

K Federal Authority Advice Record (FAAR)

FAAR Response must be submitted by August 12, 2024

Big Bear Camp Aerodrome Project – Big Bear Contracting Ltd.

Registry File: 88735

Department/Agency	Employment and Social Development Canada (ESDC)
Lead Contact	Eva Lazar – Executive Director of Horizontal Policy and Special Projects Division (HPSPD) of the Skills and Employment Branch (SEB) of ESDC.
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1. a) Is it probable that your department or agency may be required to exercise a power or perform a duty or function related to the project to enable it to proceed?

If yes, specify the Act of Parliament and that power, duty, or function.

ESDC does not exercise powers, nor perform specific duties or functions related to the Project to enable it to proceed.

The ESDC Minister’s powers, duties and functions extend to and include all matters relating to human resources and skills development in Canada or the social development of Canada over which Parliament has jurisdiction, and which are not by law assigned to any other Minister, department, board, or agency of the Government of Canada.

- b) Please describe any Indigenous or public consultation that will be undertaken in relation to the exercise of that power, duty or function, including when it would take place.

While ESDC is not engaging directly with Indigenous groups regarding specific projects, it can provide the IAAC with information about relevant programming to assist in responses to Indigenous peoples and members of the public.

ESDC also offers a suite of programming to promote an efficient and inclusive labour market that includes the following:

Indigenous Skills and Employment Training (ISET) Program

- The ISET Program provides funding to Indigenous service delivery organizations across Canada that design and deliver job training services to First Nations, Inuit, Métis and urban/non-affiliated Indigenous people in their communities.
- The ISET service delivery organizations work closely with employers to identify Labour Market needs. Organizations link training needs to the job market by providing skills and training required to find a job such as: a suite of skills development and job training, from essential skills such as literacy and numeracy to more advanced training for in-demand jobs.

- They also offer a range of wrap-around services (such as help with childcare supports and transportation) during training for individuals to achieve long-term career goals. Service delivery organizations are responsible for retaining client information such as: number of skilled workers, training history, and education (Certificates/Diplomas) and Apprenticeships.

Other ESDC programs and services can be found [here](#).

2. Is your department or agency in possession of specialist or expert information or knowledge in its area of expertise that may be relevant to the conduct of an impact assessment of the project?

Specify the specialist or expert information or knowledge.

As a federal authority, ESDC provides advice on the following: social development, learning, skills development employment, unemployment, underrepresented groups, and working conditions and workplace relations, including relevant programming with respect to Indigenous Peoples.

3. Has your department or agency considered the project; exercised a power or performed a duty or function under any Act of Parliament in relation to the project; or taken any course of action that would allow the project to proceed in whole or in part?

Specify.

No.

4. Has your department or agency had previous contact or involvement with the proponent or other party in relation to the project? (for example: an enquiry about methodology, guidance, or data; introduction to the project)

Provide an overview of the information or advice exchanged.

No.

5. Does your department or agency have additional information or knowledge on the project not specified above, including information on the geographic, environmental, economic or social context of the project? (e.g. location of protected or sensitive areas, previous history between local communities and proponent or similar projects, local or regional social or economic concerns)?

Specify as appropriate.

No.

6. Based on the mandate and area(s) of expertise of your department or agency, what are the key issues related to the project?

For each key issue:

- Describe the potential effect or the nature of the issue, including any relevant context;
- Provide the rationale and/or evidence for why it is a key issue;
- Provide advice on how to address the issue, including any information or studies that should be required in the Tailored Impact Statement Guidelines, potential mitigation measures, and/or regulatory requirements relevant to the issue;
- Provide a concise, plain-language summary of the issue for inclusion in the Summary of Issues.

The information provided will be considered by the Impact Assessment Agency of Canada (IAAC) and may be used to inform its decision on whether an impact assessment is required and, where

appropriate, for next steps in the impact assessment process including to develop project-specific draft Tailored Impact Statement Guidelines.

Below are some examples of subject areas included in ESDC's review of the Project (to be developed at subsequent stages of the Project documentation):

- **Community profiles with the following socio-economic information relevant to ESDC's mandate:**
 - The current socio-demographic characteristics of the economic sector workforce of the project;
 - The labour force characteristics by age group and sex (if possible) of all impacted communities including the availability of skilled and unskilled workers, existing working conditions, wages and/or average salary range, full-time and part-time employment and training; inclusion of a hiring strategy and any efforts made towards promoting an inclusive labour market;
 - The anticipated number of jobs created, how they will be added over the project's lifespan, jobs created in Canada vs. other countries, the type of skills and knowledge that could be required to support the completion of the project; how the project's budget will be spent in the local region and the province and how it would benefit the local area;
 - The main economic activities in the study area;
 - Accessibility to programming similar to the following: Indigenous Skills and Employment Training Program (ISET), and Skills and Partnership Fund (SSWP);
 - Employment barriers to participation for local under-represented groups such as visible minorities, indigenous person, people from a lower socioeconomic status, persons with disabilities, and GBA+ groups;
 - Availability, affordability and appropriateness of child care as part of the measurement of the change in infrastructure in services; and
 - Baseline conditions and projected impacts, for example, as outlined in the Tailored Impact Statement Guidelines (TISG) template.

 - **Information regarding both local and other relevant labour markets. This includes initial labour market conditions and the anticipated impacts of the Project on the labour market, including:**
 - training and hiring strategies, including the intent to support diversity and inclusion throughout them;
 - effects to employment and how any adverse effects to employment would be managed, or mitigated;
 - applying a gender-based analysis plus (GBA+) lens in considering the effects to employment (e.g. Consideration of underrepresented groups).
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7. Where possible, identify any additional information the proponent could include in the response to the Summary of Issues and, if IAAC requires it, in their Detailed Project Description, that would:
- Give confidence that minor issues or effects could be addressed and managed by clear measures, existing guidelines, other regulatory processes or other existing tools;
 - Inform the decision as to whether an impact assessment is required; or
 - Aid in tailoring the Tailored Impact Statement Guidelines, if IAAC decides an impact assessment is required.

These clarifications and additional information will be included as specific questions in the Summary of Issues provided to the proponent.

- **It is recommended that engagement take place with existing ESDC programming (for example, ISET service delivery network), to ensure that the existing federal training network is utilized.**

- **The proponent is encouraged to apply a GBA+ lens throughout their analysis. In situations where it may not be feasible to provide all the necessary details, particularly in the initial stages of the project, we suggest that the proponent clarify their intention to implement GBA+ moving forward.**

Eva Lazar

Name of Departmental / Agency
Responder

Director of Horizontal Policy and
Special Projects Division (HPSPD),
Skills and Employment Branch
(SEB), ESDC

Title of Responder

August 5th, 2024

Date

Table 1: Key Issues to inform the impact assessment process

The IAAC asks that federal authorities align expert advice with IAAC’s approach to tailoring by project, which focuses on key project issues, clearly focused on the prevention of adverse effects within federal jurisdiction. In identifying key issues, federal authorities should be mindful of the project’s context (size, scope, location), Indigenous Knowledge and perspectives, and public concerns. Key issues that may be relevant to the decision include:

- adverse effects within federal jurisdiction and direct or incidental adverse effects that may be to some extent significant, based on federal experts’ knowledge and experience with past projects;
- potential impacts on Indigenous Peoples and their rights, based on Indigenous Knowledge and perspectives or experience with past projects;
- effects on key species or habitats (e.g. at risk, important to Indigenous communities, commercial importance, provide important ecosystem function);
- issues or effects that may result from novel project activities, components or technology;
- effects with large uncertainties, including in the effectiveness of mitigation measures;
- adverse effects within federal jurisdiction or direct or incidental adverse effects where mitigation measures are limited;
- positive effects, including where project may support other governmental priorities, including reconciliation with Indigenous Peoples; and
- key concerns raised by Indigenous groups or local communities.

Effects that are anticipated to be minor or which can be managed using well understood mitigation, existing guidance, and/or other regulatory processes may have simplified information requirements or may be removed entirely. Measured advice from federal authorities on key issues and solutions—and on the scope and detail of any required information and studies—will enable IAAC to focus assessments on issues that are important to participants and to decision-makers.

Comment ID	Valued Component or Factor to Consider	Description of Key Issue (Context and Rationale)	Advice	Plain language summary for inclusion in Summary of Issues
<p><i>Please identify comments by organization and comment number.</i></p> <p><i>e.g.: IAAC-01</i></p>	<p><i>Identify valued component(s) or factor to consider—within the mandate of your department or agency—to which the potential effect or issue applies.</i></p>	<p><i>Provide a brief description of the issue and rationale for being a key issue.</i></p> <p><i>Include, where relevant,:</i></p> <ul style="list-style-type: none"> • <i>the pathway of effects;</i> • <i>relevant context on why it is a key issue;</i> • <i>key uncertainties that should be addressed in the impact assessment;</i> • <i>Indigenous or public concerns or perspective;</i> • <i>potential for differential effects among diverse subgroups;</i> • <i>scientific evidence or Indigenous Knowledge, including from past project experience, which supports inclusion as a key issue.</i> 	<p><i>Where applicable, briefly provide solutions on how to address the potential issue or effects including:</i></p> <ul style="list-style-type: none"> • <i>Information or studies required to describe and characterize the potential effect; including any guidance for data collection and/or analysis or existing data sources to inform the assessment;</i> • <i>Any means, including any powers, duties or functions, that your department or agency has that may mitigate, manage, or set conditions related to the issue or effect;</i> • <i>Guidance or policies for mitigating effects or any standard and well-understood mitigation measures that would address the effect, including follow-up monitoring activities; and/or</i> • <i>Commitments the proponent could make to respond to the issue.</i> <p><i>Where available, please refer to existing text in the Tailored Impact Statement Guidelines template.</i></p>	<p><i>For issues to be included in the Summary of Issues, provide a concise, plain language synopsis of the key issue and any questions or directions for the proponent.</i></p>
<p><u>ESDC-1</u></p>	<p>Job Creation and Economic Conditions</p>	<p>Job competitiveness and employability intersect in a region through the balance between job market demand, skills and qualifications, economic factors, industry composition, and access to education and training. These factors collectively shape the level of competition for jobs and the ability of individuals to secure employment opportunities in each region.</p> <p><i>It is recommended that the following information regarding job creation be provided:</i></p> <ul style="list-style-type: none"> • How many jobs be added throughout the lifespan of the project? • To what extent will the local workforce be able to provide the workers needed by the project. <p><i>Regarding labour force characteristics, it is recommended the following points should be addressed:</i></p>	<ul style="list-style-type: none"> • State approximately how many permanent/part-time jobs will be created at each phase of the project and skills required. • Demonstrate the projected employment opportunities using the number of anticipated full-time equivalents. • State approximately the number and proportion of workers that will be hired locally, how local hiring will be incentivised, and mitigation efforts regarding negative local economic impact which lack of local employment might cause (if necessary). • Provide information regarding the occupations necessary for the project, including the corresponding wages, working conditions, and benefits. Compare these 	<p>High-quality employment that refers to jobs that offer favorable working conditions, fair compensation, and opportunities for growth and advancement.</p> <p>By gaining a deeper understanding of the types of jobs created, the necessary skills, and the duration of employment, we can develop a clearer picture of the project's impact on the employment landscape.</p>

		<ul style="list-style-type: none"> Existing working conditions Wages and/or average salary range Proportion of full-time and part-time employment Inclusion of a hiring strategy and efforts made to promote an inclusive labour market 	factors to those of other workers in the same occupation in the province of study and Canada.	
ESDC-2	Training and hiring strategies	Training programs are an important part of hiring strategies for creating high-quality jobs, fostering economic competitiveness, addressing unemployment, enhancing employability, and closing skill gaps to meet the demands of the labour market.	<p>It is recommended that information be provided on the following facets regarding training and hiring strategies:</p> <ul style="list-style-type: none"> what types of skills and knowledge may be required to support the completion of the project. the types of jobs at different project stages, and; the availability of training programs to educate the local population and surrounding areas. <p>It is recommended that additional information be provided on proposed employer-sponsored training and/or other resources (private/third party and/or government programs that may support training efforts).</p>	<p>Include the training programs that are to be used and which are available in the region.</p> <p>Indicate the specific skills that are required for jobs created throughout each step of the project.</p>
ESDC-3	Socio-economic conditions	<p>It is recommended that the anticipated positive and negative socio-economic impacts of the project to the community with respect to such categories as the following be provided:</p> <ul style="list-style-type: none"> changes in income, the impact on property values and the cost of living for local residence, social supports and community safety. <p>This will work towards ensuring the proposed project succeeds socially and economically within the community.</p>	It is recommended that studies be undertaken on how to best address the impact the proposed project will have on the socio-economic conditions of its region and what solutions are necessary to deal with them appropriately.	Outline to the extent possible, the socio-economic impacts of a project and how it intends to deal with those impacts appropriately.
ESDC-4	Indigenous People	A description of how the proponent intends to incorporate Indigenous communities into employment opportunities provided by its proposed project is recommended to ensure Indigenous groups impacted by the project are accurately represented at all stages of a project's lifespan.	Collaboration with the regional and local communities within which the project is located can be undertaken to ensure that impacted Indigenous groups concerns are adequately addressed while at the same time accessing any relevant government level assistance.	Identify how the concerns and needs of impacted Indigenous groups will be address successfully needs to be clarified.
ESDC-5	Demographic and socioeconomic context of the project	<p>Demographics intersect with employability in a region through factors such as population size and growth, age distribution, educational attainment and skill levels, diversity and inclusion initiatives, social and economic disparities, and migration and immigration patterns.</p> <p>It is recommended that a community profile be included with the following information:</p> <ul style="list-style-type: none"> The current socio-demographic characteristics of the community and the economic sector's workforce related to the project. Baseline demographic information of the general population. The labour force characteristics by age group and sex. Social and economic context of the region of study such as main economic industries, similar projects in the area, etc. 	<ul style="list-style-type: none"> The latest census data should be consulted for information regarding labour force characteristics, education, income, etc. Effects to employment and how any adverse effects to employment would be managed, or mitigated; Details on any commitments to maximize positive socio-economic outcomes for local communities, as well as the provision of a detailed hiring strategy. 	<p>Provide a clear image of who lives in the region of study as well as the socio-economic context of the region.</p> <p>This should include reference to any other similar projects in the region as employment strategies and number of workers may be affected by intersecting industries in close proximity.</p>
ESDC-6	Gender Based Analysis+	It is recommended that a clear and early attempt at applying GBA+ analysis be provided. In situations where it may not be feasible to	It is recommended that the following be taken into consideration:	Applying GBA Plus to impact assessments improves our

		<p>provide all the necessary information, particularly in the initial stages of the project, we recommended that the proponent clarifies their intentions to implement GBA+. This can be achieved by specifying the information they intend to include in the future, aiming to minimize the volume of comments due to missing details.</p>	<ul style="list-style-type: none"> • How visible minorities, indigenous person, people from a lower socioeconomic status, persons with disabilities, and GBA+ groups will be taken into the workforce through skills and training programs, wage incentives, and working conditions. •Employment barriers to participation for local underrepresented groups and mitigation efforts to reduce the barriers. •Provide information regarding wages, working conditions, and benefits and how they would compare to industry, provincial, and national averages. •Availability, affordability and appropriateness of childcare as part of the measurement of the change in infrastructure in services. 	<p>understanding of the positive and negative effects that a designated project may have on diverse population groups' employment opportunities and subsequent socioeconomic mobilization.</p> <p>Details concerning efforts to recruit, train, promote, and retain members of underrepresented groups, which experience poorer employment outcomes and specify how competitive worker compensation and working conditions would be.</p>
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Please insert additional rows as necessary.

Table 2. Clarifications or additional information the Proponent could include in the response to Summary of Issues

Comment ID	Relevant section of the Initial Project Description	Description of Issue, Concern or Uncertainty	Clarification or additional information
<p>Please identify comments by organization and comment number.</p> <p>e.g.: IAAC-01</p>	<p>If the comment is related to a specific section of the Initial Project Description, please provide a reference.</p> <p>You may also choose to copy the relevant text here.</p>	<p>Provide a description of the issue, concern or uncertainty the proponent could address in their response to Summary of Issues and, if IAAC requires it, in their Detailed Project Description that would give confidence that the issue will be addressed and managed, by clear measures, existing guidelines, regulatory processes or other existing tools, and thus be the subject of simplified information requests in the guidelines, or simply be removed.</p>	<p>Provide recommended clarification or additional information to be included in their response to the Summary of Issues and, if IAAC requires it, in their Detailed Project Description to address the issue, concern or uncertainty, for example:</p> <ul style="list-style-type: none"> • Clarifications to elements of the project description (e.g. components, activities, locations or alternatives); • Proposed project design changes that could avoid effects; • Evidence that could be presented to demonstrate there is no effect, pathway of effect or that effects would be negligible; • Evidence that standard mitigations will address potential effects • Commitments the proponent could make to respond to the issue, including the implementation of federal operational policies or guidance documents.
ESDC - 01	2.5 Studies and Plans (p.15) reads “An aerodrome pre-feasibility study was completed for the Project by Tetra Tech in July 2022 (Big Bear Camp Aerodrome Feasibility Design, Tetra Tech, 2022).”	If a pre-feasibility study was conducted, any results related to the socio-economic viability and implications of the proposed Project could be mentioned in the Detailed Project Description (DPD).	It is recommended that any pre-feasibility studies conducted on the proposed Project that refer to the socio-economic viability and implications of the proposed Project be included in the Detailed Project Description (DPD).
ESDC - 02	3.1 Project Purpose and Need (p.16) reads “The purpose of the Project is to improve accessibility to the northwestern area of the province and to provide economic growth and employment opportunities for the local communities, including Indigenous groups such as the Clearwater River Dene Nation (CRDN).”	This section of the summary IPD does not specify or elaborate on the kind of economic growth and employment opportunities that are to result for the local communities from the proposed Project.	It is recommended that detailed information be provided in the DPD regarding the anticipated economic growth and employment opportunities that are to result from the proposed Project. This would include, but not limited to, the following information: the degree and levels of economic growth; categories of employment; and specifying what segments of the communities’ populations will benefit the most from the proposed Project.
ESDC - 03	3.1 Project Purpose and Need (p.16) reads “The airstrip is designed to support local communities and business development, including tourism, logistics support, and support to mining and exploration companies in the northwest.”	This section of the summary IPD does not indicate what efforts will be made to ensure that the proposed airstrip will result in a greater degree of accessibility to the public regarding air transport to support local communities.	It is recommended that the DPD outline how the proposed airstrip will assist in supporting local communities; and what concerted efforts will be made to ensure greater accessibility and affordability to air transportation for the local community because of the proposed airstrip.
ESDC - 04	3.1 Project Purpose and Need (p.17) reads “The Project is anticipated to create positive socio-economic outcomes for local community members through increased employment and training opportunities and community capacity building.”	This assertion that the proposed Project will result in creating positive socio-economic outcomes through increased employment and training opportunities and community capacity building is not supported with any kind of empirical evidence. Furthermore, no detailed information is provided regarding what kind of employment and training opportunities and for who the proposed Project will result in.	It is recommended that empirical evidence be provided in the DPD regarding the anticipated positive socio-economic benefits of the proposed Project; and that detailed information be provided regarding anticipated employment and training opportunities from the proposed Project.
ESDC - 05	4.3.2 Social Context (pp. 45-46)	This section outlines the social context of the geographic location of the proposed Project (population, Indigenous treaties and First Nations), however, there is no direct correlation made with the information provided and how it impacts the proposed Project.	It is recommended that the DPD provide a detailed explanation on how the social context of the proposed Project impacts the success of the Project itself regarding its completion and operation.
ESDC - 06	4.3.3 Economic Context (p. 48)	This section outlines the economic context of the geographic location of the proposed Project, providing information regarding sectors of labour forces, major employers, and community services. However, like the previous section of the summary IPD (4.3.2 Social Context), no direct correlation is made between the information provided and how it impacts the proposed Project in any way.	It is recommended that the DPD provide a detailed explanation on how the economic context of the proposed Project impact the success of the Project itself regarding its completion and operation.
ESDC - 07	6.3 Impact to Indigenous Peoples (p. 55) reads “Potential effects to the physical and cultural heritage or the socio-economic health of the Indigenous peoples of Canada may be revealed throughout the duration of the Project. If any	This assertion regarding mitigation of issues is not supported with any examples of what resources the Proponent has at its disposal to achieve this objective.	It is recommended that the DPD provide examples of what resources are available to the Proponent to address any potential effects to the socio-economic health of Indigenous peoples of Canada through out the duration of the proposed Project.

	potential effects are brought forth, Big Bear will work with CRDN to help mitigate any issues.”		
ESDC - 08	6.4 6.4 Effect to the Health, Social or Economic Conditions of Indigenous Peoples (p. 56) reads “The Project is expected to have a positive effect on the economic conditions for the surrounding Indigenous communities as it will offer a form of employment and income.”	This assertion regarding the employment and income benefits directed towards surrounding Indigenous communities because of the proposed Project is not supported with any empirical evidence.	It is recommended that the DPD provide empirical evidence regarding the employment and income benefits to Indigenous communities that are to be associated with the proposed Project. This could include, but is not limited to, the following: categories of employment (ie. full or part-time); duration of employment (all stages of the Project); employment requirements regarding skills and education; categories of income associated with categories of employment; and comparable income levels to other forms of available employment in the local community.