serviceable by day trips on a crew transfer vessel (CTV), you'll work on a seven-days-on/seven-days-off shift pattern. For other wind farms, you'll be based on a service and operations vessel (SOV), a state-of-the-art liveaboard ship with private quarters, a gym, etc. Here you'll work a 14-day shift, followed by 14 days' off shift" (Orsted, n.d.).

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This type of rotational work, however, creates significant barriers to women or other marginalized groups. Women do far more unpaid and care work that may not allow them to be offshore or away from home for large chunks of time (Manning et al., 2018; Reclaiming Power, 2019), a factor that could pose distinct barriers for Indigenous women (Ibid.). Rotational schedules can also interfere with the ability to participate in cultural practices, potentially uniquely detrimental to Indigenous women (Manning et al., 2018, p. 11). Rotational work can also create barriers for workers with disabilities who rely on personal care supports or who need access to specialized transportation systems.

Different types of work schedules and the need to travel offshore can exacerbate existing issues and barriers. Offshore work means there is less ability to have flexibility when working to accommodate care work. If there is not appropriate childcare available, this may mean that women/others cannot take these jobs even if they are trained.

One participant explained that offshore work or work away from home may be challenging for people in the 2SLGBTQQIA+ community as well. Isolation away from community and supports and in spaces that may not feel safe can exacerbate mental health issues. Statistics Canada data shows that sexual minorities in Canada are more likely to describe their mental health as poor to fair (32%) compared to heterosexual Canadians (11%), more likely to consider suicide (40% vs 15%), and more likely to be diagnosed with a mood or anxiety disorder (41% vs. 15%). Moreover, they are more likely to use drugs or alcohol to deal with abuse experienced (Jaffray 2020). There can also be barriers for people if they are working offshore or in rotational settings if they need specific medications, including hormone replacement therapy. Ensuring that there are plans made in advance to ensure employees have what they need when working away from home will increase confidence and reduce barriers for this type of employment.

Women can also be impacted if their partner takes a job with a rotational schedule. This leaves them responsible for childcare or other care duties but also with fewer options to work themselves. As Dorrow (2015) found in research in Fort McMurray, women whose partners worked in oil may find part time work, such as in nonprofit or service sectors; however, some may not work at all because of a lack of childcare. Women, particularly those facing existing marginalization and inequity, including Indigenous, racialized, 2SLGBTQQIA+, and immigrant women, may also be more likely to get work in the precarious gig economy since it offers more flexibility than traditional jobs. Some people with disabilities may also feel they have to turn to gig work because of a lack of other employment options (Penner et al., 2023). However, gig work may include poor or dangerous working conditions and similar gender wage disparities as traditional employment (Salter et al., 2023, p. 5). Indeed, gig work may be attractive for women because it allows them to work around existing childcare or other care responsibilities; however, men who do not have these restrictions are still better able to benefit from gig work (Salter et al., 2023, p. 5). Moreover, pursuing gig work may disrupt a woman's important social relationships. For instance, gig work does not include the same type of regular schedule, physical office time,

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or regular check-ins where a co-worker would notice if a colleague had a black eye or didn't come to work on time.

Indigenous people may also feel pressure to adjust their practices to get or maintain positions in resource development. For instance, work schedules may interfere with participation in hunting, fishing, or ceremonies, and these interruptions could in turn impact both connection to culture and food security. Changes in the ability to participate in cultural practices can also impact Indigenous mental health (Salerno et al., 2021, p. 11). Further, Manning et al. state that the "Loss of access to land and parts of their traditional territory due to resource development projects can have far-reaching cultural and spiritual impacts for Indigenous women and communities" (2018, p. 13).

Flexible and inclusive policies

Workplace policies need to address the barriers and challenges faced by women and diverse populations to retain these workers. For instance, women in Canada are much more likely than men to provide care, either for children, care-dependent adults, or both (Statistics Canada, 2022a) creating a challenge in meeting needs at work and home. Furthermore, the care duties of men and women differ. Women do more regular tasks like personal care and coordinating appointments while men do more infrequent tasks like work outside and on maintaining the house. Women are also more likely to report experiencing mental or physical effects from care-giving duties, such as feeling tired, anxious, or depressed (Statistics Canada, 2022a) indicating a need for better workplace policies.

The need to ensure good quality childcare with well-paid employees was brought up by participants. As noted above, one of the barriers for women with young children is inadequate childcare. For childcare to be effective and reduce barriers, it must be the right kind of childcare. If childcare doesn't exist or doesn't fit the community or family needs, then a Canada-wide $10/day benefit will be ineffective. For instance, many daycares operate during regular office hours during the day. However, a family with rotational workers may need childcare during non-traditional hours, extended hours, or overnight. Project planning often involves consideration of workers and the training required to ensure local benefits. This planning could also include childcare to ensure that childcare needs are assessed and planned for in advance of project development.

It is important to distinguish between "flexible" childcare and non-standard hours childcare, which are related, but not identical. " 'Flexibility' " generally means that childcare arrangements can change or be arranged "on demand"; this may apply to both standard hours and non-standard hours childcare" (Lero et al., 2019, p. xii). Non-standard work hours are characteristic of many precarious jobs, including those in accommodation and food service, where many women are concentrated in low paying jobs. "Canada's non-standard workers are more likely to be women,

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parents, younger in age, racialized and recent immigrants, Indigenous, and to have less formal education and lower incomes than workers with standard employment" (Lero et al., 2019, p. iv). Also, mothers have a higher degree of precarious employment than fathers, since mothers with "non-standard schedules were more likely to have temporary, seasonal, or contract work and/or to work part-time hours than fathers who worked non-standard hours" (Lero et al., 2019, p. v).

One potential option is for childcare to be included in community benefits agreements with companies. This could involve a company investing in infrastructure, such as a childcare facility, with communities themselves then advocating for the kind of childcare needed. Some interview participants pointed to other places where childcare is being offered on site. However, an important aspect of this is to ensure that childcare workers are paid well. As one person explained, "that whole sector, the early childhood sector dominated by women, one of the most important jobs in the world. And look at how that pay scale shows up."

Participants discussed the need for flexibility at work because of the care duties of women and diverse populations in the workforce, including care for children, elderly parents, and family members or partners with a disability or recovering from gender-affirming surgery. Flexibility in terms of work hours, paid leaves of absence for caring work or the ability to work remotely can help reduce the stress involved with the types of care duties women are more likely to perform, including picking up kids and appointments (de Laat, 2020, p. 2). However, flexibility or remote work can have negative associations because of "our masculinized understanding of what it means to be an ideal worker" (de Laat, 2020, p. 4), that is, someone who can work long hours without the distraction of outside responsibilities. Supporting flexibility in the workplace thus helps to support cultural shifts, which will also likely mean that men experience less negativity when seeking flexibility to perform care duties (de Laat, 2020, p. 4).

Inclusive benefits

Benefits policies are also important for retaining workers. These include adequate wages, good vacation time, and comprehensive additional health coverage. In their research, Brennan et al. (2022b) highlight the importance of benefits packages that specifically account for the lived experiences of 2SLGBTQQIA+ individuals, including "coverage for gender affirming medical procedures, financial support for in vitro fertilization and surrogacy, commensurate parental leave, and extended mental health benefits" (p. 71). Indeed, our interviews highlighted this point as well, with one person stating that "subsidies for people who need binders and gaffs "is something that will allow them to work, much like you get ergonomic chairs if you work in an office job."

Extended coverage for mental health was also something noted in Brennan et al. and stressed in interviews. People spoke about the increased stress for diverse populations in the workplace. For instance, three in ten 2SLGBTQQIA+ people in Canada report fair or poor mental health

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compared to fewer than one in ten non-2SLGBTQQIA+ (Statistics Canada, 2024i). Moreover, as noted above, women with care duties are more likely than men to experience negative mental health implications. Participants also spoke about the need for ways to support people within the workplace, including when working away from home (such as offshore). This could include having counsellors available, incorporating mental health and wellbeing into the workday, and checking in with employees. Brennan et al. (2022b) also note the importance of extended mental health as part of benefits plans and the importance of this to SLGBTQQIA+ individuals, specifically if they need to seek out specific types of support.

Access and Inclusion

In 2022, 33.7% of women and 28% of men in NL had disabilities. Despite making up a high proportion of the population, we found little attention was given to the situation of people with disabilities in our targeted scan of literature on the impacts of offshore wind development.

In 2021, Newfoundland and Labrador adopted *An Act Respecting Accessibility in the Province to* enable the government to outline principles and goals for an accessible province and to "improve accessibility by identifying, preventing and removing barriers that prevent persons with disabilities from full participation in society" (NL, n.d.). The legislation requires that accessibility standards be developed in a number of areas including employment. Public bodies, including government departments, Crown corporations, Memorial University, and the College of the North Atlantic, have to develop and submit accessibility plans that demonstrate how they meet the standards. Despite this Act, only public entities are required to report on their accessibility. Many believe this should be a broader requirement.

For women and men with disabilities, accessibility barriers can be experienced in a number of ways. The federal government's new Accessibility Standard for Employment notes that "During their employment journey, people with disabilities encounter barriers to accessibility and inclusion in the work environment. These might include

- transitional barriers (barriers to accessing the work environment);
- attitudinal barriers (differential treatment and discrimination in the work environment);
- environmental barriers (barriers found within the work environment); and,
- barriers to ensuring a safe work environment for all workers" (Accessibility Standards Canada, 2024).

To build disability confidence means that employers become more comfortable in recruiting, hiring, onboarding, and retaining workers with disabilities. The Canadian Council for Rehabilitation and Work (CCRW) offers resources and a toolkit to support this work.

Ideally, disability in its diversity would be considered from early planning phases of a project so that it could be incorporated into all aspects of a project going forward. In the case of new

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projects, this would mean designing and building new infrastructure with a disability lens from the start rather than trying to fix problems after the fact. This would include housing or work camps if these are company provided. It would also mean implementing policies to address all types of disability – those that are visible or invisible. This disability lens would also recognize that disability shapes more than the workplace and includes employees' families. A worker with a family member with a disability would have to consider issues like accessing accessible housing, transportation, and healthcare, or the services available through schools.

Disability confidence can help to address misconceptions about who can work where. For instance, one participant explained that there can be an assumption that people with disabilities cannot work in trades because of the physical aspects of the work. To address these attitudinal barriers requires knowing that many different types of disabilities and barriers exist and may require different (or no) accommodations.

Every step of an employment journey may involve providing workplace accommodations for workers with disabilities. In 2017, one-third of people with disabilities who were employed reported requiring at least one workplace accommodation (Morris, 2019, p. 4). These could include flexible work arrangements, workstation modifications, and human or technical supports. Yet over 35% of those who said they required accommodations say only some or none of their required workplace accommodation needs have been met (Statistics Canada, 2024l). Some of the most frequent reasons for not requesting accommodations by people with disabilities include they were uncomfortable asking, did not want to cause difficulty for the employer, did not want to disclose their need for accommodation, and were afraid of negative outcomes (Statistics Canada, 2024).

One participant explained that disclosing disability at work can be helpful in terms of working toward normalizing disability and accommodations but that many people may not feel comfortable or safe doing this. While disclosing a disability can help to normalize disability and accommodations, it may not be an option some people are comfortable with, especially in workspaces dominated by masculine culture, like trades and resource work. As one person explained, "you can probably imagine that using the word disability in the trades is a little bit of a hard sell." As one person explained, disclosing a disability itself may feel unsafe, but this would be exacerbated for people with intersecting identities. For instance, a woman of color in the 2SLGBTQQIA+ community may not want to disclose because they may feel like there are already "three strikes" against them. Similarly, Indigenous people may feel less comfortable disclosing because of longstanding misconceptions and stereotypes resulting from historical and ongoing colonial relations (Reclaiming Power, 2019).

One participant brought up the importance of equity vs. equality as an important aspect of inclusive workplaces. Everyone does not get the same treatment (equality) but rather, people may need different things to bring them to the same starting point in the workplace (equity). For

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instance, if someone is in a wheelchair, this doesn't mean they can't work on a car, but they may need accommodation so that they can work more easily. One person stated that "the issue is not the fact that I can't walk the stairs to get to the second floor. The issue is that there's also not an escalator or an elevator there to be able to accommodate me to get to that spot." Similarly, another participant explained that someone who wears a binder may not be able to wear it in extreme heat or under very heavy clothing and so might need more breaks or a specialized binder that is less constricting but has the same effect. Furthermore, they stressed that "having these things -- and having gender diverse people and trans people and non-binary people within the workforce and making them comfortable -- offers retention and long-term investment within projects." This person went on to say that "investing in your own community would be so important to really start this new system, at the very least in a gender, diverse and equitable way for everybody."

Safety and discrimination at work

Women, Indigenous people, people with disabilities, and 2SLGBTQQIA+ people may face discrimination and/or racism at work, which could lead to them quitting. This issue was specifically highlighted in the Missing and Murdered Indigenous Women and Girls report (Reclaiming Power, 2019). People with disabilities noted their experiences with discrimination often came in the hiring process. Roughly one-third of those who experience discrimination felt they were disadvantaged in employment because of their disability (Schimmele et al., 2021b, p. 10). The culture of resource development, which has been described as having "'hyper masculine' work environments" (Reclaiming Power, 2019, p. 589) may make women feel uncomfortable, unwelcome, and unsafe (see also Moodie et al., 2021). As Dalseg et al. (2018) state, "The masculine culture of these industries has meant that almost all spaces associated with resource extraction, such as workplaces, boardrooms, or community meetings, are antagonistic to the participation of women" (p. 139). We heard concern about this in interviews, specifically that working in male dominated spaces presented challenges for women and diverse populations.

Prejudice and discrimination that created barriers to getting and retaining jobs was also discussed in a report done for Women and Gender Equality Canada (Brennan et al., 2022b), which looks at the employment experiences of sexual and gender minorities in Canada. Issues discussed included microaggressions in the workplace that created a stressful work environment; policies and systems that are based on heterosexuality, gender as a binary, and that people's gender matches sex at birth; risks involved with being out at work; mental health implications; and the tradeoffs that people may make at work that may lead to less pay, less advancement, or leaving a job. Brennan et al., (2022a) found that sexual minorities were underrepresented in higher paying jobs, including management positions (p. 10).

Safety of women and Indigenous women in both the workplace and in the community was a concern identified in interviews. This was particularly the case for jobs where women would be

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on rotational shifts and live and work offshore. Because offshore jobs are dominated by men, the concern was about how to keep women safe in confined and co-ed spaces. As one interviewee noted, while there needs to be emphasis on increasing participation of women, Indigenous women, and two spirit people, which can be done partially through training, there also needs to be emphasis on keeping people safe and ensuring a safe work culture. This concern is echoed by a large body of literature and many reports, including the Missing and Murdered Indigenous Women and Girls Inquiry's final report (Reclaiming Power, 2019), which speaks to the unique and often negative experiences of Indigenous women, girls and two-spirit folks in/with the resource development sector. These are not fully summarized here, but two key points warrant mention. First, Indigenous women are and can be strong contributors in the resource development sector (Pauktuutit Inuit Women of Canada, 2021), an important point to bear in mind as the wind sector in Newfoundland and Labrador develops. As such, acknowledging and working to respond to high rates of violence and other barriers they face is critical.

Second, while the above-noted report by Pauktuutit (2021) finds that most respondents (who were Inuit women working in mining in Nunavut) feel safe in their workplaces, it also finds that over half of them have experienced violence and harassment in some form. High rates of violence against Indigenous and racialized women are commonly noted in this body of literature. Another example is the Liard Aboriginal Women's Society's commissioned report called, *Never Until Now: Indigenous and Racialized Women's Experiences working in Yukon and Northern British Columbia Mine Camps.* The study's overall finding is that "women's jobs, across all age groups, education levels, racial background, experience in mining seasons, job type categories and camp type, are concentrated in typically low-paying and gendered roles, and that working conditions often compromise their personal safety" (Moody et al. 2021, p. ii). Another recent report explicitly examining "the relationship between development projects, resource extraction practices, and violence experienced by Indigenous women, girls, and 2SLGBTQQIA+ people...highlights a strong need for development and implementation of policies and procedures that address and work to reduce sexual harassment and violence in the workplace, promote gender equity and diversity to increase project employment, and introduce culturally relevant, gender-based, and anti-racism based education and training for new and current employees" (Narratives Inc., n.d.).

Trades, as one participant explained, "is a cis boys club." This person went on to say that "unfortunately, there's this idea that being effeminate, or saying things are gay or making fun of queer people is kind of a boy's thing" and that it's just about joking around and having a good time. This environment and culture pose safety concerns for women, racialized people, and 2SLGBTQQIA+ folks, including discrimination, bullying, harassment, violence, etc. For instance, this person explained, a trans woman who works in trades and transitions later in life may face unsafe work situations in the context of masculine culture that often pervades trades and resource development work. Increased stress related to bullying and harassment, including

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misgendering and deadnaming (using name given at birth rather than chosen name), can lead to negative health situations and outcomes as well as work performance. This may be particularly exacerbated in work that requires rotational schedules away from home and/or in confined living spaces. On top of that, the increase in stress about being away from home and away from community and safety nets people have created for themselves may increase the stress.

For people new to Canada, there may be challenges and safety concerns in the workplace because of discrimination but also citizenship status. People confident in citizenship status "are going to have a different level of openness and frankness than newcomers that are coming in in the last 5 years, people that are in more of a vulnerable state." New Canadians without citizenship or support networks in the province may be less likely to complain because "they want to build that model minority myth...they are just trying to follow the rules, keep their heads down and not get fired." Similarly, temporary foreign workers may feel vulnerable and that there is the constant threat "of being sent back to where they come from if they do not appeal to authority. So, as a temporary foreign worker, you're in one of the most vulnerable places. You have no one, nothing protecting you really."

There are also occupational health and safety issues that disproportionately effect women, particularly the accessibility of properly fitting personal protective equipment (PPE), including coveralls, boots, and fall protection harnesses. A report by the CSA group explains that "women are not merely scaled-down versions of men" (Keefe, 2022, p. 6) and that this has implications for the health, safety, and comfort of women on the job. Safety gear is typically based on the body proportions of men and simply giving women smaller sizes of men or unisex options would likely still be ill-fitting, uncomfortable, and potentially unsafe.

A survey conducted of around 3,000 women in Canada about PPE in a range of sectors found that only 6% of respondents had PPE designed specifically for women, while 48% had unisex, and 35% men-sized (p. 33). Furthermore, many respondents felt hampered by their PPE (significantly, sometimes, or occasionally), the highest rates of this being in construction and natural resources (Keefe, 2022, p. 38). Many women also felt that their PPE led to injuries or being put more at risk. For instance, about 25% of respondents in construction reported "a near-miss incident they perceived to be caused by their PPE failing to provide the intended protection" (p. 42). More than one in five women employed in emergency services (29%), construction (28%), natural resources (just under 25%), transportation (21%), and utilities (21%) reported experiencing an injury or illness they perceived to be indirectly caused by their PPE" (p. 42). "More than one-quarter of women employed in construction (30%), natural resources (26%), and emergency services (33%) reported experiencing an injury or discomfort they perceive to be caused by PPE incompatibility" (Keefe, 2022, p. 42). How women's bodies change during pregnancy and while breastfeeding also requires attention to ensure properly fitting PPE. For instance, the CSA survey found that 6% of women were given properly fitted

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maternity PPE while 5% were given breastfeeding PPE (Keefe, 2022, p. 44). This improperly fitting PPE is not only dangerous but also costly. For instance, the CSA group survey found that many women were either buying their own PPE or altering it – 44% supplemented their PPE or bought some of their own (Keefe, 2022, p. 45).

It is also important for employees to feel comfortable and safe asking for gear or supplies they need, including gender-affirming clothing or equipment. In jobs typically dominated by men, like trades, equipment and gear is often designed for men's bodies. This can be both uncomfortable and unsafe for people whose bodies do not fit the gear. However, one participant explained that they don't feel trades are a safe place for gender diverse people and so looking for and asking for different clothing and equipment may not be safe. "If you need something physical, like a binder or gaff...to be able to be comfortable in the workplace. I think that's really important." Another participant explained that this not only includes properly fitting safety gear but also menstrual products on site. Early planning of projects that includes diverse populations in the process can help to anticipate these issues and prepare in advance to create more inclusive and safe workplaces.

Creating safer work environments

Our interviews highlighted an important tension: participants expressed optimism that the offshore wind industry (or onshore) could be a new opportunity for diverse populations to benefit from resource development while they also acknowledged the continued masculine culture of resource development work and the trades, which would have a significant overlap with offshore wind. This tension underlines the importance of systemic and cultural change needed for diverse populations to enter, feel safe, and thrive at work. Indeed, some people expressed this potential, with one person stating that offshore wind is an opportunity "to come in from the ground up," where diversity is at the forefront of hiring, DEIA training is provided to all staff members, regardless of level or rank, there is zero tolerance for bullying -- that it is an opportunity to "create a system that starts gender diverse instead of trying to inject gender diversity, diversity, equity and inclusion after the fact." However, even if a company begins a project and includes DEIA from the start, these companies still exist within broader society and the inequity that exists there and thus, must involve continuous work (Beijbom, 2022).

Beijbom (2022) emphasizes the importance of leadership in, among other things, modelling acceptable behavior, creating a work environment where people feel safe to have difficult conversations, holding people accountable, and creating policies that are flexible (p. 28). Indeed, a number of interview participants discussed the importance of starting from the top to create safe workplaces through training for people in management and HR positions. As one person explained, there are "people in HR that are saying we have a fair and equitable process, who have never done anti-racism training in their life. What knowledge are they coming in with

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exactly? I think those speak volumes of your leadership role. What are their qualifications? It's always good to know what these people are coming in with. When they are looking at your resume, when they're looking at your onboarding process, when they're looking at cultural sensitivity and awareness. They themselves may have limited experience, but do they have at least some training under their belt to apply this knowledge? Or are they kind of going in blind [sic]." Several participants explained the importance of HR having experience and training with disability to counter misunderstandings and stereotypes about disability and create a culture of inclusiveness to support employees with whatever barriers they face in their jobs. Beijbom (2022) discusses the importance of leadership getting professional development that will help them "understand their own identities and develop an ethical consciousness about differences among individuals, which leads to an awareness of how they are positioned in the workplace in relation to "the Other" (Blackmore, 2010)" (p. 29).

Several participants discussed the importance of more diverse leadership. One person explained that "if the people you are working with and the people you are working for...you see more of yourself...there is a level of attraction that comes to work with those organizations, and also a level of safety that can come with that." Indeed, as Beijbom (2022) explains, leadership plays an important role in establishing the environment and policies needed to make the workplace safe for having difficult conversations and holding people accountable (p. 29). This means establishing not only the policies but also monitoring and repercussions. Participants emphasized that racism and discrimination are a problem in the province and can manifest in the workplace in a number of ways, including inappropriate comments and bullying. As one person explained, this needs to be cut from the start. It needs to be clear that "racism is not funny. Homophobia is not funny" and that harassment and discrimination will not be tolerated. There are, however, many challenges related to increasing the diversity of leadership. Consequently, as Beijbom (2022) states, companies need to establish specific processes to diversify leadership, including leadership development programs, incentives, and addressing specific barriers (p. 30).

Changing workplace culture is a long-term endeavor. Brennan et al. (2022b) found through their interviews that outward expressions of support for 2SLGBTQQIA+ community in the workplace, for instance celebrating Pride, were nice, but they also had to be accompanied by "concrete measures" aimed at improving equity (p. 75). They note some important changes in the workplace that could make it feel more inclusive, including normalizing the sharing of pronouns, using gender neutral language, having non-gendered washrooms, and easy processes for changing names (p.72). Several participants also talked about the importance of DEIA training for all employees. However, Beijbom (2022) notes that while DEIA training is important, it cannot be a one-time thing (p. 30) but rather should be ongoing and part of a bigger process of changing workplace culture. At the same time, Beijbom (2022) explains that training should be voluntary to avoid negative reactions and resistance. Rather, employees should be encouraged and incentivized to participate in training. Moreover, Beijbom (2022) suggests that training

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should be part of onboarding processes as this can help establish expectations and workplace culture rather than teaching it after the fact or in response to negative behaviors. Beijbom (2022) explains that part of the bigger process of changing workplace culture should be early and ongoing assessments that examine employee attitudes to understand what kind of training is needed. Thus, DEIA training should be ongoing and done over time, include a variety of topics, and be changed in response to regular monitoring of the needs of the workplace.

We heard from participants that there needs to be a variety of types of training, including about gender-based and intimate partner violence as well as mental health and wellbeing. One participant discussed the importance of workplace diversity training for making the workplace safer and more welcoming to newcomers to Canada. Newcomers often do a lot of training and acclimation to Canadian culture to be ready for work but this training should work both ways. That is, workplaces should also ensure that they are ready to be a multicultural workplace. Employees should understand some of the challenges or barriers newcomers may experience, which could include understanding NL accents or colloquialisms. There may also be a need for specific training for HR employees. For instance, one participant explained that some employee behavior, such as asking for some pay to be put into another account, may appear odd but could be "deeply meaningful to that individual" in terms of the ability to leave an abusive relationship. Brennan et al. (2022b) found in their research that there also may be a benefit to offer training for 2SLGBTQQIA+ employees about their rights and opportunities to take action if they face discrimination or harassment at work (p. 73).

Several organizations we spoke to also discussed the importance of engaging with expert organizations for workplace training, something Beijbom (2022) also mentioned. One participant explained that "If you want to learn to fish, you go to a fisherman...if you want to learn DEA and make sure that gender diverse people feel safe and welcome in your space, you can come to us." One person explained the importance of DEIA training, stating that "I think any kind of offshore work is very futuristic...the big oil things in the middle of the ocean. That's wild. People have to be flown in there. And then I think about how a lot of people that work on those rigs are homophobic or they're transphobic simply because of lack of education, not because of malice...but you can fly people in but you can't provide DEA training. That doesn't make sense to me. One of them is way less expensive. And you would also retain a lot more workers."

Several participants discussed the need to establish safe and anonymous reporting mechanisms for if issues do arise. This is particularly important where employees are isolated or away from home, such as offshore or in work camps, where reporting anonymously may be more challenging. Furthermore, these work situations would make it more challenging to leave if there were safety concerns. One person explained the importance that reporting processes don't penalize people for coming forward. Employees, especially marginalized employees, need to

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know that they can safely report issues that arise. One person noted the importance of this for non-Canadian citizens as they may feel more pressure not to cause trouble at work. Employees need to feel confident not only in their own safety but also that their complaints will be taken seriously, part of which has to do with workplace culture and leadership. As one participant explained, "if you are about to make any form of complaint, whether it's harassment, whether it's discrimination, lack of inclusion -- where is that complaint going? To people with lived experience? Or is everyone on the top tier coming from a privileged place?" This person stressed the importance of diverse HR staff and DEIA training.

Changing workplace culture and increasing training and education are critical especially in sectors like trades where there is a masculine work culture. This requires ensuring and implementing inclusive intersectional workplace policies and training that builds on DEIA practices. For example, an Ontario survey of leaders (employers, contractors, union officials, and supervisors) in the building and construction trades suggests that women are not given equal growth opportunities to men in the field (Ontario Building & Construction Tradeswomen, 2022). For workers with disabilities, inclusive workplace policies around accessibility and workplace accommodations may be most important. For other workers, it may be anti-harassment policies. Intersectional workplace policies require the participation of diverse workers with lived experience and expertise to contribute. But they also require more than token involvement of these groups and training for all employees to ensure workplace culture change. As the CCRW states in its toolkit, "companies who succeed in developing inclusive workplace cultures strive to understand, continually learn about, and take action to remove and prevent barriers to full participation at work from an intersectional perspective" (CCRW, n.d.).

Finally, to address the systemic issues associated with workplace inclusivity and diversity, we recommend DEIA training as part of the skilled trades training curriculum. This would then be reinforced through on-the-job training.

Employee check ins and surveys

Workplace surveys and check-ins were also identified by interview participants as important for contributing to workplace safety, inclusion, and culture and we heard a variety of ideas about how they could be implemented. One person explained that "the worst thing is when you start a job and after the first week you're like, I can't see myself here for more than a year." This person emphasized the importance of asking diverse staff how to improve the workplace so that it's somewhere they want to stay, having open lines of communication, and taking recommendations and applying them to the workplace. One person stated that this could be done informally through focus groups and getting people to talk in a confidential way about their level of safety, challenges, barriers, and how the organization can help. This can help determine what people need to have a better work environment. This could include, as one person explained, asking if there are there practicing Muslims who would like a place to pray 5 times a day, if people are

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getting made fun of for their accents or language, or if people understand their superiors who have local Newfoundland accent. Also important is to ask how to make the situation better.

Others talked about the importance of having anonymous surveys, ideally conducted by a third party to ensure people feel comfortable doing them. This is key because, as one person explained, if it is the employer, "I'm not going to put down what I'm really thinking." However, if a third party administers the survey, employees will see that third party "take those surveys back, put them in our car, and drive off with them, knowing that their employer wouldn't see their individual surveys, which is really key." This may also be a way to deal with disability disclosure at work. If people don't feel comfortable disclosing disability status at work -- if they don't want the employer or co-workers to know -- they could be given an option in a survey to reach out to a third party for support external to the workplace. In its toolkit on Disability Confidence, CCRW suggests the need to create a workplace culture where disclosure is welcomed and embraced and that all employees are asked about whether their needs are being met (CCRW, n.d.).

Broader wellness check-ins can also become a part of the workplace culture so that at regular intervals employees are asked questions like, how do you feel about work? Are you feeling supported in your work? Are you taking enough time for your mental health? How are you feeling physically at work? Do you need anything? Do you need anything in terms of accessibility? Do you need more time at home? Is your schedule okay? These types of questions can be used to track employee wellness and normalize emphasizing this in the workplace. This may be important for individuals who may have multiple pressures. For instance, as one participant noted, there is a much higher rate of suicide and suicidal ideation within the queer community. Thus, tracking wellbeing at work can help ensure that the workplace is not contributing to stress or triggering relapses. As one person explained, employers should seek to create an ecosystem of affirmative care and that if this is done, then retention is easy "because why would anybody want to leave a job where they feel valued, respected, and also looked after?"

However, if check-ins and surveys are used, employees have to see action as a result of them. One person explained that employee surveys are only meaningful if they lead to change, if not, they may lead to apathy. For instance, if childcare is continually identified as an issue, the employer needs to show how they are trying to address it. This person explained that they heard from some women who say that "one of the things that I hear a lot from women is, we do these surveys all the time, and nothing changes. We're saying the same things over and over again. We've been saying it for 10 years, 15 years, childcare. Still an issue. Nobody's offered any solutions. So to really take what they're saying and try to make actionable policies and procedures. That would go a long way in building trust and enthusiasm for any project, because it shows that their concerns are legitimate and important."

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7.1 Labour market information needed for planning

Status
While long-term planning for offshore wind is essential and a unique opportunity to increase diversity in the workplace, there is little intersectional or coordinated labour force data to help with planning.

Barriers
- Lack of advance knowledge about labour market opportunities prevents training existing workers for different opportunities and new people, particularly those often left out of industry and trades in the past.

Gaps
- Labour force data are generally not available for Indigenous people, racialized people, people with disabilities, 2SLGBTQQIA+ folks.
- Labour force data at community level are very limited or non-existent.

Mitigation strategies
- Data should be collected on direct and indirect employment.
- Companies involved in offshore wind should provide public quarterly employment reports disaggregated by age, disability, Indigenous status, race/ethnicity, gender, and sexual orientation.

As noted above, the offshore wind industry is being looked toward by many as a way to not only provide more jobs, but to provide more jobs to more diverse populations so that the economic benefits are more equitably distributed. Maintaining the status quo and not changing development approaches with offshore wind will likely only reinforce or reproduce inequities that already exist in the oil and other industries and society more broadly.

As we heard in interviews, people know that there are potential opportunities coming -- they are hearing about offshore and onshore wind, but the details are scant. With a potential new industry on the horizon, people told us that they want to know about potential jobs, job numbers, and skills or training needed. For instance, there are existing trades that will likely be needed, including mill rights, electricians, welders, and plate fitters, but not knowing how many makes it hard to plan and engage potential new workers. Furthermore, new or additional skills will be needed and advanced knowledge could mean more local people could pursue training. The College of the North Atlantic, for instance, has new programs in renewable energy. However, as one participant explained, it is important to coordinate training with labour market needs so that

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people are not trained too early. It may not be feasible or advisable for some people to enter training programs without more assurance that there will be a job waiting for them afterwards.

Since many trades are dominated by men, knowing in advance what jobs or skills would be needed and where could help attract and train more diverse populations, particularly those often left out of trades and resource industry jobs in the past, including women, Indigenous, 2SLGBTQQIA+, or people new to Canada. Advance knowledge and time would help organizations create or enhance programs or partnerships aimed to diversify the workforce. This could be helpful for new Canadians, who often arrive with a lot of skills and experience but sometimes can't work in their fields because of credentialing issues. With advanced knowledge about the skills needed for offshore wind employment, there may be opportunities to build on newcomers' existing skills to get them ready to work in offshore wind.

More advanced labour market knowledge could also help draw in more people with disabilities. One major issue with getting more people with disabilities into jobs in trades and resource industries is the lack of support when they are thinking through career opportunities and plans during and post high school. Lack of knowledge and or unconscious bias about the opportunities, accessibility, and accommodation potential for students and counselors may lead students away from trades. For instance, a guidance counselor may steer a person who uses a wheelchair or mobility device toward an office job rather than pursuing something in trades or the wind industry. Advanced labour market information could help increase awareness about opportunities and what it could look like for someone with a disability (it would also help with planning). Having knowledge about the skills that will be needed means that there can be better planning for supporting individuals with disabilities and creating awareness of opportunities and potential support.

One interview participant explained that ideally, they would get information about potential jobs two years in advance. This would give them time to get people trained and into unions and thus the pool of labor usually drawn on for new projects. Yet in the past, there have been instances where they only learned about labour needs when hiring for a project started. This means that they lose opportunities and time to diversify the workforce, which contributes to the perpetuation of existing inequity. As one person explained, "We're always two steps behind."

During interviews, we heard about several current initiatives examining the labour market in NL, specifically as it relates to potential future renewable energy projects. This is promising, but we want to emphasize the need for any labour market analysis to examine opportunities for diverse populations, barriers to participation for these populations, and solutions.

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7.2 Indicators for labour market planning

The state of data

Many of those we interviewed want more information to be available to help with labour force planning. As one said, "it would be great if companies said these are the skills we need so people can prepare and see if there are barriers [to ensure that] the people of our province...are getting equal opportunity to be able to participate."

One participant felt they were "not getting a good picture of data from the Department of Labor -- only bits and pieces" and that Statistics Canada data "doesn't provide all the details that we're looking for" in Newfoundland and Labrador.

Participants pointed to different individual data sources for labor market information, including Dr. Tony Fang's research on employment and newcomers, the College of the North Atlantic's workforce Innovation Center, and demographic information collected through union surveys of their members (although this was not considered sufficient since it isn't public and lacked detail). Statistics Canada was seen as the agency that could gather labour market data more systematically to make it more accurate.

One participant spoke about the importance of establishing a baseline to measure change and that we shouldn't be afraid of what data might reveal: If "we don't know where our baseline is, then we don't know where we're going, what's working and what's not working. And sometimes stuff doesn't work and you gotta change. And sometimes there's stuff that's really making a big impact that you didn't realize."

Another participant emphasized the importance of having targets for and tracking the number of women employed in certain positions, particularly to distinguish between women in administrative and clerical jobs and those in technology and trades. Monitoring the length of time women were employed was also emphasized "because in the past, one thing that's come up is women -- last in first out."

There is considerable public data available related to employment, labour force demographics, and more, mainly originating from Statistics Canada. A detailed table of potential indicators and data sources for labour force planning is found in Appendix A as Table 2. Disaggregated data is available on participation in labour force, employment, unemployment, hours and wages, Employment Insurance usage and workplace safety. The table also provides data sources on gender, visible minority status, people with disabilities, and youth in labour force, as well as disaggregated data by industry and occupation.

Unfortunately, the labour force data at community level are very limited or non-existent and data are generally not available for Indigenous people, racialized people, people with disabilities, and

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2SLGBTQQIA+ folks. Fortunately, Statistics Canada is working to expand its disaggregated data. For example, the Labour Force Survey sample size was increased by 25% in April 2022 to increase "the ability to examine the labour market experiences of diverse groups, including Indigenous peoples and members of racialized groups" (Statistics Canada, n.d. -a). In September 2022, Statistics Canada was able to provide estimates of labour force characteristics by racialized population group and region for the first time. Unfortunately, the increase in sample size focused on the largest Canadian municipalities so it is unclear to what extent this will improve data for communities in NL.

Qualitative research helps to fill the gaps in current statistical data. This includes important qualitative studies, such as one on "LGBTQ2S+ voices in employment" by (Brennan et al., 2022b) that provide several indicators of inclusion, such as a "stated organizational commitment to justice, equity, diversity, and inclusion... explicit efforts to recruit applicants who are LGBTQ2S+... social media content that reflects a genuine and ongoing commitment to LGBTQ2S+ and other forms of equity.... organizational leadership, staff, board members, and volunteers that reflect an employer's stated commitment to justice, equity, diversity, and inclusion....tangible and visible actions being taken toward LGBTQ2S+ inclusion" (Brennan et al., 2022b, p. 35-36). These indicators of inclusion highlight the need for the type of data that is missing or is not collected consistently.

There are important statistical data from other sources as well. For example, the Association of Workers' Compensation Boards of Canada (AWCBC) has created a National Workplace Injury Statistics Program (NWISP) that combines data on lost-time claims and fatalities reported by provincial workers' compensation boards and commissions into "a data repository with information on work-related, accepted lost-time injury claims, occupational diseases, and fatalities across 20 major industries and 10 major occupational groups" (Keefe, 2022, p. 9). The AWCBC publishes summary data on its website and can provide customized data on request (Keefe, 2022).

Important studies like one into Canadian women's experience with PPE in the workplace disaggregates lost-time claims by sex to reveal that while the incidence of claims by male workers has declined, the incidence for female workers has increased "between 2015 and 2020 – an increase of nearly 28% (compared to a 5% decrease among men over the same period)" (Keefe, 2022, p. 10).

8. Community wellness

Status
Many impact assessment reports fail to address the impacts on community wellness. As a result, many impacts are invisible or ignored. Those related to community wellness often have

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disproportionately negative impacts on women, Indigenous women and men, people with disabilities, racialized people, 2SLGBTQQIA+ folks, and those in rural communities. There can be cumulative community wellness impacts as a result of onshore and offshore resource development projects.

Barriers

- Changes to housing resulting from resource development projects have disproportionately negative impacts, especially in terms of costs and access.
- Increased and intensified violence resulting from the influx of workers and money associated with resource development projects has negative impacts on women, Indigenous women, women with disabilities, and 2SLGBTQQIA+ folks.
- Shelters and services to address violence are strained with these increases.
- Increased consumption of drugs and alcohol may lead to increased violence, need for services, stress, and challenges to mental well-being.
- Impacts on food, including reduced access to subsistence fisheries and increased costs, can increase food insecurity and increase health concerns.
- Expansion of ports could lead to air quality issues and increases in noise, light, and traffic.
- Excessive demand on physical infrastructure, including roads, electricity grids, accessible and inter-urban transportation can result from resource development projects.
- Increased demand on social infrastructure, including schools, hospitals, healthcare facilities, and childcare centres can result from increases in population.
- Resource development projects can intensify demands on safety nets like shelters, food banks, and informal support networks.

Gaps

- Data on community wellness services and supports reflecting gender, Indigenousness, disability, race, and sexuality are not often available.
- Data at community level or on experiences of these groups are very limited or non-existent.
- Government data collection is not often coordinated with that collected by community organizations.

Mitigation strategies

- Employers can provide housing for short-term projects and work with communities to develop longer-term housing options.
- Recognize that the negative impacts are experienced by those who get the economic benefits and redress this by alternative sources of income.
- Assess and monitor impacts from resource development using the broader social infrastructure and community wellness indicators.

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Economic impacts get a lot of attention in discussions about resource development projects. However, often overlooked are the wider impacts to the community that can result from new economic activity, opportunities, and workers in a region. As highlighted above, offshore wind development will lead to an influx of workers during the construction phase as well as (although to a lesser extent) during operations and maintenance activity at ports and surrounding areas. As regions, communities, and ports gain infrastructure and expertise in offshore wind, further projects will likely take place, thus leading to additional cycles of construction and increasing long term populations. Women, Indigenous women, and/or other marginalized people may be specifically written into benefits agreements to help broaden who experiences economic benefits from resource development; however, if the positions they get are low paying or precarious, they will remain more vulnerable to the wider social changes and pressures that often accompany resource development, as will those employed indirectly or not at all by the industry. Indeed, resource development has wider social and community wellness implications and impacts beyond the specific industry and those working in it. In this section, we discuss some of these wider potential impacts that could be associated with offshore wind development but that may be missing from an analysis focused on jobs. It is important to reiterate that the discussion in the sections below is intricately connected to the sections above; however, we find it helpful to keep them separate for the sake of clarity and efficiency.

Housing

Housing is already an issue throughout Canada, with some groups more likely to be in need, including women, women with children, youth, seniors, Indigenous people, and people with disabilities (NL Housing, n.d., p. 5). In Newfoundland and Labrador, 8% of total households and 20.8% of rental households live in core housing need (Statistics Canada, 2022b, p. 29). This means that they live in housing that is unaffordable, in need of repair, and not suitable for the size of the household. On top of that, moving to alternative housing that meets their needs would cost more than 30% of total before tax income (Statistics Canada, 2022b). Newfoundland and Labrador's *National Housing Strategy Action Plan 2022-2025* states that this number is even higher, 8.4%, in senior-led households (NL Housing, n.d., p. 7). 56% of the 17,525 households (or 8% of the total) that were in core housing need were female-led (NL Housing, n.d., p. 5). Furthermore, female-led households in core housing need were 67% among the senior population (NL Housing, n.d, p. 5). The Canadian Human Rights Commission (CHRC) notes that in 2022, people with disabilities were almost twice as likely to be in core housing need and four times more likely to experience homelessness (CHRC, 2024).

Many participants cited a concern about an influx of workers into a community, specifically for things like construction, and the impact this would have on housing and related issues. Several participants pointed to examples of this happening in NL, including Happy Valley Goose Bay

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because of Muskrat Falls construction (CBC News, 2013), Labrador West from mining (Messina et al., 2014), and Marystown. One person also discussed the impacts that construction workers have had in Corner Brook, specifically related to work on the hospital that was recently built. The cost of housing increased and the availability of housing decreased. Moreover, people were taking up hotel spaces that are sometimes used as emergency housing (Crocker, 2023). Similar impacts have resulted in other resource development heavy regions as well. Aberdeen, a city in Scotland that has long been dependent on offshore energy production (especially oil), has experienced high housing costs and fluctuations since the early days of the industry in the 1970s (Shapovalova et al., 2023a). Increases in housing costs in Aberdeen created pressure for the local population to find affordable housing, particularly on already vulnerable people in society, including pregnant people, women, children, and seniors (Shapovalova et al., 2023a, p. 23).

Individuals who already face marginalization and/or systemic oppression, including transgender people and people with disabilities, are also particularly at risk from increasing housing costs and/or decreasing access to affordable housing (Brennan et al., 2022a, p. 4). For instance, research prepared by the Quadrangle Research Team (Giwa, 2021) explains that LGBTQII2S+ older adults are concerned about finding safe and affordable housing, including care facilities. One participant also explained that increasing housing costs and decreases in availability of housing could make it challenging for newcomers to Canada, who may have low paying jobs without social or community supports to fall back on. Manning et al. (2018) note that resource development projects near Indigenous communities can put pressure on housing in these communities, where housing availability and prices have long been an issue. They further explain that "Indigenous women who experience intergenerational trauma, addictions, mental health crises, and who have low levels of education are especially vulnerable to becoming hard-to-house or homeless in these contexts" (p. 12).

People with disabilities spend more of their income on housing than non-disabled people, and more live in housing in need of major repairs (Randle and Thurston, 2022). The CHRC states that "people with disabilities were four times more likely to experience homelessness, and more than two times more likely to experience hidden homelessness" (CHRC, 2024, p. 10). Indeed, as one participant explained, despite the high percentage of people who are homeless who have a disability, there is very little public housing with accessibility features built in -- "people with disabilities aren't included in the housing crisis." Moreover, there is a lack of accessible shelters in the province, so even the safety nets for people who are homeless are not actually safety nets.

Rising housing costs are squeezing other parts of people's lives as well. As one participant explained, housing costs are less flexible than food budgets, so "one of the things that happens, especially when you see a sharp spike in housing prices, is that people are compromising on their food budgets to keep their housing or maintain or secure housing. So for folks who are struggling to access adequate housing or struggling to access food, this can make things significantly worse."

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Housing is already an issue generally in Canada and there are limited spaces in shelters and transition houses. Thus, the introduction of resource development in a community could lead to even fewer options for women trying to leave dangerous or abusive situations. One participant explained that changing the economic landscape of a community or impacts on the housing stock from a development will lead to "a set of outcomes and the most vulnerable people that will be affected are women and children experiencing violence." Shelters and transition houses for women and children are meant to offer short term shelter as a step toward more permanent housing. These shelters may already not meet current needs in the province as they typically have low vacancy rates and long wait lists. The NL National Housing Strategy Action plan reports that the province's 10 transition houses admitted 1220 people in 2022-2023 and while it doesn't report on changes in this number over time, it does note that "point in time data reports that the number of individuals in shelters increased by over 200 per cent from 81 in July 2020 to 244 in March 2023" (NL Housing, n.d., p.10). Increases in population that would accompany resource development will stress this even further, meaning that women and children may remain in dangerous situations or return to them if no housing is available.

It is also important to consider the type of housing available and needed in a community and how this might change with the introduction of new resource development projects. Housing needs might include single or family units, affordable housing, accessible housing, etc. Both the increase of people and the incomes of some people in a community can lead to an increase in demand and cost of existing housing, thus pushing out those who cannot afford the higher prices. An increase in demand for housing may also prompt landlords to renovate in order to charge higher rent for their units. As one interview participant explained in similar work in NS (Fusco et al., 2024), this is a "double edged sword," because it signifies local benefit for some and a sign of economic development but can also lead to displacement and even homelessness for people who cannot afford the rise in housing costs. Furthermore, coastal areas where offshore wind activity would be concentrated may be centers of tourism in the summer. Thus, planning and incentives may be needed to encourage people to rent their properties for the long term rather than try to take advantage of short-term rental income from tourists. Industry workers would either need to be paid enough to live in these regions or have access to transportation to commute, which would also increase the cost of living and create barriers around flexibility and childcare.

One participant explained that the onus should be on employer to provide housing for short term projects, stating that "If you want to extract resources and make money from this community, you need to provide what is required to house those employees." This person emphasized that this should include additional housing because "it's no good for the company to just go rent all the apartments in the geographical area. That causes the problem not solves the problem." There are, however, concerns about work camps as well, as we discuss below.

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Although this report is specifically focused on offshore wind, there are other projects being proposed and assessed in some of the same regions as potential offshore wind is being considered. Many of the same issues identified above would also be a concern with any new project. Therefore, all proposed projects need to be considered for their individual and combined impacts on a community. The cumulative effects of projects will alter the context in ways that need to be taken into account when planning any individual project. This is particularly important in the case of offshore wind in western NL since there are onshore wind projects further along in the development process that may already have added stress to community resources and services by the time offshore wind projects are proposed.

Violence against women

Violence against women and girls, as well as violence and crime more generally, can be a consequence of rising substance abuse in communities where there has been an influx of workers and money. Indigenous people, particularly women and girls, may face the perpetuation or intensification of existing violence against them. This type of violence associated with resource development has been particularly highlighted in the Missing and Murdered Indigenous Women and Girls report (Reclaiming Power, 2018). For instance, work camps sometimes used to house workers on a project have long been associated with increases in sexualized violence (Reclaiming Power, 2018; see also the Gibson et al., 2017). Even if work camps aren't established, an influx of men into a community for work can have significant impacts on women. Women with disabilities are also far more likely than women without disabilities to experience violent victimization of all types (Savage, 2021).

Increases in violence, crime, and substance abuse can put pressure on sometimes already strained social services, including health care, mental health, and shelters (Bond and Quinlan, 2018; Manning et al., 2018). Furthermore, a decline in social services hits already vulnerable people more intensely, including seniors, elders, and people with disabilities (Manning et al., 2018). For instance, Josewski (2023) notes that a lack of mental health and addictions services that are "culturally safe" for people 45 plus is becoming more of an issue as the population of Canada ages. This issue is even more pressing for Indigenous people who have "unique challenges in accessing mental health and addictions care stemming from colonialism – the forced disconnection of Indigenous Peoples' from lands, cultures, families, and communities, anti-Indigenous racism, stigma, and discrimination" (p. 6).

One interview participant explained that family strain and/or violence against women and children may increase in amount and severity in areas where resource development activities are happening. This could be exacerbated if there is strain on social services and a shortage of housing or shelters. Rotational or shift work can also contribute to staying in an abusive situation longer as the danger may be viewed as limited in time and thus more endurable. However, one participant explained, the abuse experienced may increase in severity. Rotational schedules can also lead to tensions in relationships that could lead to escalating abuse. As one person

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explained, “we know that it is primarily men who are going out. They are away from their family. The other parent...they are primarily on their own. They are single parenting, and that's a huge burden. We do see increases in intimate partner violence as part of that, because we have people who come home and they're like, well, but I'm off, and there's no expectation that they join in and take up some of that burden. We see the tensions that rise from that that can then lead into violent behavior.”

Women in rural communities face unique challenges as well, including isolation, less access to support, and difficulty maintaining privacy (Cottrell, 2022, p. 18). One participant explained that if you live in rural NL, you don’t have much anonymity -- people may see and talk about seeing someone enter, for instance, a women's center or shelter looking for support. Moreover, in some rural communities, police response times can be quite slow, thus further putting women, Indigenous women, and other marginalized people at risk. This would likely only add to the reasons why most intimate partner violence goes unreported (Scovil, 2024, p. 9). Other reasons include poverty and the fear of being unable to support oneself, retaliation or intensified violence, and losing support or family. As one participant explained, someone may think that their spouse’s “job is providing this very nice house, and security and bills are being paid, whereas if I leave, what do I do? If I leave, and there's no affordable housing to go to. It means uprooting my children and my lifestyle. So there's a bigger burden to then try and stay and work that out.” Discrimination, racism, and past experiences with police and government may also lead to distrust of the police, for instance among Indigenous women (Cottrell, 2022). Fear of mistreatment, abuse, and/or not being believed may discourage some women from reporting violence to police. Furthermore, in rural communities where maintaining privacy/anonymity may be challenging, being dismissed by police could lead to intensification of violence or retaliation at home.

Alcohol and substance use/abuse

A rise in drug and alcohol consumption is associated with resource extraction, which may be in part because of increases in personal income (Manning et al., 2018; Stienstra et al., 2016; Gibson et al., 2017). The Government of Canada states that “Since 2016, around 3 out of 4 opioids related deaths were men” and that “30 to 50 % of those employed worked in trades at the time of their death” (Government of Canada, n.d. -a). Some of the reasons for this, they note, include that people in trades may use substances to relax because trades are physically challenging work; drugs and alcohol may be used to deal with pain from injuries from work; and men may be less likely to discuss mental health or addictions (Government of Canada, n.d. -a). A Canadian Apprentices Forum (CAF) report on substance abuse discusses this problem as well. The report included results from a survey of 1,194 pre-apprentices, apprentices, journeypersons, and laborers across Canada. It found that the use of cannabis and stimulants in trades is higher than in the population as a whole. It also found that cannabis use was more likely for pre-apprentices and apprentices while opioid and sedative use was more likely among journeypersons (CAF, n.d., p. 2). Alcohol was also identified as an issue, with 59% of respondents reporting binge-

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drinking behavior in the past twelve months, of which 11% reported doing this daily, 7% 4-5 times/week, 17% 2-3 times/week, and 15% once/week (CAF, n.d., p. 7). The report notes the need to reduce stigma around substance use, which can contribute to people admitting to needing help, and suggests integrating specific supports into existing services offered through the workplace (such as counselling) (CAF, n.d., p. 34).

Substance use can be an indicator of how resource development is affecting mental health and wellbeing. A proposed or developed major economic development causes people to perceive risk, and for some this can develop into mental distress, anxiety, substance misuse, addictions and other consequences (Swift Creek Consulting, 2021, p. 5). Substance use/abuse may also be due to loss of social support, norms and values due to population influx related to resource development (Salerno et al., 2021, p. 20). Indigenous peoples whose relationship with and access to the land for physical health (hunting, fishing, gathering) and mental health (through spiritual and cultural practice) may be disrupted by resource development (The Knowledge Translation Strategy Unit, 2020, p. 33).

At the same time, a rise in general stress can also be associated with increases in drug or alcohol use. For instance, a report about just energy transitions in Aberdeen considered some of these indicators in the context of the past decade of oil fluctuations, particularly 2014 and the pandemic (Shapovalova et al. 2023b). They specifically examined indicators of social stress, which would be seen across the community impacted by resource development and industry fluctuations. For instance, in comparison with Scotland as a whole, Aberdeen had higher alcohol and drug related hospital stays (Shapovalova et al., 2023b, p. 43). Moreover, there have been increases in emergency food bank use (p. 44). Examining indicators like these lead the authors to conclude that “the affluence of Aberdeen in overall terms proved of little benefit in terms of numerous social problems” (p. 43). In regions dependent on extractive industries that can be subject to boom and bust cycles, there may be times of increases in substance abuse and substance abuse related issues.

Drug and alcohol use may also be associated with gender-based violence and family violence (Manning et al., 2018; Reclaiming Power) and may disproportionately impact Indigenous women, girls, and 2SLGBTQQIA+ individuals (Narratives Inc., n.d.). Research about social impacts of mining near Qamani’tuaq (Baker Lake) in Nunavut highlighted the increase in alcohol and drug use that accompanied mine development (and the rise in income) as well as an increase in crimes and violence against women in the community (Czyzewski e al., 2016). Consequently, there may be a rise in demand for social services, including those related to drugs and alcohol, mental health, women’s shelters, and transition houses. In some communities, these services may not exist, as was the case in Qamani’tuaq (Baker Lake), or be significantly under-resourced/unprepared for increases in population.

One participant explained the link between substance abuse and domestic violence. As noted above, domestic violence can increase when there are social and economic strains, like a

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decrease in income. At the same time, domestic violence can also increase with resource development because more money can lead to more drug and alcohol use and abuse. Both situations lead to more strain on social services like shelters for women and children fleeing violence. However, increases in income do not have the same level of associated health outcomes of poverty.

Food security

In Newfoundland and Labrador 22.6% of families experienced food insecurity in 2021, the highest among the provinces (Uppal, 2023). This number was higher (26.7%) in families with female major income earners (vs. 19.7% for men). These numbers are above the Canadian average of 20.5% for female major income earners and 15.9% for male (Uppal, 2023). In Canada, families with racialized major income earners were more likely to experience food insecurity. This was particularly the case for Black families, 37.6% of which experienced food insecurity (40.1% for female major income earners vs. 35.2% male). Similarly, Indigenous families also had very high rates of food insecurity (34.2%, with 39.7% for female major income earners and 29.6% male) (Uppal, 2023). Single mothers also experience significant food insecurity: 48% were below the poverty line and 40% above it. This was highest among Black and Indigenous single mothers (Statistics Canada, 2023a). Furthermore, 24.3% of children under 18 in the provinces were food insecure in 2022 (p. 28); however, this rate was 28.8% in NL (Li et al., 2022, p. 30). Across the provinces, under 18 food insecurity was higher for black children (46.3%) and Indigenous children (40.1) as compared to white children (19.1%) (Li et al., 2023, p, 30). Recent data also demonstrates that people with disabilities are 2.5 times more likely to experience household food insecurity than those without disabilities (Gupta et al., 2024). Recognizing that there is a very high prevalence of disability among Indigenous peoples (Statistics Canada, 2024i, Hahmann et al., 2019), changes to food security are especially significant for Indigenous people with disabilities. Indeed, Statistics Canada reports that food insecurity is particularly high for both Indigenous (52%) (especially First Nations people living off reserve (55%) and Black Canadians (55%) who have a disability (Uppal, 2023).

Higher rates of food insecurity among Indigenous women and girls are partially due to the gender wage gap and thus will be exacerbated by any disruptions to subsistence hunting or fishing as well as rising food costs (Bond and Quinlan, 2018) and costs of living. In 2022 in NL food insecurity affected 25.2% of the Indigenous population age 15 years and over, with 20.7 experiencing moderate or severe food insecurity (Statistics Canada, 2024e). Thus, increases in housing prices and availability as well as a rise in the cost of living that could result from resource development could have significant impacts on food security, particularly among vulnerable populations.

Food insecurity is linked to a number of health-related issues, including those specifically related to diet, such as diabetes. However, “Food-insecure adults are more likely to also have a wide range of physical and mental health problems, including mood and anxiety disorders, depression,

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infectious diseases, chronic pain, and poor oral health" (Proof, 2022). Furthermore, food insecurity may lead adults to "delay, reduce, or skip prescription medications because they can't afford them. This cost-related medication nonadherence is associated with worsening health and greater use of health care services" (Proof, 2022).

Changes in access to fishing areas or fish behavior could affect subsistence fishing of Indigenous people (Bond and Quinlan, 2018), who already have higher rates of food insecurity than non-Indigenous people. Rates are even higher for Indigenous women and girls (Bond and Quinlan, 2018). If fish were contaminated (for instance if there were a spill), women and girls may also be more greatly affected because some toxins are stored in fat cells (Bond and Quinlan, p. 16). More broadly, the health of Indigenous people in Canada is generally poorer than non-Indigenous, particularly in areas that impact women, including maternal, infant, fetal, and child health (National Collaborating Centre, 2012, p. 4).

This strain on food security is further exacerbated if there is a rise in the cost of housing. As noted above, people are more likely to divert money from the food budget to the housing budget to maintain housing. Li et al. (2023) show that renters and homeowners without a mortgage are more likely to be food insecure. Their work shows that of the total households that are food insecure in the Canadian provinces, 51.3% were renters and 35% were homeowners with a mortgage (Li et al., 2023, p. 24). As one participant pointed out, the people most at risk for food insecurity and housing insecurity are not the groups of people who are typically benefitting from the well-paid jobs in resource development; however, they may experience negative impacts from it. That is, "the majority of the workforce...will most likely be white men. So the folks who would be absorbing the negative impacts are not the folks who would have access to the direct economic benefits of employment. If you are single woman raising a kid, is your economic landscape really gonna get that much better from having a big industrial project on the ground in your region?"

Emissions and air quality

Most emphasis with offshore wind is on its ability to displace fossil fuel use and thus contribute to climate change mitigation. The first Atlantic Shores project (the 1510 MW project) is expected to produce enough to power 700,000 homes, or 20% of New Jersey homes (Atlantic Shores, n.d.). Moreover, it is expected to reduce the state's net greenhouse gas emissions by 4 million tons/year, or the same as taking about 770,000 cars off the road (Atlantic Shores, n.d.). Similarly, Vineyard Wind, which is an 800 MW project, states that it will generate enough to power 400,000 homes, which is approximately the same amount as taking 325,000 cars off the road, or 1.6 million tons per year (Vineyard Wind, n.d.-a).

At the same time, projects would have some impacts on air emissions and greenhouse gas emissions. Most emissions would result from the construction phase activities both onshore and

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offshore. However, ongoing port activity and vessels will lead to increased emissions over the course of the project. As the Atlantic Shores project environmental impact statement states, there would be unavoidable adverse impacts on air quality from the "Emissions from engines associated with vessel traffic, construction activities, and equipment operation" (Atlantic Shores, 2024, p. 4.1-1).

Expansion of ports would increase activity in the region on land and in the water, including during construction but also long term, which could lead to air quality issues and increases in noise, light, and traffic. A recent eastern US offshore wind environmental impact statement notes that these issues could have adverse impacts on what they call "environmental justice populations" near ports (BOEM, 2023, p. 3-12-16). While this statement is vague, it does bring up an important point about where industrial activity is located – or where the sites of activity that may be more hazardous, dangerous, or polluting are located. A significant amount of research in the field of environmental justice has pointed to the fact that these sites are often near Indigenous, racialized, or marginalized communities. Furthermore, there is variation within communities that will make some people more vulnerable than others. For instance, Bond and Quinlan (2018) state that "Indigenous peoples tend to have a greater risk of exposure to heavy metals from industrial emission than non-Indigenous persons because of their cultural, economic and spiritual relationships with nature and their proximity to industrial waste. Indigenous women are particularly disproportionately affected by these environmental effects as a result of life stages physiology and their socio-economic vulnerability" (p. 13).

The Vineyard Wind environmental impact statement cites a 2019 study that found that "exposure to fine particulate matter from fossil fuel electricity generation in the US varied by income and by race" with the highest exposures being Black and low income individuals (BOEM, 2021, p. 3-146). Health Canada (2021) states that air pollution is one of the largest risk factors for creating disability or making impairment worse. It notes that air pollution can result in dementia and intellectual disability (Health Canada, 2021, p. 26). If offshore wind displaces fossil fuel production, people who live near fossil fuel plants would benefit from better air quality. Displacing fossil fuels would also have global environmental implications in terms of greenhouse gas emissions reductions. More broadly, since climate change disproportionately impacts already marginalized people and regions, decreasing greenhouse gas emissions and addressing climate change will lead to benefits to people beyond the immediate locations of fossil fuel production.

Physical and social infrastructure

A rise in population from a resource development project would not only put a strain on housing but on other infrastructure as well. This includes the physical infrastructure, such as roads, which would get more use with increases in population and potentially industrial activity in areas where construction is taking place. There would also be more demand on the electricity grid as well as internet services. New infrastructure built for offshore wind development, such as substations,

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cables, or fabrication or monitoring facilities, will also have implications for land use, including tourism, agriculture, recreation, etc. Education, healthcare, childcare, among other services, would lead to not only more (or the need for more) educators, healthcare workers, and childcare workers, but also schools, hospitals, healthcare facilities, and childcare centers.

As mentioned above, housing may become more expensive during resource development (particularly during the construction phase), but the cost of other essential items and services may increase as well, thus creating challenges for people throughout the community, especially those not benefitting from high industry wages (Shapovalova et al., 2023b). Rising inequity may lead to an increased demand for low-income housing, shelters, and food banks, among other services. As the Missing and Murdered Indigenous Women and Girls report states, the "combination of low participation in the extractive economy and rising costs of living can result in extreme economic insecurity for Indigenous women, placing them at risk of being targeted for violence" (Reclaiming Power, 2018, p. 589).

Communities surrounding new resource developments need to be able to support new and existing populations. As one participant explained, there is often a focus on how new industries will bring jobs and that these jobs will mean opportunities for people to stay in the province or come home from Alberta -- "but what are we bringing them home to? Because if we don't have this public infrastructure in place, we're setting people up for failure or to not be invested long term in staying in the province." Supporting this public infrastructure means investment in healthcare, schools, and childcare, including all of the workers needed to run them. That is, investment is needed to build hospitals and attract doctors but also in the people who cook, clean, and maintain the hospitals. At the same time, a community needs childcare to attract and retain healthcare workers just like childcare educators want to live in a community with adequate healthcare services. One participant explained that the government needs to invest in workers, "to pay them well, to eliminate barriers to training so that they can get through the college or university system and get the accreditation they need to move into the field, and incentivize working here in Newfoundland and Labrador." Another participant noted the importance of higher wages to ensure support for community services, stating that with resource development, the need for these services may increase but that workers may be pulled from these jobs because they can get higher wages in industry.

Similarly, adequate transportation is necessary to attract and retain diverse populations in a community. Buying a car may not be financially viable for some or may not be the lifestyle they want. Newcomers to Canada may not have a driver's license and need additional time and resources to attain a license and car. Moreover, accessible transportation is an issue in the province, including transportation between communities. This could be problematic for projects that happen in small communities. First Voice: Urban Indigenous Coalition (2024) in St John's notes that while there is some medical transportation within the city, there is a continuing need

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for training for service providers and a continuing lack of accessible transportation for those using wheelchairs or for those navigating the city with small children. As one participant explained, “we're still fighting for some of the fundamentals like employment equity, like the right to housing. You know, accessibility is a human right. And yet people don't look at it as a human right at all.”

A number of participants also mentioned that for communities to support new industries and diverse populations, they have to be welcoming and supportive. One noted the importance of specific resources and programs for new Canadians, including business development programs, particularly for women, who may be looking for income opportunities that allow them to maintain care duties. At the same time, however, for these businesses to be successful, there has to be a level of support coming from the community. Fang et al. (2023) explain that in Atlantic Canada, a “strong ethnocultural social identity leads to an insider-outsider divide,” which in NL is the Newfoundlander vs. the “come from away” (p. 7). Thus, as one person said, there “has to be an attitude shift...This is part of our community. Newfoundlanders supporting Newfoundlanders. But now the definition of Newfoundlanders is expanding.” While this is a broader cultural issue, important aspects of building that support could come through work with town councils and doing DEIA work with them to start building supportive and welcoming communities to diverse populations.

Safety nets

Newfoundland and Labrador’s high rate of food insecurity is concerning and suggests the need to consider how projects could lead to further exacerbation of this (and other issues). In response to potential impacts from projects, including increases in the need for services like shelters and food banks, some participants cautioned against over-reliance on these types of services or considering them as the answer to the problems caused by resource development. As one participant explained, “it’s really hard to design an effective ground level emergency acute response system when you have systemic structural problems.” For instance, food insecurity and housing shortages are already significant existing projects even before the introduction of new projects. It would be hard to roll out a program to deal with the impact of a new project “because there's so much existing need in the community that will just immediately overwhelm the resources of any aid program.”

One participant noted that because there is already such a significant need in communities – particularly for food and housing – it is hard to get an accurate baseline of need. This is partially because of how people try to fill their needs, including how they make use of their informal networks of family and friends. For instance, increasing funding to food banks is not a solution at a population level because, as one participant explained, most people who are food insecure are

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not going to food banks. Rather, the first place they go to is family and friends. At the same time, it is important to consider the informal safety nets and how this might be impacted by new development - or, alternatively, how new workers in an area might be impacted by coming into a new area. This is particularly important for new Canadians who may not have the same kinds of supports available in the region or country. This is also an issue when it comes to violence against women. Moving to a new area for work and away from family and friend networks may decrease the support and increase feelings of isolation and decrease the availability of places to go to get away from abusive situations.

As work by the Proof research centre out of the University of Toronto explains, "The persistently high rates of food insecurity are a telling sign that there needs to be a concerted effort to restructure federal, provincial, and territorial policies to ensure Canadians have enough money for their basic needs" (Proof, 2022). There was discussion in interviews about more structural ways of insulating people from the shifts in the economy that would lead to the need for more food banks and shelters. This included some larger scale social policy priorities, like basic income guarantee, mitigating impacts on the housing market, and making the minimum wage a living wage. If these larger social policies were implemented, then benefits agreements could be used to "capture specific problems occurring because of the resource development. But right now everything's just going to get swamped because there's just such an insane level of need at the community level." There were also some interesting suggestions for ways of addressing some of these needs. For instance, rather than supporting food banks, direct cash transfers or gift cards could be used. While this is still a short-term solution that does not solve the bigger issues, it may be a "more ethically defensible intervention...that is less judgy, less prescriptive. Just get people some cash." There are also increasing conversations about bringing food security into the medical system, including having doctors screen people for food insecurity and prescribe food. One participant explained that "the doctor could prescribe you a thousand dollars in pills easily and can't prescribe you $5 in food." However, the fundamental issue that these policies need to address is "treating this problem as what it actually is — a problem of income inadequacy, not solved by food" (Proof, 2022).

Wellbeing

Community wellbeing is one way of approaching the intersections among these impacts and how to mitigate them. The Canadian Index of Wellbeing defines it as "The presence of the highest possible quality of life in its full breadth of expression focused on but not necessarily exclusive to: good living standards, robust health, a sustainable environment, vital communities, an educated populace, balanced time use, high levels of democratic participation, and access to and participation in leisure and culture" (Smale et al, 2020, p. 13). How wellbeing is defined in and by specific communities is also important. For instance, a group of diverse women in Happy Valley-Goose Bay Labrador came together in 2012 to discuss wellbeing in the face of potential impacts from the development of the Lower Churchill River (Kennedy et al., 2022). They

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described wellbeing for women in the North as involving five key areas: physical, emotional, mental/intellectual, spiritual, and cultural. Some specific important aspects of wellbeing for them included healthy relationships with the environment, support networks, feeling safe, access to food and housing, and relationships free of violence (Kennedy et al, 2022). They also emphasized the importance of being able to value yourself, make personal and family decisions, and having spaces where women could learn and share together (Kennedy et al., 2022).

Research focused on diverse women's experiences with wellbeing emphasizes how structural factors affect the ability for women to make good health-related choices. Rather than centering the behaviour of women, or any other marginalized group, the emphasis on structural factors is a reminder that peoples' behaviour choices often reflect limited options available to them and/or responses to challenging socioeconomic contexts (see for example, Kennedy et al., 2022). For example, the diverse group of women participating in the development of a community wellbeing indicator in Happy Valley-Goose Bay pointed out that the very definition of wellbeing depends on their ability to make healthy choices for themselves and their families (Levac and Gillis, 2020). This is important when considering specific impacts that resource development may have, how these impacts can be mitigated, and the indicators used to monitor impacts. For instance, focusing on specific behaviours as indicators may draw attention and resources away from the broader socio-economic situations that shape the context of individual decision making. As one interviewee explained in our work in NS (Fusco et al., 20234), "to make equitable economic development, we need equitable, basic living...I feel like I always divert to that, but I just can't think of another way to actually meaningfully do any of that without community health and wellness."

The preceding sections highlight the complexity and interconnections among social, economic, and environmental impacts. Thus, assessing and monitoring impacts from resource development needs to include more than just tracking numbers of jobs, person hours, or GDP and instead needs to also include some of the broader social indicators that can better suggest societal benefits and wellbeing. We turn toward this consideration of indicators in the next section.

8.1 Indicators for community wellbeing

The state of data

There are many potential sources for monitoring community wellbeing, in addition to the Statistics Canada sources reviewed in Table 3 in Appendix A. For example, "Another indicator of housing need in the province is NLHC's social housing waitlist. The waitlist across the province has continued to steadily grow year over year, with a marked increase from 1,523 in March 2021 to 2,390 in March 2023, representing a growth rate of 56.9 per cent" (NL Housing, n.d., p. 10).

One participant thought an alternative to the poverty line is needed, that has a more realistic cost of living and provides income thresholds to be able to live a decent life in the province.

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NL's population is very small but there is a significant difference in lived experiences in different regions in the province, for instance regarding food and housing. This makes data collection that captures this difference difficult. Increasing the sample size for some communities would help provide more disaggregated data.

Community-led initiatives could also help with data collection at the community level. They could be used to assess community needs and strengths, for instance regarding local food needs and opportunities.

The Food Banks of Canada produce a poverty report card that provides 2023 data for NL on the experience of poverty (that people feel worse off than the year before, spending more than 30% of their income on housing, trouble accessing health care, government support rates insufficient to keep up with inflation, percentage of income spent on fixed costs beyond housing), poverty measures (poverty rate, provincial welfare as a percentage of the poverty line, unemployment rate, food insecurity rate), material deprivation (inadequate standard of living and severely inadequate standard of living) and legislative progress. It's noteworthy that NL received on overall grade of D- in this poverty report card (Food Banks Canada, n.d.).

Participants called attention to the need for better data on gender-based violence and thought that current provincial initiatives could produce helpful data. We also heard about projects and data collection being done by organizations and researchers. This highlighted the need to establish a central location for this work so that people could learn about existing data and access it.

A review of disaggregated data from public sources to monitor community wellbeing is provided in Appendix A Table 3. It lists data on housing, intimate partner violence, sexual assault, violent victimization among Indigenous people, food insecurity, health indicators, access to health care, unmet health care needs, dental care and several sources on income including on low income and minimum wage earners. We were not able to find any disaggregated data for alcohol and substance use/abuse, education or childcare.

9. Planning for equitable local benefits

Benefits plan

In NL, under the Atlantic Accord legislation (which has been amended to cover offshore wind), companies are required to have a benefits plan approved before any project work can be undertaken. These benefits plans must include plans to ensure the following: "The establishment of an office in the province with local decision-making; first consideration to residents of the province for training and employment; Expenditures in the province for research and

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development and education and training; First consideration to services provided from within the province and to goods manufactured in the province, where competitive in terms of fair market price, quality and delivery; and Diversity programs for access to training and employment opportunities and provision of goods and services for designated individuals, groups or businesses" (CNLOPB, n.d. -a). Compliance with the legislation is monitored and enforced by the Canada-Newfoundland and Labrador Offshore Petroleum Board. It is up to operators to comply with benefits plans and complaints are meant to be discussed with operators first before bringing it to the CNLOPB (CNLOPB, n.d. -b). There is no further information on the CNLOPB website about what happens if a company is found to have not complied with its benefits plan. Concerns about ramifications for not complying with benefits plans has also been an issue in the past (Roberts, 2015).

In addition to benefits plans established by a company as a condition of operation, benefits agreements can also be established between a company and the provincial or federal government; however, these are not required or enforced and the CNLOPB's role is only to monitor what is being achieved and not enforce agreements. It should be noted that these benefits plans and agreements differ from community benefits agreements, which are usually made between a company and an impacted community and something we discuss below.

Local procurement and hiring

The requirements for local procurement and hiring help to ensure existing and new businesses will benefit from offshore wind by increasing incomes and discretionary spending in the community and province. This provides an incentive to start businesses, both those within the wider community and those that cater directly to industry. However, requirements for local hiring and procurement don't ensure that benefits are spread among diverse populations.

The requirement for local procurement could be an opportunity for diverse populations to start businesses, including those that will support the offshore wind industry directly as well as the general needs of the population. Local businesses and companies could include "survey activities, technical analysis, environmental and economic analysis, and legal services" (Atlantic Shores, 2024, p. 2-2) as well as food and retail services and recreation. Starting a business might be a particular interest for people coming from other countries when they can't practice in their field. Several participants noted that new projects could represent opportunities for women to pursue non-traditional work (for women) within their communities, particularly in areas around ports. It may also be a way for women to work from home, for instance by offering childcare. Programs to help women and diverse populations start businesses can help boost these local businesses so local benefits are more equitably distributed. These may include grants or business development programs or language programs. One participant explained that when women come to Canada with families, their spouse is usually prioritized in language training and thus there can be challenges with bringing women into the workforce as quickly as men.

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There is also a need to ensure that local procurement draws on diverse suppliers, including women and Indigenous-owned businesses. One participant identified a number of specific barriers to ensuring supplier diversity, including the size of the business. Many businesses in the service industry may be only a few employees. Companies may be less inclined to use smaller businesses because they view it as a risk, for instance if there is a disruption in labor a smaller business may have more trouble maintaining schedules. Another barrier is the absence of a network to find out what kinds of businesses and services exist. There should be more networking opportunities for women and diverse populations to introduce their businesses and services to potential buyers in a new offshore wind industry. While targets for diversity procurement are sometimes used (e.g. a certain number of companies that are 50% women-owned), one participant warned that these can be problematic and not necessarily lead to actual increases in benefits for diverse populations. For instance, a company that is 50% women-owned may not necessarily be women-controlled. Furthermore, a company might say they will double the number of women-owned businesses they use; however, their current number may only be one.

There were some concerns expressed in the interviews about whether local labor would be hired if there are labor shortages during the labour-intensive construction phase of project development. Employers in Newfoundland and Labrador can hire temporary foreign workers to fill construction jobs during labour shortages through the Temporary Foreign Worker Program. Yet this program has been criticized as a "breeding ground for contemporary forms of slavery" (United Nations, 5) by a UN Special Rapporteur because workers are employed through a closed contract that does not allow them to work elsewhere (United Nations, 2024, p. 6). The Special Rapporteur also called attention to the fact these workers are provided little information on their rights by their employers or the government, they lack enforcement measures to deal with exploitative employers, and they struggle to get access to health care if they are injured or become ill (United Nations, 2024, p. 6). This makes these workers more easily exploited since if they protest working conditions or wages they risk not only losing their job but being deported. This highlights the need to plan for future workforce needs and provide training in advance to maximize the local workforce. If there are labor shortages, despite planning and preparation, skilled trades should be recruited from other parts of Canada and paid at the prevailing union rates.

The International Union of Operating Engineers (IUOE) has expressed concern about a lack of clear language to mandate unionized local hiring. One person stated that "to me, that sends the message that we are willing to capitulate to companies who want to bring in workers from elsewhere to likely pay them less, and then have them leave again." To counter this, the IUOE is seeking guaranteed work for Canadian, unionized workers and that the use of foreign workers be discouraged (IUOE, n.d., p. 6) in the federal legislation amending the Atlantic Accord around offshore wind and oversight by the offshore petroleum board. The Operating Engineers have proposed that offshore wind project require Project Labour Agreements to give priority to local

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workers and "enable apprenticeships, guarantee prevailing wages, establish grounds for workplace development initiatives, provide funding and economic support for impacted communities, and set forth goals for minority, women, Indigenous, and local job hiring" (IUOE, n.d., p. 5). Project Labour Agreements are collective bargaining agreements that apply to a specific construction project for the duration of the project and provide benefits to local communities through direct employment, the development of a local supply-chain and local economic spinoffs (IUOE, n.d., p. 3).

Diversity plan

The last aspect of the required benefits plan is the creation of a diversity plan, which is meant to "*…ensure that disadvantaged individuals or groups have access to training and employment opportunities and to enable those individuals or groups or corporations owned or cooperatives operated by them to participate in the supply of goods and services used in any proposed work or activity referred to in the benefits plan" (CNLOPB, n.d. -c).* Enforcing compliance with diversity plans, which are included in benefits plans, is likely challenging as the language used is often non-committal, including words such as promote, build relationships, and collaborate (see Hebron, 2011; Equinor, n.d). Indeed, some participants expressed concern that all that seems to be required when it comes to diversity plans is yearly reports and that there are no incentives to ensure meaningful changes -- no consequences if there isn't improvement. One person explained that in the reporting done by oil companies we can see "an atrocious under representation of women, of people with disabilities." Yet, these companies don't have to achieve any particular numbers with regard to employment equity, they just have to report on what the current numbers are. This is a "very passive" system and should, as one participant explained, be changed to include regular monitoring attached to an action plan. Another person explained that hiring targets are an important part of moving toward employment equity because they give companies "something to strive towards." Unless there is a concrete goal you cannot measure progress. This is why another participant tells companies that they should not be afraid of their data. The challenges faced when attempting to increase diversity point to the need for companies to do things differently, something many see as an opportunity with offshore wind and new projects in the province.

Community benefits agreements

Companies also negotiate directly with communities to establish community benefits agreements as a way to bring regional benefits to areas most impacted. The Vineyard Wind project negotiated what they called host community agreements with specific communities that would be impacted by the project. For instance, in 2018, the company entered into an agreement with the town of Barnstable that included Vineyard Wind payments of $16 million (Vineyard Wind, 2018). Vineyard Wind also invested $1 million each year for 15 years in the resiliency and affordability

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fund, which helps low-income residents through bill credits and helps to fund clean energy projects (National Renewable Energy Laboratory, n.d.).

In Canada, community benefits agreements (also called Impact Benefit Agreements) have been negotiated mainly with Indigenous communities for companies to access their land or water resources. They are usually confidential agreements and therefore not open to review or to learn from (Golder Associates Limited, 2019). The Native Women's Association of Canada has called for a national discussion to ensure that Indigenous women are not shut out of these agreements and to ensure their full participation in negotiations (Native Women's Association, 2020). The US experience suggests that community benefits agreements may become more common in non-Indigenous communities in Canada.

Community benefits agreements can be a good opportunity for people in regions impacted by resource development to negotiate benefits for their community. Yet there are some potential problems with these agreements. First is that for offshore projects, the communities that will be impacted may not be as easy to determine since projects may be far from shore and out of view (Glasson, 2020). For instance, a port community may negotiate an agreement with a company to maximize local benefits. However, if there is an increase in employment in the region, people may move to nearby communities as well and these communities may experience increased use and strain on their resources and services, including health care and education.

Furthermore, impacted communities are often considered in terms of geography (towns or cities, for instance) in these agreements, which does not necessarily take into consideration the variation within communities and which populations may be impacted differently. Who gets to speak on behalf of the community? Whose interests are being catered to and whose interests are being ignored? For instance, benefits agreements may include promoting local jobs but not include provisions to help diverse segments of the population get those jobs. Benefits agreements or other initiatives are also sometimes created to help women and diverse populations get jobs in the industry. The Atlantic Shores project, for instance, established a memorandum of understanding with a number of organizations, the purpose of which was to provide training opportunities to women and minorities (Atlantic Shores, 2024). Yet these programs have to be assessed to determine if they work. Mininni and Hiteva (2023) cite a study reviewing women in construction that concludes that despite programs to enhance women's participation, little actually changed (2023, p. 4). Similarly, Manning et al. (2018) explain that while agreements with companies may include hiring priority for Indigenous women, the types of jobs are not long term or well paying and are often in the areas traditionally held by women. In NL, there have been initiatives by companies to get more participation of women and Indigenous people in the NL oil industry; however, company-reported employment numbers suggest that over time, little has changed (Knott et al., 2023).

Participants had mixed thoughts about the benefit and potential role for community benefits agreements. Some explained the importance of making sure that they are building meaningful

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relationships from the start and listening to people who are going to be impacted. Another participant stated the importance of ensuring that there were people in the room who could bring opposing views or challenges when negotiating the agreements. This could help ensure that CBAs that are geographical in nature also consider the diverse populations within that regional space. However, even if CBAs are created, “they're not worth the paper they're written on if you're not accountable to anybody, and if there's no consequences for not holding up your end of the bargain.”

On the other hand, another participant warned about relying on CBAs, stating that they “are the wrong answer, but it's what we're left with.” In particular, this person thought that “it’s Government's job to take care of people, and they refuse to do it. And so every time we say to a company, hey, it's your job to make sure it benefits communities, what we're saying is all those taxes you have paid to the province we accept are going to be wasted on bullshit instead of the province's actual job.” Some were also concerned that CBAs could be used as a way to address potential negative impacts on a community in ways that were not ideal, for instance, supporting food banks rather than addressing more systemic issues that are linked to poverty.

Investing in the future industry

Planning for new industries often includes the consideration of how to support long term economic benefits. This is important for projects like offshore wind development, where there is a heavy focus on construction, which only represents short term jobs. Early investment in infrastructure, local businesses, and training can build capacity for participation in future offshore wind projects as well as other industries.

To support long term economic activity and offshore wind supply chain participation, Vineyard Wind created the Vineyard Wind Offshore Wind Accelerator Program. This is a ten million dollar investment into initiatives that will help to build up the offshore wind supply chain in the region so that future project activity can take place there. These initiatives could include the upgrades or expansions needed at ports to support offshore wind activity (described above), supporting manufacturing facilities, or the development of specific technologies that would help develop and operate offshore projects (Vineyard Wind, n.d., -b). This is an indirect way that companies can support port upgrades while at the same time not being responsible for all aspects of the work (including planning, impact assessments, permits).

Vineyard Wind also established the Winward workforce program, which is a two million dollar program aimed at training residents of Massachusetts to get jobs in offshore wind (Vineyard Wind, n.d., -b). Vineyard Wind states that “The ultimate objective of the Windward Workforce program is for Massachusetts to have the best trained, most experienced offshore wind workforce in the US” (Vineyard Wind, n.d., -b). It includes a commitment by Vineyard Wind to try to fill positions with Massachusetts residents as well as funding for specific offshore wind curriculum development and training in community colleges, vocational schools, or high schools.

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10. The state of data for intersectional analysis, data gaps and recommendations for a data strategy

Data for intersectional analysis

We reviewed public data sources to identify the extent to which disaggregated data are available for conducting GBA Plus to inform both regional and project-specific assessments of offshore wind projects. Our main findings of this data review are as follows:

- A considerable amount of data are available for several issues and populations that would be relevant for GBA Plus data analysis of offshore wind development in Newfoundland and Labrador. Most of it is from Statistics Canada although the province also has significant data.
- A major limitation is that much of the data from Statistics Canada does not present data for specific communities in NL. Data are usually aggregated at the provincial level.
- The best data source that can be analyzed at the community level is the NL Community Accounts. It provides data on wellbeing indicators that can be examined according to several different geographic units including neighbourhoods, communities, economic zones, rural secretariat regions, police regions and more.
- Data that is helpful for labour force planning is most extensive (e.g., population data with demographic information, training and education, employment data, migration and mobility data, etc.).
- There is far less data to help understand and monitor certain community effects. Measures of community wellness are most developed, but other important issues are left out
- Most disaggregated data available is broken down by only a few factors (e.g., age, sex, province). This means that other factors that shape peoples' experiences, such as disability, Indigenous identity, and race, cannot be fully understood.
- Some surveys provide disaggregated data for one or a combination of the following factors: Indigenous identity, disability, race and/or ethnicity, sexual orientation.
- Data from several surveys would need to be combined for a holistic picture.

Statistics Canada offers the most promising data sources and reporting for conducting and understanding intersectional analysis, including the following:

- Statistics Canada data hubs (specifically the Gender, Diversity and Inclusion hub and the Sex, Gender and Sexual Orientation Statistics hub) are useful because the data has been organized to clearly represent and explain variables, such as gender, ethnicity, and disability.

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- Emerging reports from Statistics Canada are beginning to provide stronger intersectional data. For example, Statistics Canada just released a report on 2SLGBTQQIA+ folks with disabilities (Statistics Canada, 2024k).

Because of how geographically specific NL Community Accounts data is, it could become a much stronger dataset for informing future intersectional analyses. The existing data is excellent and could be greatly enhanced by adding variables for sex, sexual orientation, age, income, disability or chronic illness, Indigenous identity, race, and more. The more disaggregated data is available through NL Community Accounts, the more possible GBA Plus will be for informing the development of the offshore wind industry in Newfoundland & Labrador.

Data gaps

A key data gap that would remain even after combining publicly available data is data disaggregated by area or community in NL. For reasons of confidentiality, it is difficult to get highly detailed data that is disaggregated beyond the provincial or possibly Census Metropolitan Area level from Statistics Canada, the primary data source currently available.

Even if Statistics Canada data disaggregated at the community level were available, there would still be gaps. For example, there is a lack of data on racialized and gender-based violence at a community level. This is a critical oversight given that 'man camps' established for large resource projects, and commonly used Fly-In, Fly-Out workforce models are associated with higher rates of sexual and racial harassment and violence in communities (Scott et al., 2020, p. 20). Another example is that a recent WAGE Canada report highlights the need for more options for identifying variations in gender and sexual orientation in datasets (Brennan et al., 2022a, p. 23), and the need for better capturing experiences of 2SLGBTQQIA+ and other marginalized communities.

Finally, there are also gaps in data about the experiences of Indigenous people, which is not surprising given the history of exploitative and unethical research that has been conducted on them (Hayward et al. 2021. p. 1)). This gap is also a problem for conducting meaningful GBA Plus, given that Indigenous identity intersects with many other dimensions of identity (e.g., gender, disability) to shape peoples' experiences.

Accessing and understanding data that reflects the experiences of Indigenous people takes time, trust, and relationship building. Indigenous communities and Nations need to have the option of retaining control of their data, research protocols must follow all appropriate ethical guidelines (e.g., general to research with Indigenous Peoples, and particular to specific communities and Nations), and communities must have time to decide how and to what extent they wish to participate. Expecting fast access to data from Indigenous people, Nations, and organizations

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reinforces an extractive research relationship rather than reflecting a commitment to a mutually beneficial collaboration. As a result, besides gaps in available quantitative data, we were not able to gather much qualitative data from Indigenous people or organizations about their potential experiences with offshore wind development for this report.

To address the above-noted gaps, besides continuing to make efforts to produce more disaggregated quantitative data, gathering qualitative data at a community level is essential.

10.1 Recommendations for a data strategy

Our analysis of public data on key indicators for GBA Plus in impact assessments shows there are major gaps, especially to be able to monitor a variety of potential changes that could result in affected communities from the introduction of an offshore wind industry. There is an important role for the provincial and federal governments and their statistical agencies to address this omission, by working together to develop accessible data to support the application of GBA Plus and more equitable social and economic outcomes from major economic developments like offshore wind.

Here we make two sets of recommendations for Newfoundland and Labrador related to developing a more comprehensive data collection and dissemination strategy for GBA Plus. They are briefly summarized here and explained in more detail below.

1. Expand existing government data for informing GBA Plus.
    a. Develop an inter-departmental resource plan for a GBA Plus data collection and dissemination strategy, with NL Women and Gender Equality playing a leadership role
    b. Identify needed data, with community input, and build a strategy to publicly share data for GBA Plus
    c. Encourage provincial ministries to systematically gather and report on relevant data that is submitted to them
    d. Based on the NL GBA plus data collection and dissemination strategy
        a. Add additional identity-based variables based on data becomes availability to the NL Community Accounts so that intersectional analyses can be conducted
        b. NL Statistical Agency and Statistics Canada collaborate with the aim of adding more disaggregated data to the NLSA website

2. Build on community knowledge.
    a. Support research already being done at the community level, including by Indigenous communities.
    b. Gather intersectional data through engagement with diverse provincial, Indigenous, and community-based organizations

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c. Create a GBA Plus data working group that includes representatives from, and engages with, community organizations, Indigenous organizations, and government agencies.

1. Expand existing government data for informing GBA Plus

a. Develop an inter-departmental resource plan for a GBA Plus data collection and dissemination strategy, with NL Women and Gender Equality playing a leadership role

The mandate of NL Department of Women and Gender Equality is to work with government departments and agencies to help identify and advance policies for women. Coordinating the development of a GBA Plus data plan fits well within this mandate. Moreover, it would parallel the mandate of its federal counterpart, the Ministry of Women and Gender Equality, which leads the implementation of GBA Plus throughout the federal government and is specifically charged with "increasing the availability of gender-disaggregated data and gender-based research to inform rigorous GBA Plus" (Government of Canada, n.d. -b). The resource plan should include gathering relevant qualitative data in addition to quantitative data. This could include the community-level data collected as part of this research, as well as the secondary research sources, and recommendations contained in this report, including workplace policies to address exclusions and experiences particularly for Indigenous women and 2SLGBTQIA+ folks. Qualitative data should be collected in a database that is accessible and regularly updated. NL Statistical Agency and Statistics Canada collaborate with the aim of adding more disaggregated data to the NLSA website

The Government of Newfoundland should liaise with the Statistics Canada Centre for Gender, Diversity, and Inclusion to explore how they could generate useful data analysis for GBA Plus in Impact Assessments. The Centre has a mandate to create and make public more intersectional data. The Centre has conducted online consultation with users and encourages those who wish to take part in future consultation to contact them to help guide the agency's development of the Gender, Diversity, and Inclusion Statistics hub and ensure that it meets users' needs.

Government direction and resources for the NL Statistical Agency would enable it to collaborate with Statistics Canada so that NL can benefit from the growth of disaggregated and intersectional data available from Statistics Canada.

For example, more disaggregated information is currently available from Statistics Canada, for example from the Labour Force Survey, through special data runs to get data disaggregated by Visible Minority and by Indigenous status. The NL Statistical Agency should collaborate with Statistics Canada to publish available disaggregated data from the Labour Force Survey and other sources such as the Census of Population to explore whether data reports can be produced that could be more useful in Impact Assessments.

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b. Identify needed data, with community input, and build a strategy to publicly share data for GBA Plus

Our interviews with leaders of community-based organizations show that they are acutely aware of gaps in data that are important for monitoring equitable outcomes from offshore wind. For example, they highlighted the need for data on housing, food insecurity, poverty and gender-based violence. We say more about the value of community knowledge and how to capitalize on it below.

c. Encourage provincial ministries to systematically gather and report on relevant data that is submitted to them

Our interviewees suggested that data already being gathered by the provincial government could be modified slightly and better used to inform GBA Plus. For example, organizations receiving provincial funding are commonly required to provide activity reports that account for the funds. Data provided through these reports could be tweaked slightly and used more intentionally in GBA Plus. The use of, and unmet demand for, transition homes in specific communities is an example of where data already being collected could be more meaningfully used as part of conducting GBA Plus in regional and project-specific assessments.

d. Add additional identity-based variables to the NL Community Accounts so that intersectional analyses can be conducted

NL Community Accounts is the only source of public data for NL that can be broken down by neighbourhood, community, regional and local area, economic zone, rural secretariat, police and education regions, health authorities and more. It would make sense to enhance this source with demographic variables so that it offers better disaggregated data.

2. Build on community knowledge

a. Support research already being done at the community level

Data collection does not have to start from scratch. There are already community organizations that collect data as part of their programs and services, including related to the use of their services (e.g., food banks and shelters). Compiling this data would provide important community-level data useful for identifying community needs, establishing baselines, identifying indicators, and monitoring changes resulting from offshore wind development.

Because these community-level organizations are focused on providing services and are often under-resourced, data collection may not be a priority. Thus, data may be inconsistent and/or not stored in ways that can be accessed or used. Offering financial support for organizations that collect data might allow them to establish and implement internal data collection and storage strategies that are more consistent and accessible and create better community-level data that can be used to monitor impacts. Funding could also help support packaging data so that it can be shared more widely.

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Starting with community-based organizations will also highlight gaps in available data and whether additional factors need to be added to data already being collected (for instance, to gather more disaggregated data). Consistency of data collection (for instance, categories used, definitions, etc.) could be discussed as part of the GBA Plus data working group.

b. Gather intersectional data through engagement with diverse provincial and community-based organizations

Data collection for GBA Plus for specific projects will involve consulting with communities. This engagement must be broad, inclusive of diverse community members, and culturally relevant for Indigenous communities. Data collection with Indigenous communities, ensuring attention to the experiences of Indigenous women, must follow appropriate ethical and community protocols, and often requires careful relationship building so that trust can develop. Specific attention needs to be paid to including diverse perspectives and ensuring the inclusion of often marginalized groups whose voices are often ignored. Attention to geography is also needed to ensure that important locations are not ignored (for instance, fish in one area may migrate to an area far away and impact people there).

Engagement approaches will have to be tailored to each affected community. It is important to consider the specific communities being engaged and work with them to create an appropriate engagement plan and approach. GBA Plus working group members (point 2.c below) should be able to help with this. For instance, consideration may need to be given to things like literacy, technological literacy, and experience with specific issues. Some people will need additional support for participation. Making participation accessible will require identifying and working to remove barriers to peoples' participation. Offering honoraria and childcare will improve accessibility for lone parents and people living with low income. Ensuring documents are compatible with screen readers and available in multiple formats will improve accessibility for people who rely on different formats.

Adopting accessible and inclusive engagement practices should be motivated by, among other things, the opportunity they provide for enabling deeper and more critical thinking about issues. Engagement plans and approaches cannot follow a 'one size fits all' approach. Accounting for 'different brains and different bodies', past engagement experiences, cultural protocols in each place, and other contextual details is essential for inviting broad participation. So too is ensuring that community members have a clear sense of how their contributions will be used and reflected in the impact assessment process moving forward. It is not possible to detail all the nuances of strong engagement plans and approaches here, but some practices that can contribute to more meaningful community engagement include the following:

- ensuring accessibility provisions such as those outlined above

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- providing questions and clear language information about the proposed project in advance
- taking field trips to the proposed project site(s)
- using activities that encourage people to think more deeply about their communities and how projects might impact them.
- creating comfortable spaces to share ideas and information (including meals or entertainment)
- offering identity-specific (i.e., youth only) engagement sessions
- holding engagement sessions as part of activities and/or in places where community members are already engaged

c. Create a data-focused GBA Plus working group that engages community organizations as well as government agencies.

Data for GBA Plus monitoring cannot be static. Producing relevant data is a long-term project that requires consistent updating, and ongoing consideration of how best to ensure government and community access. As such, we suggest the creation of a GBA Plus data working group. The GBA Plus working group would be made up of community and provincial organizations, Indigenous communities and organizations, representatives from relevant provincial government departments, and academics doing work (e.g., conducting research, providing services) in areas relevant to GBA Plus. The purpose of the working group would be to help identify and contribute data for GBA Plus monitoring and ensure the database stays up to date. The working group could discuss data gaps, identify emerging and relevant projects, and strategize ways to fill gaps. They could also discuss possibilities for collaborative projects and funding opportunities for community-based organizations to collect, organize, and/or analyze data. Finally, the working group could discuss potential indicators and monitoring needs in communities and strategize community-level engagement when needed.

To ensure ongoing participation in the working group, particularly of community and Indigenous organizations that may lack funding and be under-resourced, barriers for participation should be addressed. This should include compensation for participation, offering transportation, childcare, disability accommodations if needed, and meals.

Related to both above-noted recommendations of expanding existing government data and building on community knowledge, conducting GBA Plus as part of the impact assessment process requires ongoing community-level data collection to monitor project-related effects. In a study about follow-up and monitoring in Impact Assessment, Noble (2020) explains that a system for data governance that establishes data policies and ownership is essential for a successful monitoring plan (p. iii). Other important features of ongoing monitoring and follow-up programs include, “a clear mandate and long-term organizational commitment; multi-stakeholder partnerships;...openness and transparency in data; generation of information products

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that is useful to proponents, communities, and government decision-makers; and long-term vision, while being responsive to the emergence of new problems and information needs" (Noble, 2020, p. iv). Given the capacity limits noted above, IAAC and the provincial government can meaningfully support an ongoing role for community organizations and members in monitoring effects in several ways, including the following:

- establishing providing training and compensation for community members for their efforts in collecting data
- providing funding for organizations already collecting data
- creating and implementing systems to enable community ownership of data, and ensure Indigenous communities have ownership, control, access and possession of data (OCAP).

11. Conclusion and key messages

GBA Plus is now required as part of conducting impact assessments in Canada. The fulsome application of GBA Plus is critical for advancing more equitable planning and development of offshore wind. Conducting GBA Plus as part of the impact assessment process for future projects will require significant data that touches on a wide variety of issues and locations. Gathering the specific data needed to do this on a case-by-case basis would be challenging, time-consuming, and inefficient. Thus, an approach to consider the kinds of data needed for future impact assessments and how it can be gathered is needed. This report is a first step toward recognizing data availability and gaps, and for considering how to create data to assess future offshore wind projects that support equitable development.

Our review of publicly available data shows that a significant amount of data in categories and about issues relevant for GBA Plus for offshore wind exists; however, much of it is not disaggregated. The most frequent disaggregation is by sex and age and often does not combine this with other population characteristics (e.g. age and sex and income and disability). Also, detailed disaggregated data is not available at the community level from Statistics Canada.

A systemic solution for data collection is needed to fill holes in disaggregated data at multiple levels. Our review has highlighted the need for more and better data gathered by the federal government, provincial agencies and organizations, and community organizations. All of these are important for contribution to GBA Plus for future offshore wind projects. We refer to this as a tiered approach to data collection because all tiers are important and necessary to build the intersectional data needed to conduct GBA Plus. For this reason, our data collection strategy is focused less on the topic of wind and more on GBA Plus data that could be applied to a variety of projects and places.

Several provincial-level organizations are already doing important work, including conducting qualitative research, surveys, and analysis. Supporting these organizations so that they can continue this work and build in more disaggregated data collection would enhance an already existing data collection process. At the community level, organizations can be supported in their

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existing work to gather and organize data about important community services or experiences. Intersectional data about food bank or shelter use would provide important information that could be used to monitor and assess changes in a community where new development is happening. Accessing and/or gathering Indigenous data will require building relationships with Indigenous communities to build trust and approaches where there are clear expectations. This includes understandings about data gathering protocols, ownership, and expectations.

For a tiered approach to be successful, there needs to be a long-term commitment to gathering data incrementally (i.e., building on existing data rather than starting from scratch) and in a coordinated fashion. This requires constant attention, collecting data and updating it continually, and ensuring that it is housed in a way that is accessible to community organizations, government departments, and impact assessment consultant. Having this data would support planning and development of offshore wind that is more equitable and inclusive and enables benefits to reach diverse populations that may not have previously experienced benefits from resource development projects.

One of the key data gaps we identified through interviews was the need for better labour market information related to potential jobs in renewable energy/offshore wind. Not having this information means that many of the organizations we spoke to cannot as effectively focus their education and training work on diversifying the workforce. Indeed, we heard about important employment and training work that is being done to support diverse populations so that economic benefits are more equitably distributed. While the ongoing work of organizations is impressive, it lacks overall coordination, which could help to identify gaps and reduce any duplication of efforts. We therefore suggest the need for a "labour force strategy for all" to be developed by the provincial government. This would include not only labour force information related to potential jobs in renewable energy but also careful consideration of labour force development based on an intersectional analysis. That is, there would be information about jobs but also analysis of opportunities for, for instance, people with disabilities, lone parents, and others who are often excluded from the promised economic benefits of resource development. Such a strategy would create an umbrella for the existing work being done and identify work that still needs to be undertaken. It would also help inform the long-term plans needed to support a diverse and equitable workforce in new offshore wind projects.

Another major gap or challenge we identified relates to cumulative effects. While this report considers potential future offshore wind development, we want to stress that this type of isolated analysis reinforces inequitable approaches to resource development. The potential impacts associated with one project can be intensified by the potential impacts of future projects in the same place. As such, mitigation plans created to respond to individual project effects may be ineffective. For example, both onshore and offshore must consider the potential for other projects that will intensify expected impacts. That is, plans and mitigations will be ineffective if they do

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not consider cumulative effects of multiple projects. For example, if both onshore and offshore projects take place in western NL, an analysis that accounts for the effects of both is necessary for long term planning that supports equitable development. The RA draft report explains the challenges with cumulative effects analysis (section 8.2), including the unknowns associated with new types of project developments. However, in the case of many of the impacts we discuss in this report, the cumulative aspects exist regardless of the type of project. That is, increases in population, whether from new offshore projects, oil, or the construction of a new hospital, will have similar community impacts that need to be considered. Thus, the planning needed to support community wellbeing and diverse workforces needs to account for cumulative effects of multiple projects. As we note in the introduction, developing a framework for undertaking cumulative effects assessment, informed by GBA Plus, is important for ensuring that the uneven effects of multiple and intersecting projects are not overlooked or masked.

Our work also highlights the fact that GBA Plus needs to be integrated into all stages of an impact assessment rather than treated as a distinct component. GBA Plus shapes everything from how affected communities are identified to which valued components should be considered. Moreover, GBA Plus is not only relevant for some valued components; it applies to all of them. For instance, it is common to conduct some (often basic) form of GBA Plus when examining employment effects. Indeed, we saw a lot of attention to employment in our interviews. While it may be clear that GBA Plus is necessary for understanding a project's employment effects, GBA Plus is nevertheless relevant to other valued components, albeit perhaps in more subtle ways. For instance, a common valued component like fish needs to be assessed in a way that includes how changes in fish and fishing would impact the health of women and children, employment opportunities for women and TFWs in fish plants, or food security and sovereignty for Indigenous communities. Similarly, accounting for wider impacts of potential noise from a project could include accounting for how increases in construction activity in a region or more activity in ports could affect local neurodivergent populations with sensitivity to sound and lights.

Finally, we acknowledge that conducting GBA Plus is challenging and its application in impact assessments is still in the early stages. Since the new Impact Assessment Act was established, there has been a lot of work by public servants, practitioners, and scholars to try and establish more guidance for doing GBA Plus in impact assessments. Some of this work is now being brought together by the recently launched Gender-based Indigenous Intersectional Impact Assessment (GiiiA) Network, which aims to: "a) share knowledge between impact assessment practitioners…Indigenous experts, policy makers, and researchers about good practices [in] culturally relevant GBA Plus in IA; b) foster interjurisdictional and interdisciplinary learning and relationships … to encourage meaningful uptake of culturally relevant GBA Plus in IA; and c) create knowledge and practices related to using culturally relevant GBA Plus…" (GiiiA, n.d.).

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We therefore suggest that provincial and federal public servants with impact assessment-related responsibilities and impact assessment practitioners join the GiiiA Network to take advantage of – and contribute to – this growing collection of knowledge, resources, and activities related to applying GBA Plus in impact assessments.

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Appendix A – Review of publicly available disaggregated data for applying GBA Plus[3]

Table 1 – Potential Indicators and data sources for education and training

Indicator	Data available	Disaggregated data
Literacy, numeracy	Literacy, Numeracy - Average scores and distribution of proficiency levels, by sex and age group, inactive Statistics Canada. Table: 37-10-0047-01 2015-06-22	Age, Sex[4]
Level of education for persons with and without disabilities	Highest certificate, diploma or degree for persons with and without disabilities aged 15 years and over, by severity, by age group and gender. Statistics Canada. Table: 13-10-0378-01 2024-12-03 Reference period: 2017-2022	Geographical region, Province, Territory, Age, Gender, Disability, Education
Field of study	Major Field of Study by Age and Gender. NL Community Accounts 2022-11-30 Source: Statistics Canada, 2021 Census. Table 98-10-0388-01	Canada, Newfoundland and Labrador, St. John's Census Metropolitan Area (CMA) Age, Gender
Graduates - dertificate students	Graduation of career, technical or professional training certificate students, within the province or territory of first enrolment, by student characteristics. Statistics Canada. Table: 37-10-0140-01 Reference period: 2010/2011-2022/2023	Canada, Geographical region of Canada, Province or territory Age, Gender, Canadian & International students

[3] Data is regularly revised and updated on the Statistics Canada web site. This table reflects what existed January 8-13, 2025.

[4] We use the language of Sex and Gender and how they are disaggregated that is used in the source table, therefore the language used in this table is inconsistent. This reflects how the language and definitions of sex and gender used by Statistics Canada and the NL Statistical Agency are in transition moving beyond a binary understanding of sex.

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Indicator	Data available	Disaggregated data
Graduation – diploma students	Graduation of career, technical or professional training diploma students, within the province or territory of first enrolment, by student characteristics. Statistics Canada. Occasional Release date: 2024-12-11 Reference period: 2010/2011-2022/2023	Canada, Geographical region of Canada, Province or territory Age, Gender, Canadian & International students.
Apprenticeships major trade group, registration, certification	Canadian Apprenticeship Registrations and Certifications Statistics Canada Interactive web application Table: 71-607-X 2023 latest reference period Release date: 2024-12-11	Canada, Province or territory Age, Sex, Major trade group, Registration, Certification
Apprenticeships registration status, number, percentage of apprenticeship registrations by age group, by gender	Apprenticeship programs by age groups, major trade groups, sex and registration status. Statistics Canada. Table:37-10-0219-01 Frequency: Annual Reference period: 1991-2023 Release date: 2024-12-11	Canada, Geographical region of Canada, Province or territory Age, Sex,
Apprenticeships age and sex of major trade groups	Apprenticeship certifications by age group, major trade group and sex Table: 37-10-0220-01 Statistics Canada. Frequency: Annual Reference period: 1991-2023 Release date: 2024-12-11	Canada, Geographical region of Canada, Province or territory Age, Sex
Postsecondary enrolments program type, credential type, institution type,	Postsecondary enrolments, by field of study, registration status, program type, credential type and gender Statistics Canada. Table: 37-10-0011-01 Frequency: Annual	Canada, Geographical region of Canada, Province or territory, Gender (Man, Woman, Gender unknown)[5],

[5] As per the Statistics Canada Standard approved in October 2021, the Postsecondary Student Information System (PSIS) collects information on gender. However, due to low counts, the "Non-binary person" category has been rolled into "Gender unknown" for the purposes of dissemination. (Statistics Canada, Footnote)

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Indicator	Data available	Disaggregated data
Field of study, registration status (full-time, part-time, total)	Reference period: 1992/3-2022/3 Release date: 2024-11-20 Derived from the Postsecondary Student Information System (PSIS)	
Visible minority postsecondary graduates and field of study	Canadian postsecondary graduates by visible minority group, educational qualification, field of study (primary groupings), gender and age Statistics Canada Table: 37-10-0265-01 Frequency: Occasional Reference period: 2014 – 2021 Release date: 2024-06-26	Canada, Geographical region of Canada, Province or territory Age, Gender, Visible Minority (various groups)
Visible minority postsecondary enrolments and field of study	Canadian postsecondary enrolments by visible minority group, educational qualification, field of study (primary groupings), gender and age Statistics Canada Table: 37-10-0267-01 Reference period: 2014/15-2021/22 Release date: 2024-06-26	Canada, Geographical region of Canada, Province or territory Age, Gender, Visible Minority (various groups)
STEM training for under-represented groups field of study grouping, students in Canada (Canadian, international, total),	Persistence and graduation of students in a STEM/BHASE (non-STEM) grouping other than that of first enrolment, within the province or territory of first enrolment, by student characteristics Statistics Canada. Table: 37-10-0145-03 Frequency: Occasional Reference period: 2010/11-2022/23 Release date: 2024-12-11	Canada, Geographical region of Canada, Province or territory Age, Gender,

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Table 2 – Potential indicators and data sources for labour market planning

Indicator	Data available	Disaggregated data
Labour		
Monthly estimates of employment by industry, unemployment rate, participation rate, part-time employment by reason, hours worked by job type, industry, multiple jobholders, job tenure, wages, union coverage, reasons for leaving job, and more.	Labour Force Survey Frequency: Monthly Survey Report and data tables	Canada, the provinces, the territories and many sub-provincial regions. Age, Sex Immigrant status, visible minority groups, education, family structure Unpublished disaggregated data is available through special requests to Statistics Canada's Statistical Information Service.
Hours and wages for full-time and part-time employees, union coverage, permanent, temporary employee status, occupational group,	Average usual hours and wages by selected characteristics, monthly, unadjusted for seasonality (x 1,000) Statistics Canada Table: 14-10-0320-02 Frequency: Monthly Reference period: Nov 2022–Nov 2024 Release date: 2024-12-06	Canada (excluding Territories) Age, Sex
Population, participation rate, employment & unemployment rate	Labour force characteristics by province, monthly, seasonally adjusted. Statistics Canada Table: 14-10-0287-03 Release date: 2024-12-06 Reference period: Jan. 1977 – Dec. 2024	Canada, Province or territory Age, Sex
Labour force, unemployment by industry	Labour force characteristics by industry, annual (x 1,000) Statistics Canada Table: 14-10-0023-01 Frequency: Annual Release date: 2024-01-05 Reference period: 1976-2024	Canada, Province or territory Age, Sex

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Indicator	Data available	Disaggregated data
Labour force status, visible minority, household type	Labour force status by visible minority, household type of person and selected characteristics Table: 98-10-0656-01 Frequency: Occasional Release date: 2024-12-04	Canada, Province or territory, Census metropolitan area, Census metropolitan area part Age, Gender, Immigrant and generation status, Visible minority, Religion
Labour data, Newfoundland and Labrador Statistical Agency (NLSA)		
Labour force and gender	Labour Force Characteristics by Gender, Monthly, (unadjusted) NL NLSA. Frequency: Monthly Reference Period: Jan.2019 – Dec.2024	NL by multiple sub-provincial breakdowns Gender
Population, labour force, employment (total, FT, PT), unemployment, participation rate	Labour Force Characteristics by Gender, NL, 1976-2023 NLSA January 2024	NL Age, Gender
Population, labour force, employment (FT, PT), unemployment, etc.	Labour Force Characteristics, Monthly, St. John's CMA, NL (Unadjusted) NLSA Reference Period: Jan.2019 – Dec.2024	St. John's CMA Gender
Population, labour force, employment (FT, PT), unemployment, etc.	Labour Force Characteristics St. John's Census Metropolitan Area (CMA) Annual Averages, 2006-2023.	St. John's CMA Both sexes, Male, Female
Men and women in construction, manufacturing, retail, public administration, etc.	Employed labour force by detailed industry and gender NLSA Employment by Detailed Industry (NAICS) Newfoundland and Labrador Annual Averages, 2006-2024	NL Both sexes, Male, Female
Men and women in specific skilled trades, sales and service support	Employed labour force by detailed occupation and gender. NLSA	NL Total Gender, Men, and Women

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Indicator	Data available	Disaggregated data
occupations, public services, childcare, etc.	Newfoundland and Labrador 2021 Census	
Industry and gender	Employment by Detailed Industry and Gender, 2006-2023 NLSA	NL Both Sexes, Men, and Women
Youth and gender	Youth Labour Force Characteristics by Gender, 1976- 2022. NLSA Frequency: Annual	NL Age, Gender
Youth and gender Pop., labour force, employment, (FT, PT) unemployment, not in labour force, participation rate	Youth Labour Force Characteristics by Gender, Monthly, NL (Unadjusted) NLSA Frequency: Monthly	NL Age, Gender
Disability and Employment Data		
Differences between persons with and without disabilities employed, unemployed, or not in the labour force	Labour force status of persons with and without disabilities aged 15 years and over, by age group and gender. Table: 13100377 - derived from the 2022 Canadian Survey on Disability. Statistics Canada. Date Published: 2024-12-03	Canada, Province or territory Age, Gender Disability,
Differences in being employed, unemployed, or not in the labour force by type of disabilities (grouped)	Labour force status for persons with disabilities aged 25 to 64 years, by disability type (grouped) Statistics Canada Table 13100730 Date Published: 2019-12-03 Record Modified: 2024-10-24	Canada, provinces and territories Age, Type of disability
Differences between adults with and without disability, employed, unemployed, not in labour force	Labour force status for adults with and without disabilities aged 15 years and over, by age group and gender Statistics Canada	Canada, provinces and territories Age, Sex

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Indicator	Data available	Disaggregated data
	Frequency: Every 5 years Table: 13-10-0377-01 Release date: 2024-12-03	
Persons with disability, sexual orientation, barriers, employment	Fact Sheet Derived from the 2022 Canadian Survey on Disability. Statistics Canada One time.	Canada Age, Sexual orientation, Type of disability Barriers to accessibility, Employment outcomes, Employment rate,
Pay gap, persons with and without disabilities	Earnings pay gap among persons with and without disabilities Data from the 2019 Canadian Income Survey (CIS). Frequency: One-time. 2024	Canada Age, Gender, Disability, Education
Persons with disability, age, gender, workplace accommodation (all, some, none)	Level of needs met for workplace accommodations for employed persons with disabilities by age group and gender. Table: 13-10-0896-01. derived from the Canadian Survey on Disability. Every 5 years. Release date: 2024-03-28	Canada Age, Gender,
Off-reserve Indigenous people by disability status, employment & unemployment, numbers & rate, participation rate	Disability status, disability severity class and labour force status by First Nations people living off reserve, Métis and Inuit, age group and gender. Data Table: 41-10-0062-01 derived from the Canadian Survey on Disability. Release date: 2024-08-14 Frequency: Occasional	Canada, Geographical region of Canada, Province or territory Age, Gender, Indigenous Identity
Employment Insurance Statistics (EIS)		
EI beneficiaries by census division	Employment insurance beneficiaries by census division, monthly, unadjusted for seasonality	Canada, Province or territory, Census division Age, Sex

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Indicator	Data available	Disaggregated data
	Statistics Canada Table: 14-10-0323-01 Release date: 2024-12-18 Reference period: Jan. 2000 – Dec. 2024	
EI beneficiaries by economic region	Employment Insurance beneficiaries by economic region, monthly, unadjusted for seasonality. Frequency: Monthly Statistics Canada Table: 14-10-0343-01 Release date: 2024-12-18 Reference period: Jan. 2000 – Dec. 2024	Canada, Province or territory, Economic region Age, Sex
EI beneficiaries by EI region	Employment Insurance beneficiaries by employment insurance region, monthly, unadjusted for seasonality. Statistics Canada Table: 14-10-0346-01 Release date: 2024-12-18 Reference period: Jan. 1997 – Dec. 2024	Canada, EI Region (St. John's and NL excluding St. John's) Age, Sex
EI beneficiaries by census metropolitan category	Employment insurance beneficiaries by census metropolitan category, monthly, unadjusted for seasonality. Statistics Canada Table: 14-10-0453-01 Release date: 2024-12-18 Reference period: Jan. 2000 – Dec. 2024	Canada, Province or territory, Census metropolitan area, Census agglomeration, Census metropolitan area part, Census agglomeration part, Census metropolitan influenced zone Age, Sex
EI beneficiaries by type of income benefits last 5 months	Employment insurance beneficiaries by type of income benefits, monthly, unadjusted for seasonality. Statistics Canada Table: 14-10-0009-01 Release date: 2024-12-18	Canada, Province or territory Age, Sex

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Indicator	Data available	Disaggregated data
	Reference period: Jan. 1997-Dec. 2024	
EI beneficiaries by age group	Employment insurance beneficiaries by age group, monthly, unadjusted for seasonality Statistics Canada Table: 14-10-0010-01 Release date: 2024-12-18 Reference period: Jan. 1997-Dec. 2024	Canada, Province or Territory Age, Sex
EI Beneficiaries type of income	Employment Insurance program (EI), beneficiaries by province, type of income benefits, sex and age, unadjusted for seasonality Statistics Canada Table: 276-0020 Release date: 2024-12-18 Reference period: Jan. 1997-Dec. 2024	Canada, Province or Territory Age, Sex
EI Beneficiaries earnings	Employment Insurance program (EI), beneficiaries receiving regular income benefits by province, declared earnings, sex and age, seasonally adjusted Statistics Canada Table: 14-10-0011-01 Release date: 2024-12-18 Reference period: Jan. 1997-Dec. 2024	Canada, Province or territory Age, Sex
EI Beneficiaries	Employment insurance beneficiaries (regular benefits) by province and territory, monthly, seasonally adjusted Statistics Canada Table: 14-10-0011-01 Release date: 2024-12-18 Reference period: Jan. 1997-Dec. 2024	Canada, Province or territory Age, Sex

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Indicator	Data available	Disaggregated data
Workplace Safety		
Workplace harassment, sexual assault, inappropriate sexualized behaviours,discriminatory behaviours	Proportion of employees who self-report being harassed or sexually assaulted in the workplace. Statistics Canada. Table: 14-10-0407-01 derived from the Survey on Sexual Misconduct at Work. 2020 Every 5 years. Release date: 2024-02-12	Canada, Province or territory Age, Gender, Sexual Orientation, Indigenous Identity, Ethnicity, Disability

Table 3 – Potential Indicators and data sources for community wellbeing

Indicator	Data available	Disaggregated data
Housing		
Immigrant status, education, work status, tenure, living arrangements, and income.	Core Housing Need Characteristics by Population and Gender Canada Mortgage and Housing Corporation (CMHC) Date Published: October 8, 2019	Canada, Province, Census Metropolitan Area Age, Gender, Indigenous Identity
Indigenous households living in acceptable housing, and in core housing need	Housing Conditions of Off-reserve Status Indians CMHC (Census and National Household Survey-based) Published: April 13, 2022 Includes 2022, 2016, 2011 and 2006 data.	Canada, Province, Census Metropolitan Area Indigenous Identity
Indigenous identity and average household income, adequate and	Housing Conditions of Aboriginal Households Living On-Reserve CMHC Published: March 23, 2022	Canada, Province, Territories Indigenous Identity

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suitable housing or not	Includes 2001, 2006, 2011 and 2016 data.	
Indigenous peoples meeting basic household needs and unexpected expenses	Number of persons in the household and meeting basic household needs and unexpected expenses by First Nations people living off reserve, Métis and Inuit Statistics Canada Table: 41-10-0061-01 Frequency: Occasional Release date: 2024-08-14	Canada, Geographical region of Canada, Province or territory Age, Gender, First Nations people living off reserve, Métis and Inuit
Violence		
Intimate partner violence - Emotional, psychological, financial exploitation; Physical, Sexual violence	Intimate partner violence, since age 15 and in the past 12 months, by selected characteristics of victim Statistics Canada Table: 35-10-0205-01 Release date: 2023-01-10 Frequency: Every 5 years	Canada, Atlantic Canada, Age, Gender, Indigenous identity, Race/ethnicity, Immigrant, Disability, Education, Income, Urban/Rural, Marital status
Sexual assault	Self-reported sexual assault since age 15. Statistics Canada Frequency: Every 5 years Table: 35-10-0166-01 Release date: 2020-12-02	Canada, Province or territory Age, Gender, Sexual Orientation, Indigenous Identity, Immigrant, Disability status
Physical, sexual assault, Indigenous people and non-Indigenous people	Self-reported violent victimization among Indigenous people. Statistics Canada Table: 35-10-0168-01 derived from the Survey of Safety in Public and Private Spaces. Release date: 2020-12-02 Frequency: Every 5 Years.	Canada, Province or territory Indigenous Identity Gender
Alcohol and substance use/abuse - No disaggregated data		
Food security		

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Household Food security status	Food insecurity by selected demographic characteristics Statistics Canada Table: 13-10-0835-01 Release date: 2024-04-26 Frequency: Annual	Canada, Geographical region of Canada, Province or territory Age, Gender, Indigenous Identity, Visible Minority
Food insecurity	Food insecurity by economic family type Statistics Canada Table: 13-10-0834-01 Release date: 2024-04-26 Frequency: Annual	Canada, Geographical region of Canada, Province or territory Age (Elderly, Non-elderly), Income
Food security for Indigenous peoples living off reserve	Food security status of First Nations people living off reserve, Métis and Inuit by age group Statistics Canada Table: 41100063 Date Published: 2024-08-14	Canada, provinces and territories Age, Gender, Indigenous identity
Emissions and air quality e.g. Population exposure to outdoor air pollutants, Statistics Canada No disaggregated data		
Physical and social infrastructure e.g. Infrastructure Statistics, Statistics Canada No disaggregated data		
Health		
Several health indicators eg. Activity, chronic disease, food insecurity, health indicators, work activity, and more	Canadian Community Health Survey. Annual Component Statistics Canada. Over 200 data tables on health-many on particular populations and/or disaggregated by age and sex.	Sub-provincial-health region or combined health regions Age, Gender, Sexual Orientation, Education, Income, Immigrant status.
Disability, disease & physical health, health care services, lifestyle & social	Indigenous Peoples Survey. 2022 Statistics Canada. Frequency: Every 5 years Data release - August 14, 2024	Canada, Geographical Region, Province or territory

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conditions, mental health and well-being, disease prevention & detection, pregnancy & births, other	Over 20 data tables on health of First Nations people living off reserve, Métis and Inuit in Canada.	
Changes in youth health (several health indicators)	Changes in the health characteristics of youth between 2019 and 2023, Canadian Health Survey of Children and youth, 2023 Longitudinal sample Statistics Canada. Table: 13-10-0904-01 Frequency: Occasional Release date: 2024-09-10	Province or territory Age, Gender
Indigenous access to health care (regular doctor, health care visits, dental care and visits	Access to and use of health care services by Aboriginal identity, age group and sex Statistics Canada. Occasional. Indigenous Peoples Survey. Table: 14-10-0040-01. 2017 data Release date: 2020-12-09	Atlantic Provinces Age Gender, Indigenous Identity,
Unmet health care needs by sex & age	Unmet health care needs by sex and age group. Table: 13-10-0836-01 Statistics Canada. Annual. Release date: 2024-04-26	Canada, Geographical region of Canada, Province or territory Age, Sex
General & mental health – Indigenous off reserve by housing	General health and mental health by housing situation, First Nations people living off reserve, Métis and Inuit Statistics Canada. Table 41100080 Published: 2024-09-27	Canada, provinces and territories Age, Gender, Indigenous
Dental coverage	Dental insurance coverage and dental visits, by age group and gender. Statistics Canada. Data Table: 13-10-0877-01. 2024. 2022 data.	Canada, provinces and territories Age, Gender

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Childcare - No disaggregated data[6]		
Income		
	Over 800 tables on Income are available through Statistics Canada. Many provide data for NL that is disaggregated by age and gender. The Census of Population, 2021, conducted every 5 years, is a key data source. It also provides breakdowns by communities in NL. Additional relevant data sources could be added from the Census.	
	After-tax total income for persons with and without disabilities aged 25 years and over by severity, by age group and gender. Statistics Canada. Every 5 years Table 13-10-0379-01 Release date: 2024-12-03	Canada, provinces and territories Age Disability, Gender, Income
Low income by age, sex and economic family type	Low-income statistics by age, sex and economic family type. Statistics Canada. Annual Table: 11-10-0135-01 Release date: 2024-04-26	Canada, Geographical region of Canada, Province or territory, Census metropolitan area Age, Gender, Income
Income – Minimum Wage	Profile of Minimum Wage and Low Wage Earners in	NL Gender, Age

[6] Much of the childcare data pertains to the type of childcare, its availability, consequences when it is not available, childcare businesses, staff education, etc. A series of tables are available for NL with 2022 data but none are disaggregated. It includes Child care businesses by service type, Newfoundland and Labrador, 2022, Type of child care program offered by child care business type, Newfoundland and Labrador, 2022, Licensing status for child care businesses, Newfoundland and Labrador, 2022, with information on staff, such as education, fees and centres providing accommodation to children with a disability. However, it is possible to find childcare data pertaining to specific groups. For example, the Type of difficulty encountered by parents and guardians in finding a child care arrangement, children with long-term conditions or disabilities, aged 0 to 5 years or the Consequences of having encountered difficulties in finding a child care arrangement, children with long-term conditions or disabilities, aged 0 to 5 years. Although in both these cases data is available for Canada only and not for NL.

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	Newfoundland and Labrador, Annual Average 2022 NLSA	
Poverty & Low income of Indigenous, Immigrant, Visible Minority people	Poverty and low-income statistics by selected demographic characteristics. 2022 Statistics Canada Annual Table: 11-10-0093-01 Release date: 2024-04-26	Canada, Geographical region of Canada, Province or territory Indigenous, non-Indigenous Visible minority, Immigrant, Born in Canada
Other – Census 2021		
Population, families, housing, households and marital status, income, language, Indigenous peoples, immigration, place of birth and citizenship, ethnocultural and religious diversity, mobility and migration, education, work, and commuting	Census Profile, 2021 Census of Population Statistics Canada Release date: February 9, 2022 Updated on: November 15, 2023 Data is available on 53 topics and for communities in NL.	Provinces and territories, census metropolitan areas, communities and census tracts (over 300 for NL) Age, sex at birth and gender
Indigenous identity population – families, housing, households and marital status, Indigenous status, ancestry, income, language,	Indigenous Population Profile, 2021 Census of Population Statistics Canada Release date: June 21, 2023	Canada, provinces and territories, census metropolitan areas and census agglomerations, census divisions, census subdivisions, Métis settlements, Inuit regions, and First Nation or Indian band and Tribal Council areas. Age, Gender for selected socio-demographic characteristics.

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religion, mobility, education, work and commuting		
Other – Miscellaneous		
Barriers to public spaces for people with disabilities	Barriers to accessibility in public spaces for persons with disabilities aged 15 years and over, by severity, age group and gender Statistics Canada. Occasional Table 13-10-0927-01 Release date: 2024-12-03	Canada, Geographical region of Canada, Province or territory Age, Gender, Severity of disability
Barriers to programs & services for people with disabilities	Barriers to accessibility related to programs and services for persons with disabilities aged 15 years and over, by severity, age group and gender Statistics Canada. Occasional Table: 13-10-0928-01 Release date: 2024-12-03	Canada, Geographical region of Canada, Province or territory Age, Gender, Severity of disability
Satisfaction rating of local environment	Satisfaction with local environment, by gender and province Statistics Canada Table: 45-10-0069-01 Frequency: Occasional Release date: 2024-11-19 Reference Period: 2021 - 2024	Canada, Geographical region of Canada, Province or territory Gender
Satisfaction with family relationships	Satisfaction with family relationships by gender and province Table: 45-10-0090-01 Release date: 2024-03-26 Frequency: Occasional Quarterly	Canada, Geographical region of Canada, Province or territory Gender
2SLGBTQQIA+ Population, marital status, identity, language, education,	Socioeconomic characteristics of the 2SLGBTQ+ population, 2019 to 2021 Statistics Canada. Occasional Table: 13-10-0874-01 Release date: 2024-01-25	Canada, Atlantic Canada, Selected Province or territory Age, Gender (Total, Women+, Men+) 2SLGBTQQIA+, Non-2SLGBTQQIA+

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income, employment, general health, mental health		
Population characteristics in resource-based communities (Education, employment...)	Selected population characteristics of people living in resource-based communities, by resource industry Statistics Canada Table: 38-10-0166-01 Release date: 2023-12-13 Reference Period: 2021	Canada, Province or territory Age, Gender, Language, Indigenous Identity, Immigrant Status, Visible Minority

Table 4 - Specialized Statistics Canada data sources for GBA Plus

Topic	Data Source	Data Summary	Possible Indicators of
Disability	Accessibility Statistics	Data on – Built environment, Communications, Design & delivery of programs & services, Employment, Information & Communications technology, Transportation. Links to data tables, infographics & data visualization tools. Data reports can be desegregated and tailored to select geography, age group, gender, and disability. Frequency: Ongoing Data Hub	Labour market opportunities for people with disabilities – employment rates, proportion full-time, self-employed, overqualified, discouraged workers, trouble changing jobs/ getting a promotion; Youth not in training or employed; proportion of employees with disabilities in unionized positions; Workplace accommodation – those who required & were provided accommodation, proportion who feel uncomfortable asking for accommodation.
Employ-ment	Labour Force Survey	LFS data are used to produce the unemployment rate, employment rate and the participation rate. The LFS also provides employment	Canada, the provinces, the territories and a large number of sub-provincial regions.

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		estimates by industry, occupation, public and private sector, hours worked and much more, For employees, data on wage rates, union status, job permanency and establishment size are also produced. Frequency: Monthly Survey (Report & data tables)	Sex, Age, Immigrant status, visible minority groups, education, family structure Population, Labour force, Employment by industry, Unemployment Rate, Participation rate, Part-time employment by reason, Hours worked by job type, industry, multiple jobholders, job tenure, wages, union coverage, reasons for leaving job, and more.
Gender	Centre for Gender, Diversity and Inclusion Statistics (CGDIS)	Statistics Canada's primary platform for unique, intersectional, and disaggregated data on a growing number of topics, analytical reports and data visualization tools. Frequency: Ongoing Data Hub	Data on Transgender and Non-Binary population, gender-based violence, and Indigenous peoples and visible minorities. Limit: Data by province, region or communities are rare.
Gender	Sex, Gender and Sexual Orientation Statistics	Gender, Indigenous Identity, Age, Education, Income, Employment Rate, Unemployment Rate Frequency: Ongoing Data hub	2SLGBTQQIA+ Population. Data disaggregated by sex
Gender	Gender Statistics Program	Will present sex disaggregated data and whenever possible, geography, age groups and other intersecting characteristics. Frequency: Ongoing program	Education, labour, income, health and justice.
Income	Dimensions of Poverty Hub	Mainly previously published Statistics Canada articles and reports	Access to health care, food insecurity, education, and income inequality.

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		that draw on survey data and include limited disaggregated data. Data hub Frequency: Ongoing	
Income	Canadian Income Survey	Gender, Ethnicity, Age, (dis)Ability status, Geography (Provincial), Income Different disaggregation for different data tables. Annual Survey 2022 data most recent	Proportion of family income spent on child care, by economic family type, Income of individuals by disability status, and by age, sex and income source; Poverty and low-income status by disability status, and by selected demographics; income by family type; Low- income cut-offs by community size & family size; Food insecurity by economic family type, selected demographics, Unmet health care needs by sex and age; Average gender pay ratio.
Indigenous Population	Indigenous Peoples Survey (IPS)	Gender, Age, (dis)Ability, Geography (Provincial), Income disaggregation. Survey Every 5 Years	Childcare, Children and youth, Education, literacy and skills, Families, households and housing, Health and well-being, Indigenous peoples, Labour, Languages and cultures, Lifestyle and social conditions, Living arrangements of individuals, Population characteristics, Victims and victimization
Justice	Survey of Safety in Public and Private Spaces (SSPPS)	Gender-based violence and unwanted sexual behaviour in Canada, 2018: Initial findings from the Survey of Safety in Public and Private Spaces by gender, type of behaviour and province Survey every 5 Years 2018 most recent	Unwanted sexual behaviours in public in past 12 months, by type of behaviour, gender, province 2018, frequency in past 12 months, in CMAs, change in personal behaviour as a result, unwanted sexual behaviours at work, self- reported sexual assault, self-reported physical assault, emotional impacts.

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Justice	Survey on Sexual Misconduct at Work (SSMW)	Gender, Sexual Orientation, Geography (Provincial) Survey every 5 Years 2021 most recent	Inappropriate sexual behaviours; discriminatory behaviours based on sex, sexual orientation, and gender identity; and sexual victimization within Canadian work- related settings

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