## Canada's jurisdiction in Canadian Waters

Canada's waters are separated by maritime zones, which are defined by the United Nations Convention on the Law of the Sea. The Territorial Sea and the Exclusive Economic Zone (EEZ) are examples of two such maritime zones with implications for shipping and navigation. The territorial sea extends 12 nautical miles from a baseline (baselines running roughly along the coast). Beyond this is Canada's Exclusive Economic Zone, which extends from the edge of the Territorial Sea out to a maximum of 200 nautical miles. Depending on the maritime zone, Canada's legal authority and role differs.

Canada generally has authority to regulate vessels and manage vessel traffic within the territorial sea, subject to international conventions and treaties with other nations, and as long as any such regulation does not impinge upon the "right of innocent passage" which all vessels enjoy within the territorial sea. The territorial sea is part of Canada and is subject to Canadian sovereignty. Canada has some ability to establish rules that exceed international standards, for example through the *Canada Shipping Act 2001*. Ships from other countries have the right of innocent passage through this zone as long as they operate under certain conditions.

Beyond the territorial sea, Canada has less authority over foreign vessels that transit through the EEZ. The EEZ is not part of Canada. Instead, international law gives Canada, as a coastal State, jurisdiction over, and specific powers, respecting the EEZ. These powers include control over the exploitation of natural resources as well as certain authorities relating to the protection and preservation of the marine environment. For example, Canada may require foreign vessels in the EEZ to comply with generally accepted international rules and standards respecting pollution. However, Canada's ability to impose stricter standards is more limited as compared to the territorial sea.

Canada has some additional flexibility to regulate foreign vessels that travel through the EEZ on their way to or from a Canadian port. Customary international law gives each state the right to impose regulations for foreign vessels that choose to enter or leave its ports voluntarily. In some cases, Canada may be able to use these kinds of regulations to require vessels to meet particular pollution standards.

## $\underline{\textbf{Tailored Impact Statement Guidelines-Federal Authority Comment Table}}$

## Response requested by: January 7, 2022

Department/Agency:	Transport Canada		
	Suzanne L'Heureux	Telephone:	<contact information="" removed=""></contact>
IA Contact:	Senior Regional Environmental Advisor	Email:	

Section and PDF Page number	Issue (rationale and whether the issue is project- specific or general)	Suggested edit (show original text with suggested edits in track changes)	Type of edit (critical or recommended)
S 5.1 PDF p. 44	Specific – Please confirm the correct name of Esquimalt Nation with the Nation.	Esquimalt Nation (No'ilung Si'em 'i' sche'le'chu)*	Recommended
8.0 (Assessment Methodology) PDF Page 52	Specific - Clarification on section numbers required.	No change or edit suggested, but to note:  Please clarify section numbers. Is 0 meant to read 10?  The requirements of section 8 must be applied to the assessment of all effects of the project on VCs and impacts on Indigenous interests as described in sections 9 to 0 of these Joint Guidelines. Additional requirements related to the assessment of impacts on Indigenous interests are described in section 12 and 0.	Recommended
8.4 Existing Conditions PDF Page 57	Specific – TC would welcome and looks forward to additional information from the proponent on the scenarios to be employed for determining appropriate baseline condition(s) for environmental components.  In consideration of appropriate baseline conditions, TC may be able to provide advice and guidance in keeping with our Federal	No change or edit suggested, but to note the second bullet on PDF page 57 states:  describe the natural and/or human-caused trends that may alter the VC <u>irrespective of the changes</u> that may be caused by the project or other projects [emphasis added] and activities in the local area (for example, climate change). Understanding trends in a VC is also important context for identifying potential cumulative effects []  TC supports this point of guidance and looks forward to reviewing how project build vs project-no build scenarios are reflected in baseline considerations.	Recommended

	Authority role for how project build vs project no-build scenarios for the project could be reflected to inform baseline considerations.		
9.4.4 Air Quality  – Potential  Effects PDF p.  76	Specific – TC would note the following comment in reference to "emissions from project-related vessels and their tugs in transport along the entire marine shipping area, including short sea shipping barges and their tugs".	No change or edit suggested, but to note.  TC's Clean Air Policy & Analysis group advances the Government of Canada's domestic and international agenda to reduce air emissions including greenhouse gas emissions from the transportation sector. It has expertise relating to various topics including: regulations, policies and programs to reduce emissions across the transportation sector domestically and internationally; efforts underway across the federal government to increase domestic and global adoption of emerging technologies, such as alternative fuels, in the transportation sector; and the next generation of voluntary action plans to reduce GHG emissions.	Recommended
S 12.4 pp. PDF 150-151	General - It is not clear how the proponent and Indigenous nations collaborate on the conclusions of the assessment, given the possibility of disagreement. Suggest referencing guidance in Section 5.2.1.	Include reference to Section 5.2.1 Record of Engagement.	Recommended
S 12.4 Project Impacts on Indigenous Rights PDF p. 150	General - The EIS describes how Indigenous interests/rights assessments may be conducted with different baseline information, temporal/spatial boundaries, assessment methodologies. This will create additional considerations when using the output to inform project decisions, or to inform program and policy decisions.	No change or edit suggested, but to note.	Recommended
S12.4.3 Positive Impacts PDF p. 157	General - Suggest broadening this section to include cultural considerations, such as incorporation of Indigenous knowledge and culture into project development (i.e., related to naming, Indigenous place names, educational components, etc.)	No change or edit suggested, but to note.	Recommended

S12.4, Project Impacts on Indigenous Rights PDF p. 151	Specific - Ensure potential impacts to safety are captured in the criteria.	Suggest adding the wording (as a bullet) in red font.  assess the potential impacts on current use of lands, and resources for traditional purposes, within the context of historical and current cumulative impacts, including to: the ability to safely engage in practices related to current use of lands and resources for traditional purposes, and safely travel or access areas and sites of interest.	Recommended
S 16.2 Marine Shipping – Mitigation and Enhanced Measures PDF p. 197	Specific – With respect to the requirement for the impact statement to "provide an overview of the existing regulatory framework and role of government including in navigation and shipping, marine traffic management, and emergency response to safety or environmental emergencies"	No change or edit suggested, but to note.  Canada's waters are separated by maritime zones, which are defined by the United Nations Convention on the Law of the Sea. The Territorial Sea and the Exclusive Economic Zone (EEZ) are examples of two such maritime zones with implications for shipping and navigation. The territorial sea extends 12 nautical miles from a baseline (baselines running roughly along the coast). Beyond this is Canada's Exclusive Economic Zone, which extends from the edge of the Territorial Sea out to a maximum of 200 nautical miles. Depending on the maritime zone, Canada's legal authority and role differs.  Canada generally has authority to regulate vessels and manage vessel traffic within the territorial sea, subject to international conventions and treaties with other nations, and as long as any such regulation does not impinge upon the "right of innocent passage" which all vessels enjoy within the territorial sea. The territorial sea is part of Canada and is subject to Canadian sovereignty. Canada has some ability to establish rules that exceed international standards, for example through the Canada Shipping Act 2001. Ships from other countries have the right of innocent passage through this zone as long as they operate under certain conditions.  Beyond the territorial sea, Canada has less authority over foreign vessels that transit through the EEZ. The EEZ is not part of Canada. Instead, international law gives Canada, as a coastal State, jurisdiction over, and specific powers, respecting the EEZ. These powers include control over the exploitation of natural resources as well as certain authorities relating to the protection and preservation of the marine environment. For example, Canada may require foreign vessels in the EEZ to comply with generally accepted international rules and standards respecting pollution. However, Canada's ability to impose stricter standards is more limited as compared to the territorial sea.  Canada has some additional flexibility to regulate foreign vessels th	

S 16.2 Marine Shipping – Mitigation and Enhanced Measures PDF p. 197	Specific – With respect to the requirement for the impact statement to "provide an overview of the existing regulatory framework and role of government including in navigation and shipping, marine traffic management, and emergency response to safety or environmental emergencies;"	No change or edit suggested, but to note.  TC's Clean Water Policy group has expertise in the development of policy measures and options, as well as regulatory requirements, relating to various marine topics including: ship-source marine aquatic invasive species (hull biofouling), management of ship waste (plastics) and support for the protection and recovery of endangered species by managing adverse vessel impacts, including underwater noise and vessel strikes.	Recommended
Section 17.2 (Rail Transportation) PDF p. 181-183	Specific - Comments to further inform consideration of the geographic scope of rail activities	No change or edit suggested, but to note.  Transport Canada is responsible for federal transportation policies and programs, working to ensure that air, marine, road and rail transportation are safe, secure, efficient, and environmentally responsible. In keeping with our Federal Authority role, the department will provide information in relation to rail safety and the department's rail mandate irrespective of the geographic scope ultimately determined by the Agency and the BC EAO.  TC is pleased to share these comments regarding the department's legislative and regulatory responsibilities with respect to the project's potentially incidental activities. TC looks forward to reviewing submissions from all participants, particularly Indigenous communities, in informing the department's federal authority role providing expert advice on the Tailored Impact Statement Guidelines.	Recommended
S 17.2.1 Rail Activities – Existing Conditions PDF p. 204	Specific - Comments to further inform consideration of the geographic scope of rail activities notably "provide an overview of the existing regulatory framework and role of government in the management of rail transportation."	Transport Canada - Roles and Responsibilities with respect to Rail Transportation  Overview  Transport Canada (TC) is responsible for federal transportation policies and programs that promote safe, secure, efficient and environmentally responsible transportation. TC administers the regulations, rules and standards pursuant to the <i>Railway Safety Act</i> (RSA) with respect to federal railways <sup>1</sup> . All federal railways operating in Canada must comply with Canada's national rail oversight regime, hold a valid Railway Operating Certificate issued by Transport Canada under the authority of the RSA, and hold a valid Certificate of Fitness issued by the Canadian Transportation Agency under the authority of the Canada Transportation Act (CTA).  TC delivers regulatory oversight of the RSA through outreach and oversight, inspections and audits, and compliance and enforcement programs. In addition to regulating federal railways, TC regulates local railways when they operate on federal track owned by federal railways. The RSA does not apply to provincial railways operating on provincially-owned track and within a single province or territory <sup>2</sup> .  In each Transport Canada Region, regulatory oversight is delivered through a regional Surface Branch working in collaboration with a variety of associated Directorates at National Headquarters in Ottawa. The Surface Branch	Recommended

<sup>&</sup>lt;sup>1</sup> Federal railw ays are railw ays that cross provincial or international boundaries.

<sup>2</sup> From a regulatory framew ork perspective, each Canadian province has either emulated the federal railw ay safety regime, incorporated aspects of it by reference, or developed its own legislative framew ork that applies to provincial railw ays and provincially-owned track. The Railway Safety Program at Technical Safety BC regulates railways that operate solely within British Columbia and have a certificate issued by the BC Ministry of Transportation and Infrastructure.

	monitors compliance with the provisions of the RSA and its regulations, rules and standards pertaining to railway infrastructure including track, structures, crossings and signal systems, natural hazards, railway equipment, operations, and maintenance programs. TC also regulates the transportation of dangerous goods, checking production facilities to enforce safety standards and regulations, giving expert advice on transporting dangerous goods, and checking that crew certifications, safety markings, precautions and means of containment are all in compliance with regulations.  1 Federal railways are railways that cross provincial or international boundaries.  2 From a regulatory framework perspective, each Canadian province has either emulated the federal railway safety regime, incorp orated aspects of it by reference, or developed its own legislative framework that applies to provincial railways and provincially-owned track. The Railway Safety Program at Technical Safety BC regulates railways that operate solely within British Columbia and have a certificate issued by the BC Ministry of Transportation and Infrastructure.	
S 17.2.1 Rail Activities – Existing Conditions PDF p. 204  Specific - Comments to further in consideration of the geographic sactivities notably "provide an over existing regulatory framework an government in the management of rail transportation."	cope of rail view of the  Transport Canada - Roles and Responsibilities with respect to Rail Transportation	ecommended

Some of the pertinent rules and regulations flowing from the RSA include the Railway Safety Management Systems Regulations, the Rules Respecting Key Trains and Key Routes, the Canadian Rail Operating Rules, Work/Rest Rules for Railway Operating Employees, the Grade Crossings Regulations, the Rules Respecting Track Safety, Railway Freight Car Inspection and Safety Rules, Railway Passenger Car Inspection and Safety Rules, Railway Locomotive Inspection and Safety Rules, and the Locomotive Emissions Regulations. TC Rail Safety also administers, as extended jurisdiction of the ESDC Labour Program, the Canada Labour Code Part II.

If there is a change in operations such as a net increase in the volume of dangerous goods transported, railways have to comply with the requirements of the *Railway Safety Management Systems Regulations, 2015* and, depending on the extent of the change, with the *Rules Respecting Key Trains and Key Routes*. Both rules and regulations require railways to perform risk assessments when changes in traffic volumes occur. The risk assessment process, which includes assessing the safety and security related risks of environmentally sensitive or significant areas, annual volumes and types of dangerous goods being transported, and emergency response capability and capacity, requires railway companies to consult with municipal, indigenous and other levels of local government along the route and to incorporate their input and concerns. It is the responsibility of the railways to consult regarding the risk assessments, while TC's role is to monitor the railways for compliance with the rules and regulations.

The Canadian Rail Operating Rules prescribe operating requirements for employees involved in the movement of trains in Canada. The Work/Rest Rules for Railway Operating Employees define the requirements related to the hours of work and rest periods for employees who are in positions designated critical to safe railway operations. The Grade Crossings Regulations apply to intersections where a road, sidewalk, path or trail crosses railway tracks. Under the Grade Crossings Regulations, railway companies, road authorities (provinces, municipalities and band councils) and private authorities (farmers, commercial businesses or private individuals) share responsibility for managing the safety at federally-regulated grade crossings.

Railways must comply with the *Locomotive Emission Regulations*, developed by Transport Canada under the RSA and administered through the Rail Safety Directorate under the Locomotive Emissions Regulations Oversight Program. The Program promotes compliance by ensuring clear and enforceable requirements and by providing information, awareness and training to stakeholders; monitoring compliance by reviewing and assessing report submissions, conducting inspections and requiring emission tests; and enforcing compliance. As part of the Oversight Program, the Rail Safety Directorate also addresses concerns, complaints and enquiries from stakeholders, including the public, regarding locomotive emissions. To comply with the regulations, railway companies must meet the emissions standards set out for new locomotives, carry out emissions testing, follow labelling and anti-idling requirements, keep records and file reports with Transport Canada. The Regulations limit emissions of criteria air contaminants (CACs), including, nitrogen oxides, particulate matter, hydrocarbons, and carbon monoxide), as well as smoke.

The Rules Respecting Track Safety prescribe minimum safety requirements for federally regulated standard gauge railway track to ensure safe railway operation. The Railway Freight Car Inspection and Safety Rules, the Railway Passenger Car Inspection and Safety Rules, and the Railway Locomotive Inspection and Safety Rules prescribe the minimum safety standards in relation to freight cars, passenger cars and locomotives operated by railway companies. The rules prescribe the responsibilities of the railway with respect to the inspection and repair of all rolling stock to ensure safe operation.

		In Canada, the transportation of dangerous goods by air, road, rail and marine transportation is regulated under the <u>Transportation of Dangerous Goods Act</u> (TDGA), the <u>Transportation of Dangerous Goods by Rail Security Regulations</u> , the <u>Transportation of Dangerous Goods Regulations</u> (TDGR) and the standards incorporated by reference into the TDGR. TC is responsible for compliance and enforcement of the TDGR under the Transportation of Dangerous Goods (TDG) Program. To reduce safety risks during transport, the TDGR establish requirements to reduce the likelihood and consequences of unintended releases of dangerous goods. The TDGR include requirements related to every stage involved in the transportation of dangerous goods by all transportation modes from the point of manufacture to the final destination. This includes the manufacturing and re-qualifying of the containers, or tank cars, that carry the dangerous goods, the safety marks on the tank cars, to the training required to handle dangerous goods. The TDGA was last amended in August 2019 and the TDGR were last amended in June 2021.  The TDG Program promotes public safety in the transportation of dangerous goods by all modes. As part of the National Oversight Program, TC monitors whether companies handling and/or transporting dangerous goods are in compliance with TDG regulations and standards; provides information and guidance to industry, the public, and government employees on the transportation of dangerous goods; provides research and develops opportunities to reduce risks associated with the transportation of dangerous goods.	
S 17.2.1 Rail Activities – Existing Conditions PDF p. 204	Specific - Comments to further inform consideration of the geographic scope of rail activities notably "provide an overview of the existing regulatory framework and role of government in the management of rail transportation."	Transport Canada - Roles and Responsibilities with respect to Rail Transportation  Funding Programs  Transport Canada's Rail Safety Improvement Program provides federal funding in the form of grants or contributions to provinces, territories, municipalities, and local governments, road and transit authorities, crown corporations, for-profit and not-for-profit organizations, Indigenous groups, communities, organizations and individuals to help improve rail safety and reduce injuries and fatalities related to rail transportation. The program provides a comprehensive approach to improving the safety of rail transportation through two key components:  Public Education and Awareness; and Infrastructure, Technology and Research  The program's objectives are to improve rail safety, contribute to increasing safety at grade crossings and along rail lines, and increase public confidence in Canada's rail transportation system.  (As further noted in the comments below) The Community Participation Funding Program — Rail Safety Component aims to provide short-term grants with the goal of supporting the participation of eligible local and Indigenous communities and organizations in the development and improvement of Canada's rail safety transportation system. The objectives of the Community Participation Funding Program — Rail Safety Component include supporting the participation of, and collaboration with, local and Indigenous communities and organizations in Transport Canada's engagement processes and increasing awareness and improving information sharing regarding risks and mitigations associated with railway safety	Recommended

S 17.2.1 Rail Activities – Existing Conditions PDF p. 204	Specific - Comments to further inform consideration of the geographic scope of rail activities notably "provide an overview of the existing regulatory framework and role of government in the management of rail transportation."	Transport Canada - Roles and Responsibilities with respect to Rail Transportation  Other Government Departments  TC and the Canadian Transportation Agency (CTA) have a Memorandum of Understanding (MoU) that provides for the coordination of activities that are related to railway infrastructure and operations. The MoU states that TC agrees to, upon request by the CTA, provide railway safety input for use by the CTA as part of its regulatory noise and vibration processes in cases where railway safety may be an issue. Generally speaking, TC provides the CTA with safety-related advice and the CTA informs TC if there are potential safety concerns and seeks TC's opinion prior to making a decision.	Recommended
S 17.2.1 Rail Activities – Existing Conditions PDF p. 204	Specific - Comments to further inform consideration of the geographic scope of rail activities notably "provide an overview of the existing regulatory framework and role of government in the management of rail transportation."	Transport Canada - Roles and Responsibilities with respect to Rail Transportation  Other Programs  Operation Lifesaver is a partnership initiative of Transport Canada and the Railway Association of Canada that works in cooperation with the rail industry, governments, law enforcement, labour groups, the media, and other organizations and communities to prevent collisions at railway crossings and raise awareness about railway trespassing. A dedicated staff and Rail Safety Ambassadors across Canada educate Canadians of all ages through rail safety presentations at schools, youth clubs, driver associations, community clubs and other groups.  Through its Indigenous outreach program, Operation Lifesaver works collaboratively with First Nations communities to create materials that are meaningful and that support Indigenous people, communities and organizations in sharing the rail safety message and saving lives. In 2021, Operation Lifesaver launched the Today is Better initiative to specifically aid in preventing rail tragedies for those experiencing thoughts of suicide. The Today is Better initiative was developed by Operation Lifesaver in collaboration with the Canada Suicide Prevention Service (CSPS) and the Association québécoise de prévention du suicide (AQPS).	Recommended
Section 17.2 (Rail Transportation) Pages 181-183	Specific - Comments to further inform consideration of the geographic scope of rail activities	No change or edit suggested, but to note.  As described above and in Transport Canada's Federal Authority Advice Record ( <a href="https://example.com/here">here</a> ) Transport Canada develops and implements policies and regulations, and administers the Railway Safety Act. The department inspects companies and road authorities to ensure they comply with the Railway Safety Act, and with regulations, rules, and engineering standards made under the Act. Rail safety inspectors conduct inspections (including audits) to determine whether a railway's operations, equipment, signals and infrastructure support safety.  The Government of Canada is committed to strengthening engagement with local and Indigenous groups as part of broader efforts to strengthen the safety of Canada's railway system and better protect those living and working near Canada's rail corridors. Concerns about rail safety and the transportation of dangerous goods on established rail lines requires a regional and system-based focus as there is a need for coordinated strategic information	Recommended

sharing, outreach and engagement with Pacific Region Indigenous groups and municipalities affected by railway lines. The Community Participation Funding Program-Rail Safety Component aims to provide short-term grants with the goal of supporting the participation of eligible communities and organizations in the development and improvement of Canada's rail safety transportation system. On December 8, 2021, the Minister of Transport, the Honourable Omar Alghabra, announced a new rail safety component under the Community Participation Funding Program and launched a call for proposals for 2021-22. The objectives of the Community Participation Funding Program-Rail Safety Component include supporting the participation of, and collaboration with, local and Indigenous communities and organizations in Transport Canada's engagement processes; and increasing awareness and improving information sharing regarding risks and mitigations associated with railway safety. Those interested in learning more about the Community Participation Funding Program-Rail Safety Component are invited to consult Transport Canada's website. Transport Canada recognizes the importance of supporting opportunities for local and Indigenous communities and organizations to participate in the development and improvement of Canada's rail transportation system in Canada that may impact their daily activities and communities. Transport Canada will build on the work of the Community Participation Funding Program-Rail Safety Component in 2022-23, aiming to also develop a longer-term engagement component to support both local and Indigenous community engagement. Comments on the Draft Joint Permitting / Regulatory Coordination Plan Draft Joint Specific - Incorrect link, the guide does Recommended Approval for a proposed work in a Canadian Navigable Waters Act The owner must publish Canadian Naviaable Permitting / eventually link to the application page Canada Scheduled Water notice about the work triggers the https://www.tc.gc.ca/eng/canadian-navigableproposed work for legal duty to waters-act.html review. Interested parties consult with Regulatory A Guide to the Navigation Protection Program's are invited to provide Coordination comments within 30 days groups, the after the publication of Requirements: owner may need Plan the notice, or within any to provide https://www.tc.gc.ca/eng/programs-673.html other period specified by Apply to the Navigation Protection Program: the Minister. information necessary to Page 6 ensure Public Registry for projects submitted to consultations are Transport Canada: For more detailed guidance on the Canadian Navigable Waters Act and associated licences and authorizations, please contact Transport Transport Canada website: GCT DELTAPORT EXPANSION - BERTH FOUR PROJECT (DP4) - DRAFT JOINT PERMITTING / REGULATORY COORDINATION PLAN

		Please change the highlighted link to <a href="https://npp-submissions-demandes-ppn.tc.canada.ca/">https://npp-submissions-demandes-ppn.tc.canada.ca/</a>	
JIEPP, S 3, pp. 9-11	General - Several Indigenous objectives relate to Crown conduct or assessment criteria and do not reflect objectives of Indigenous nations related to their participation in the assessment process. These may be better integrated into the guidelines for the assessment or incorporated into an issues tracking table.	mments on the Draft Joint Indigenous Engagement and Partnership Plan  No change or edit suggested, but to note.	Recommended
JIEPP S 4.1 p. 13, Figure 1	Specific - Legend should be amended to reflect that it depicts reserve locations.	Most Populated Reserve of Indigenous groups consulted	Recommended