



# INDIGENOUS COMMUNITIES AND INDUSTRIAL CAMPS

## Promoting Healthy Communities in Settings of Industrial Change

Prepared by The Firelight Group with Lake Babine Nation and Nak'azdli Whut'en

February 2017



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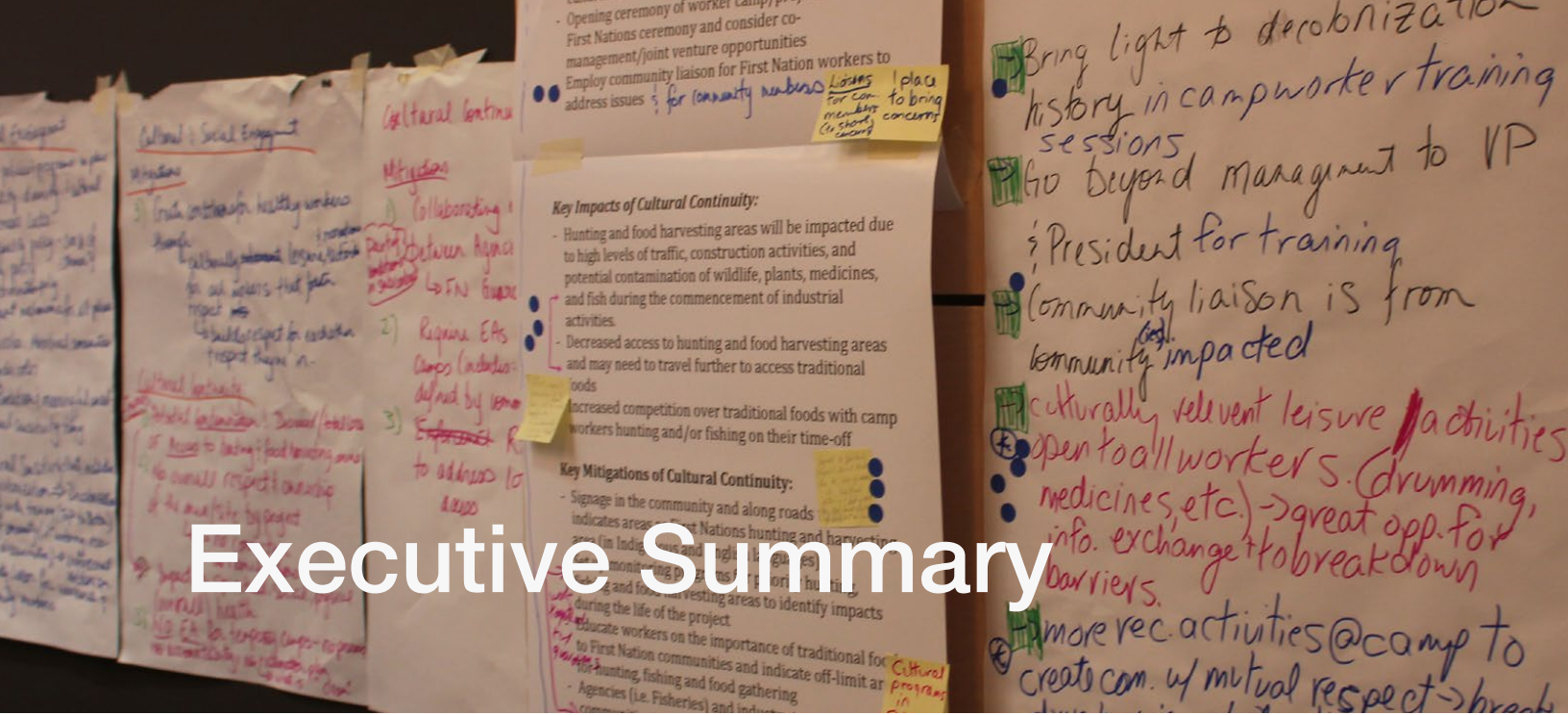


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# Executive Summary

**LAKE BABINE NATION BEGAN THIS RESEARCH** during the environmental assessment process connected to the Prince Rupert Gas Transmission natural gas pipeline project. The PRGT project requires two industrial camps to operate in Lake Babine Nation's traditional territory, near the nation's communities. Common cause was found with Nak'azdli Whut'en, whose traditional territory hosts mining and forestry camps.

The resource extraction industry has fostered significant economic activity and revenues for government, industry, and local communities. The focus of this work has been to review the impacts and benefits of siting industrial camps in close proximity to small and vulnerable communities, and to develop strategies for their responsible location and operation.

Indigenous women and youth can experience negative impacts of resource extraction at every phase of resource development. This study focused on the question of how women and their families can be protected while industrial camps operate in their territory. There are many camps identified in Northern British Columbia and their number may increase with continued investment in and expansion of the resource industry in BC (Northern Health 2012).

This work is intended to generate discussion and trigger action in advance of the potential construction periods for a variety of companies in northern BC, such as the TransCanada and Spectra Energy pipelines, and New Gold's Blackwater Project, while learning from the experiences of the Brucejack and Thompson Creek mines.

The objectives of this work are to examine the gendered effects of construction of industrial camps on nearby Indigenous communities. Our specific focus is to identify strategies to prevent violence against women and children, and to minimize negative effects of project development on community well-being. Our work is based on interviews, a two-day workshop with over 40 people, a review of the literature, and a series of dialogues with the provincial government.

**The objectives of this work are to examine the gendered effects of construction of industrial camps on nearby Indigenous communities. Our specific focus is to identify strategies to prevent violence against women and children, and to minimize negative effects of project development on community well-being.**

We share best practices, and make a call for collaboration between Indigenous leaders, industry, and agencies to protect communities, promote responsible stewardship, and maintain the safety of women, children, and vulnerable populations. Ann-Marie Sam, community leader from Nak'azdli Whut'en commented on this work:

*This work is about hearing the truths, exposing the hurts and finding our way to reconciliation through action and change. (June 29, 2016)*

There are two key findings from this research, and we have identified a range of strategies for managing them.

**This report is based on interviews, a two-day workshop with over 40 people, a review of the literature, and a series of dialogues with the provincial government.**

**Social and cultural effects of industrial camps are not effectively considered in the planning for economic development.** Currently Indigenous communities, particularly women and children, are the most vulnerable and at risk of experiencing the negative effects of industrial camps, such as sexual assault. The focus of environmental assessment must change to ensure communities, and in particular women and children, do not shoulder the burden of impacts of industrial camps. This means that all parties need to consider social, cultural, and environmental issues in industrial camp review and siting. Ministries and agencies need to plan service delivery in the north, specifically to manage the issues raised in this work, and connect and adequately fund service delivery to already vulnerable populations.

**The model of the temporary industrial camp requires a mobile workforce that is disconnected from the region, and this reinforces and recreates historical patterns of violence against Indigenous women.** Worker conduct at the industrial camp and away from it should be a concern for everyone. We need to invest in our workers, and the connections that they make to communities, given that a healthy and connected worker will tend to treat colleagues and community members with respect and kindness. At the same time, we predict that negative effects will continue to be experienced in industrial camp, and companies and governments need to expect and design for grievances.

There are systemic and historic factors that lead to patterns of violence being perpetuated in Indigenous communities, primarily on the Indigenous women and children. Industrial camps are being placed, both temporarily and in the long-term, in these contexts without considering their cumulative social and cultural effects.

A series of detailed suggestions are made to Indigenous leaders, provincial and federal governments, and industry. There is a need to heed the call that Natural Resource Manager Betty Patrick issued at the start of the workshop in June 2016 for emergency preparedness.

*Every community has a vulnerable group who are often remotely located, every single one. We women are the vulnerable ones in our community. We have been excellent crisis managers. We respond to crises very well. But we need to work on prevention now, that's why we're here today. For our daughters, for our grand daughters and for ourselves. (June 29, 2016)*

# Introduction

**THIS REPORT SUMMARIZES** research, a two-day workshop, and follow-up meetings with the provincial government. Our research intent is to review approaches to promote community health and well being in connection with construction and operation of industrial camps. The mitigation approaches were verified with community leaders, and then shared and reviewed with BC government officials. While the workshop focused on the Prince Rupert Gas Transmission industrial camps near Lake Babine Nation, the work has broad application.

There are many industrial camps location in Northern British Columbia (Northern Health 2012). Construction and operation of the Prince Rupert Gas Transmission Project, a proposed 950-kilometre liquefied natural gas pipeline project spanning from Hudson's Hope to the District of Port Edward, will require the construction of at least nine industrial camps near remote Indigenous communities in northern BC. There are many other BC-based camps expected, such as for the New Gold Blackwater Project and the Spectra Energy Westcoast Connector Gas Transmission Project, among others.

Our recommendations are to government, leadership in communities, and industry, to take up the charge to ensure that remote communities do not become more vulnerable. This work provides an avenue for Indigenous leaders to seek the resources to implement culturally appropriate strategies and programming to address some of these issues, in collaboration with the many agencies and ministries.

Aboriginal women are vulnerable in small, remote communities. The legacy of colonialism and residential schools resulted in the suppression of Indigenous culture and languages, disruption of Indigenous governments, decimated Indigenous economies, and confined Indigenous communities to marginal and often unproductive land (TRC 2015). This legacy continues today with systemic discrimination and prejudicial attitudes, leading to Indigenous communities disproportionately being affected by violence, poverty, and illness.

The addition of new pressures, from locating temporary and permanent industrial camps near these remote communities, introduces a new set of risks. In the literature, the effect for Indigenous women is known as the "risk pile up." Evidence suggests that Indigenous

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**The focus on the effects that industrial camps can have on families and communities brings a range of impacts into clear focus, including the potential for harassment and sexual assault, and how safe or unsafe women feel in the hyper-masculine context of industrial camps, among others.**

women and girls are subjected to the worst of the negative impacts of resource extraction at every phase (Cane 2015; Lahiri-Dutt 2012; Macdonald and Rowland 2002). Increased domestic violence, sexual assault, substance abuse, and an increased incidence of sexually transmitted infections (STIs) and HIV/AIDS due to rape, prostitution, and sex trafficking are some of the recorded negative impacts of resource extraction projects, specifically as a result of the presence of industrial camps and transient work forces (NAHO 2008; Shandro et al. 2014; Sweet 2014a).

These industrial camps are male dominated, and the interactions with women in communities and at camps could have highly negative consequences. At the same time, Aboriginal women are least likely to participate in the benefits associated with these industrial camps.

The focus on the effects that industrial camps can have on families and communities brings a range of impacts into clear focus, including the potential for harassment and sexual assault, and how safe or unsafe women feel in the hyper-masculine context of industrial camps, among others. There are impacts raised that cut the same way for men and women, such as increased traffic (leading to accidents or congestion) and the potential for traditional economies, resources, and lands to become a destination and hunting place for non-Aboriginal and off-time workers.

We acknowledge these are hard topics to cover. There is a National Inquiry into Murdered and Missing Indigenous Women and Girls, and both nations are near the Highway of Tears. Families have experienced many losses of young women and men. It is in this context that this study has focused on the question of how men, women, and their children are protected while industrial camps operate in their territory. Although this report does focus more heavily on women, children, and youth, Indigenous boys and men have also suffered from the effects of colonization, including the loss of clan structures (e.g., “clan mothers” in some cultures that provided guidance on respecting women), and the loss of spiritual and traditional practices (Tocher 2012). Both boys and girls endured emotional, physical and sexual abuses through residential schools, which has led to generations of traumatized Indigenous people (TRC 2015). The degradation of the clan or traditional governance structures has contributed to the loss of specific roles and responsibilities for men that contributed greatly to the survival of their community and family (Tocher 2012).

The term “industrial camps” refers to land or premises on which an employer, in connection with a logging, sawmill, mining, oil or gas operation, a railway construction project, a cannery, or a similar thing, owns, operates or maintains, or has established, permanent or temporary structures for use, with or without charge, by employees as living quarters...”short term industrial camp” means a industrial camp that operates for five months or less in any 12-month period” (Public Health Act 2012). While this definition is applied throughout the report, this work was generally referring to large industrial camps in place for the construction of pipelines or mines.



Industrial camps will have effects on vulnerable populations that are currently not planned for. There is a need for in-depth planning and regional engagement, as well as cross-agency and Ministry planning to maximize the potential benefits, and strategize for avoidance of the negative impacts of industrial camps. Plans need to be in place to:

- Capture a range of benefits to ensure local economic development;
- Strategize and plan to avoid potentially negative effects, such as:
  - A hyper-masculine industrial camp culture, which leads to lack of self care, social isolation, and significant alcohol and drug consumption, and much higher access to these substances;
  - Sexual harassment and assault;
  - Increased demand for sex trafficking and sex work;
  - Child care and gender inequity gaps;
  - Vulnerability of women as they seek transportation to gain access to services, and increase in road safety concerns;
  - Capacity strains on already limited social and health services, from the shadow population seeking work, and decreased access to services for community members;
  - Infringement on traditional use and rights through land use, and through the pressure applied to resources as non-aboriginal people hunt and fish on their time off; and
  - Pressures on community based and regional infrastructure.

Communities wish to harness the benefits that can arise from economic development.

This report argues that negative effects should be proactively managed, if industrial camps are going to be located near fragile communities. The mitigations described in this report are intended to generate a discussion, and to trigger action in northern BC. The BC government has established a cross-government working group to catalogue existing programs and services, and committed to respond to this report and its recommendations. Nation leadership holds a duty to proactively plan, especially as the decision associated with siting a camp is made. Proponents can also make many decisions through the planning phase that will decrease effects.

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## Lake Babine Interns Prepare for Construction Camps

In the summer of 2016, Lake Babine Nation hired two women to develop Emergency Response Preparedness Plans for the communities of Tachet and Fort Babine. Lake Babine Nation requested these Plans so that there would be clear actions and lines of authority in place once the industrial camps begin to operate. The nation anticipates that sexual assault and disappearance of a member could well occur as these male dominated camps are located closely to the remote communities. While the Endako industrial camp was operating, there were six known sexual assaults that went unreported to the authorities (P13).

Lake Babine Nation interns included Garaline Tom, a nation member studying for an undergraduate degree, and Hannah Quinn, a non-indigenous Canadian studying for her master's degree. Both interns spent the summer visiting the communities, and meeting with local leaders and service providers. They then developed and prepared community plans for response to three types of crisis: sexual assault, disappearance of a nation member, and domestic violence. These plans were shared at the community level, and are now available for agencies to implement coordinated responses to these crises. The Firelight Group sponsored these internships through its Social Return Program.



## SECTION 2

# Research and Workshop Approach

**INFORMATION COLLECTION** for this review was completed through:

- Meetings with members of Lake Babine Nation and Nak'azdli Whuten;
- Individual phone interviews with Indigenous community members, agency representatives, health care providers, and front line workers about the effects of industrial camps that are in close proximity to small communities;
- A literature review;
- A workshop (called C3: Communities and Construction Camps) with Indigenous community members; and
- A series of verification sessions held with the provincial government.

A total of 12 individual interviews were completed between May 20 and June 13, 2016. All interview participants provided oral consent and were tape recorded for internal purposes only, and interview notes were kept. Interviews followed a semi-structured format, including open-ended questions. Interview responses were coded following core themes.

Interviews that were conducted for the research are referred to in text as (P01), and interviewees have been provided confidentiality and anonymity of their comments in this way. Interviews were conducted with front line service providers throughout the northern BC region in June of 2016.

## 2.1 Workshop Attendees

The prevention and wellness strategies were presented in a workshop on June 22 and 23, 2016 in Prince George at the C3: Communities and Construction Camps Workshop.



**Day 1 of the workshop included 21 community members representing Lake Babine Nation, Nak'azdli Whut'en, Wet'suwet'en First Nation, Saik'uz First Nation, Xení Gwet'in Nation, and Nadleh Whut'en First Nation.**

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Day 2 included 47 total attendees, including:

- Six nations represented and the Carrier Sekani Tribal Council;
- Nine industry representatives;
- Seven government representatives;
- Two Amnesty International representatives; and
- Two Highway of Tears initiative representatives.

Small groups worked together on each day, working on specific strategies and recommendations.

### **STUDYING THE EFFECTS OF CONSTRUCTION CAMPS**

Nak'azdli Whut'en has studied the effects of construction camps on communities since forestry and mining camps have been licensed in the area, and the result of the community based health research was a register of many community and social health effects that fell below the radar of the province (Shandro et al. 2013). This has led to ongoing proactive work by the Natural Resources Program to anticipate and manage the impacts of the five proposed LNG lines within the territory.



## SECTION 3

# Provincial and Federal Responsibilities with Respect to Work Camps

**INDUSTRIAL CAMPS ARE CURRENTLY REGULATED** by numerous provincial and federal agencies. As noted in a report by Northern Health, “Constructing a complete profile of industrial camps in Northern BC is complex and challenging due to how different camps are reviewed, approved, regulated and permitted by various government agencies” (2012, 2). Appendix A reviews the agencies involved in the regulation and monitoring of industrial camps.

As the industrial sector expands, increased demands will be placed on British Columbia government ministries and agencies such as the BC Oil and Gas Commission, the provincial regulator of oil and gas activities, to develop a complete profile on the number and location of industrial camps. This may require increased collaboration and communication across agencies, resulting in improved baseline data for social and health, and the ability to monitor and respond to impacts.

**As noted in a report by Northern Health, “Constructing a complete profile of industrial camps in Northern BC is complex and challenging due to how different camps are reviewed, approved, regulated and permitted by various government agencies.”**

## 3.1 Environmental Assessment of Industrial Camps

In BC, the provincial government is committed to flexible and efficient review. Projects that are reviewed through the environmental assessment (EA) process are identified through the *Reviewable Projects Regulation* (BC Reg. 370/2002). Proponents are encouraged to opt into the BC assessment process, and the BC Minister of the Environment can designate projects for review.

Industrial camps generally only represent one stage in the development of a full project that is being proposed. The construction period can be very intense, characterized by a large workforce and increased traffic, for example. Oftentimes, industrial camps are associated with smaller projects that do not trigger review through the environmental assessment process.

**When an assessment is triggered, there is a review of environmental, social, health, heritage, cultural and health effects on “valued components” (VCs). There is a disciplined process for identification of these VCs, involving scoping with stakeholders and verification.**

PHOTO COURTESY  
NAK'AZDLI WHUT'EN



When an assessment is triggered, there is a review of environmental, social, health, heritage, cultural and health effects on “valued components” (VCs). There is a disciplined process for identification of these VCs, involving scoping with stakeholders and verification (BC EAO 2013). The final set of VCs in a project becomes the focus for the assessment of effects. BC guidance suggests that VCs should be selected if they are relevant, comprehensive, representative, responsive and concise (BC EAO 2013). Each set of VCs will be unique, in response to the particular character of the project and the region, communities and infrastructure that the project is proposed in. The VCs that are chosen tend to be identified through a deliberative process with the proponent, Indigenous groups, scientists, and government personnel, among others (BC EAO 2013). Research has shown that community based VC identification can lead to unique VCs being identified (Shandro et al. 2014).

The BC government continues to give more precision to the planning and policy associated with environmental assessment. In 2014, a new tool was introduced for managing the impacts of liquid natural gas (LNG): the Socio-Economic Effects Management Plan (SEEMP) (BC CSCD 2014). This planning was applied to the five LNG projects in the province. The SEEMP framework sets out an “adaptive process to identify and manage project related socio-economic effects, with a particular focus on services and infrastructure” (BC CSCD 2014). This framework suggests that a range of effects be considered, such as economic, social and management plan relationships, and the framework requires engagement with a wide array of parties (e.g., emergency management, health authorities, housing, among others). While a certificate holder develops a SEEMP, the Ministry of Community, Sport and Cultural Development (MCSCD) and the Environmental Assessment Office (EAO) monitors its development, and the EAO ensures the SEEMP complies with the terms of the Environmental Assessment Certificate.

# Review of Impacts and Mitigations

**THE SOCIO-ECONOMIC EFFECTS OF INDUSTRIAL CAMPS** that were identified in interviews, the workshop and in follow-up discussions are interconnected, and thus involve a wide array of agencies and Ministries. This is why there is a need for in-depth planning and regional engagement, as well as cross-agency and Ministry planning to maximize the potential benefits, and strategize for avoidance of the negative impacts of industrial camps. This section reviews the:

- Benefits that can be experienced, such as a returning Indigenous workforce, and the joint venture options;
- Negative effects that could make already vulnerable women and children even more so. There is a “hyper-masculine” industrial camp culture at play, at times, which leads to significant alcohol and drug consumption, and much higher access to these substances. This workplace culture and the demands of the higher transitory population for services (termed the “shadow population” in this report) can lead to:
  - Sexual harassment and assault;
  - Increased demand for sex trafficking and sex work;
  - Child care and gender inequity gaps;
  - Vulnerability of women as they seek transportation to gain access to services, and increase in road safety concerns, and negative
  - Capacity strains on already limited social and health services, from the shadow population seeking work, and decreased access to services for community members;
  - Infringement on traditional use and rights through land use, and through the pressure applied to resources as non-aboriginal people hunt and fish on their time off; and
  - Pressures on community based and regional infrastructure.

**There is a need for in-depth planning and regional engagement, as well as cross-agency and Ministry planning to maximize the potential benefits, and strategize for avoidance of the negative impacts of industrial camps.**

The benefits and risks that follow do not represent an exhaustive list; they capture community members' concerns and experiences, along with the professional insights of health professionals and other service providers in the region.

The tables in Section 6 of this report should not be underestimated. They include a collective representation for targeted actions to reduce vulnerabilities.

## 4.1 Benefits of Industrial Camps for Communities

Indigenous communities and municipalities, particularly in depressed economies, often want to minimize the risks of boom and bust scenarios, but do want the industrial economy to 'touch down' locally in terms of employment, training, and business engagement, ensuring there are positive indirect and induced local economic impacts. There is a need to avoid the flyover effect, where risks are managed by too much separation of the industry from the community, and instead manage the boom and bust risks with longer-term strategies for economic diversification.

Nations have negotiated joint venture agreements for provision of camp services with companies, and the revenue, relationship, and control inherent in these agreements provides a starting point for the experience of benefits. When communities agree that a camp should be located in their territory and have the power to manage and control the location, then they also want benefits to be carefully negotiated. The benefits that nations can experience are reviewed in Table 4.1.

**Table 4.1: Potential Benefits of Industrial Camps for Co-located Communities**

Benefit	Description
Attracting nation members back home from away, as there is the possibility of employment locally.	First Nation members do get attracted back to the region, and nations expect a large in-migration to the region to participate in employment. This is a benefit to the nation, as it will positively impact on that citizen's attachment to the community and the land, possibly reinforcing Indigenous language skill and intergenerational knowledge transfer. The attendant housing needs in the reserve and requirement to train and deliver services are treated as adverse impacts.
Employment	Jobs can range in industrial camps from anywhere from a small number through to the thousands. These jobs can have spin-off benefits in the community, if individuals are gaining new skills, pursuing apprenticeships, or acquiring skills that become transferable into the community.



<b>Table 4.1 continued</b>	
<b>Benefit</b>	<b>Description</b>
Business	Camp catering, janitorial, site services, and other subcontracting options become available when industrial camps operate in a region.
Sales	Camp staff can have a direct impact on sales. In one nation, the negotiation with the company led the company to commit to make their stops, when transporting workers, in the small community gas station (rather than in the city).
Indigenous representation in management level of project.	Joint venture agreements can be starting points for ensuring representation in management levels by both parties. Indigenous representation at a senior level can create direct linkages to operational staff within the company and ensure that concerns from both parties are addressed, and the community has the pathway to ensure concerns are heard at a higher level. Senior engagement can ensure camps and projects are planned and implemented in line with the nation's needs.
Collective investment in local infrastructure, including health care and social resources, can provide communities longer-term access to these resources.	<p>Investment in existing local health and social infrastructure can contribute to capacity development and longer-term accessibility of these resources to First Nation members. Camp infrastructure lessens the footprint of the project that can be associated with developing entirely new communities, and impacts of boom and bust cycles. Associated project infrastructure, including accommodations, roads, and inputs, can also reduce pressure on existing infrastructure in co-located communities.</p> <p>If there is a desire for improved roads, new industry in the region can propel new infrastructure funding into the area. Road infrastructure and traffic concerns relating to accessibility to traditional territory, as well as overburdening existing health care infrastructure, are treated as adverse impacts. See the section on infrastructure in this report.</p>
Greater cultural understanding	Recreational activities for workers, as well as community integration through welcoming ceremonies, are examples of positive control over industrial camp environments that can contribute to increased understanding of Indigenous protocols and traditional territories that employees are working in.

**There are many benefits that industrial camps can bring, but they require careful planning and investment.**

**Women and youth are at a higher risk of experiencing gender-based violence given the existing systemic challenges on reserves; there are very few services, programs, or opportunities to support them.**



## 4.2 Vulnerability of Indigenous Women and Children

Indigenous women and youth are subject to a “risk pile up”, related to many socioeconomic and historical factors. Indigenous women have often witnessed and experienced many different types of trauma. Part of this may be related to their individual experience or from witnessing sexual assault. However the collective experience of trauma also plays a role. Indigenous communities have been relocated, forced into new settlements, and suffered through residential school. This collective trauma leads to historical violence being perpetuated and cycled into new generations.

The protective factors of cultural continuity, language, and the warm arms of the family have been stripped away, leaving Indigenous women exposed and often alone. Indigenous women are more likely to be living in poverty, and therefore they often are housed in substandard or marginal and crowded homes. Women and youth are at a higher risk of experiencing gender-based violence given the existing systemic challenges on reserves; there are very few services, programs, or opportunities to support them.

Many remote Indigenous communities face a high rate of physical, sexual, and substance abuse, with an attendant general lack of funding and support for solutions. In short, for a variety of reasons, Indigenous women and their families are already vulnerable. This section reviews the decisions that can be made to reduce vulnerability, as well as the effects and how they come to play out.

### 4.2.1 Siting of Industrial Camps

It is common for proponents and communities to consider economic factors in deciding on camp locations. Indigenous leadership often tries to jockey for the closest possible location to the community, to engage as many of the economic benefits as feasible. Siting decisions tend to be determined by physical and geographical feasibility, avoidance of sensitive waterways, and access to infrastructure. It is very rare for the parties to consider social factors.

Yet there are many social factors that can emerge, not the least of which is increased non-indigenous harvest in the area. Although the industrial camps may be several kilometres away from reserves, Indigenous community members practice their Aboriginal rights and way of life throughout their traditional territory. Camp workers will be mobile on their time off, especially if personal vehicles are permitted in the industrial camps. Hence, if camp workers are gathering on Indigenous traditional territory during their time off, community members are concerned about negative interactions and the health, safety, and the well being of their families.

Other siting factors are described throughout the report, and at the close a set of social issues are considered which can be used to plan to reduce the effects described below.

### 4.2.2 Identity and the Workforce of the Industrial Camp Environment

In the past communities tended to be built around large mineral resource developments, such as Tumbler Ridge (around a coal deposit) and Yellowknife (around two gold deposits). Since the 1990s, the industrial model has moved towards creating industrial camps, whereby the workforce is mobile, temporary and hosted in a semi-permanent to permanent location. This allows the workers to drive or fly in our out (known as the FIFO or fly in and fly out model).

This relatively new industrial model can have a range of social and cultural effects that tend not to be considered as they are being sited near communities.

The location of industrial camps can be remote from urban centres, causing workers to be socially disconnected from their families and friends. There is a pattern of drugs and alcohol use that is prevalent among industrial camp workers and is a contributing factor to violence against local women and girls. Increases in substance abuse and gambling throughout the life cycle of extractive industry projects is well documented (Eckford and Wagg 2015), and negative impacts on health are correlated with increases in transient work forces with heightened disposable incomes (Goldenberg et al., 2008a).

*If there is a lot of money, you are not going to spend money in a good place if you are not in a healthy place. So there is big job turnover, partying on days off, and money is blown on partying. (P06)*

There negative health outcomes of these behaviours, such as depression and loneliness (Bulman et al. 2014), and mental and physical health concerns are exacerbated when

**It is common for proponents and communities to consider economic factors in deciding on camp locations. Indigenous leadership often tries to jockey for the closest possible location to the community, to engage as many of the economic benefits as feasible.**

there is a lack of access to health services (Goldenberg et al., 2008a, 2008b, 2008c in Shandro et al. 2011).

Due to the long hours required and the intense work environment, as well as a lack of self-care while working in camps for extended periods of time, camp workers have a tendency to “blow off steam” at the end of a work week. This is part of ‘Rigger Culture’ in remote industrial camps, which refers to a place-based culture of hyper-masculinity, sexism, homophobia, apathy towards self care, and disconnection from the local community (Goldenberg et al. 2008a, b, c; Shoveller et al. 2007). When young workers are exposed to ‘Rigger Culture’, this identity is something that comes to be expected of men within industrial camps, and is also expected of workers from communities that are located near camps. ‘Rigger’ identity creates complex sexual dynamics with women in nearby communities.

**Simply put, these workers are not invested in the community, and they do not have relationships with people in the area. They are disconnected from the region, and this lack of connection creates a context in which some workers conduct themselves in ways they would not in their home community.**

What is being referred to here is a structural problem associated with the isolation, distance from social and family relationships, tendency to stigmatize self-care or sexually-transmitted infection (STI) checks, and long work hours. While a company might build a gym for people to exercise, or make STI testing available, there is a larger set of dynamic factors that need to be considered in potential for industrial camps.

Simply put, these workers are not invested in the community, and they do not have relationships with people in the area. They are disconnected from the region, and this lack of connection creates a context in which some workers conduct themselves in ways they would not in their home community (P09). Furthermore, these workers often hold prejudices and racist beliefs towards Indigenous women. This lack of connectivity and the beliefs they have towards Indigenous women, compounded with the access to drugs and alcohol, results in a variety of violent and inequitable outcomes for women.

#### **4.2.3 Job Roles, Inequality and Insecurity, and Racism for Women**

Demographic data shows consistently higher numbers of men working at industrial camps than women, particularly higher numbers of single men than women. Many extractive industry jobs go to men, because they have better access to education in some socio-cultural situations, have greater physical strength required for the job, and there remains discrimination because of stereotypes within the industry and individual companies.

There are many barriers that work against women finding, keeping, and maintaining positions in camps, in addition to advancing (Gibson and Kemp 2008). First, there is the hyper-masculine culture, creating an environment in which women sometimes do not feel safe (Eckford and Wagg 2014). Second, there are often very few women working in these environments. Many Indigenous women are working in roles as cooks, cleaning, and support staff. This work can place women at risk, for example, as they clean male colleague’s rooms on their own.

Industrial camps can employ workers who hold racist or discriminatory views or sustain these views in their employment practices. This becomes apparent through wage disparity and unequal access to employment opportunities. One front line



worker discussed women facing blatant sexism and discrimination in industrial camp environments based on assumptions that were not relevant to their ability to do their job (P08). This discrimination results in women not receiving equal opportunity or pay for employment as non-Indigenous women and men applying for the same position. She shared the story of one young woman she works with:

*Even non-native locals who aren't miners experience discrimination. Many people who work at the mine, work there a long time, others are promoted and get raises before first nations people. They have been there longer, and get passed for promotions. Don't move up as fast. Stated many many times. Someone with a degree in environmental planning were an admin assistant, while someone without a degree was given the environmental position. (P06)*

The perpetuation of this work site culture and the often negative stereotypes held by non-Indigenous workers towards Indigenous women can result in a continuation of cycles of trauma, racism and violence.

#### 4.2.4 Alcohol and Drugs

Community members and health care workers are concerned about an increased influx of alcohol and drugs coming into Indigenous communities as a result of higher disposable incomes of workers in industrial camps. Workers with time off may choose to party, drink, and socialize with community members, while under the influence. New development projects attract the drug trade in, at the construction phase. A health nurse stated:

*The dealers move towards disposable income — the dealers come in and claim the stake too a territory before a mine is even approved. We see trends — where industry is going up, we see more activity and the more money that is disposable, the more drugs that are available. (P09)*

The question of access to alcohol — whether camps are wet or dry — is typically raised, as well as whether the same rules will be applied to all contractors. There is very little literature associated with allowing camps to be “wet” or requiring them to be “dry”, and the attendant outcomes related to safety, sexual harassment and assault. In the NWT, all mining camps are dry, and this has had the effect of encouraging sobriety and healthy living for the Indigenous workforce (Gibson and Kemp 2008). Camps that are wet might discourage workers from seeking alcohol in the communities, although a bootlegging market might arise as a result. Whether the camps are dry or wet, participants noted that it is important to have clear policies on substance use and ensure workers are given reminders of these policies. Education on substance addiction treatment options and on ways people can keep their jobs if they acknowledge the issue and seek treatment is vital.

Increase in addictive substances will cause strain on local services. Interview participants highlighted that they do not feel they have the capacity (i.e., human, resources, education) to respond to potential higher caseloads, complexity of new drugs and substances, and other mental health issues that may result with an increased population associated with a camp.



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PHOTO COURTESY  
NAK'AZDLI WHUT'EN

#### 4.2.5 Sexual Harassment and Assault at Camps or in the Region

There are linear relationships between the highly paid shadow populations at industrial camps, the hyper-masculine culture, and a rise in crime, sexual violence, and trafficking of Indigenous women (Taggart 2015). In research conducted in the Fort St. James area (Shandro et al. 2014), data from the local RCMP showed a 38 per cent increase in sexual assaults during the first year of the construction phase of an industrial project, as well as an increase in sex work in areas where there is an increase in industrial traffic (Shandro et al. 2014).

Indigenous women are particularly vulnerable to being victimized by sexual assault (Department of Justice 2015a), and particularly so when industrial camps are located near remote communities.

*When that influx first started, being a teenager and walking around and being propositioned by men for sex for money. And not that that was a huge common occurrence, but that is when things like that had started to happen. I feel like it was, it increased the social issues that we had in the town. And when you have people that are in community that aren't invested in community it almost becomes like, I don't want to use the word cesspool, but almost something like that. ... when I was a teenager and the boom started, the male to female ratio was like seven to one. It was normal to be hanging out with older guys, and older guys wanting to hang out with younger girls. I remember partying with rig workers that were 28 or 29, and the connection that was happening with sexual violence, usually when substance is involved too. It's scary to me when I think of my little cousin and what that looks like for them, and their safety. (P12)*

**There are many stories of men using their influence or position to leverage sexual favours from women, promising better shifts or avoidance of particular jobs.**

Indigenous women are vulnerable at the industrial camp. There are many stories of men using their influence or position to leverage sexual favours from women, promising better shifts or avoidance of particular jobs (P06). Further, workers use symbols to indicate they are looking for paid sex at the site, such as leaving their boots outside of the door (P06).

Outside of industrial camps, there are also sexual assaults. During the construction period of the Endako mine, six rapes in the nearby community and camp went unreported (P13). One workshop participant told a story of how she was the driver for a group of industrial camp workers, who boasted amongst themselves about how they had collectively raped a young Indigenous woman. The Indigenous driver was so invisible to these young men, that they did not even consider the impact on her as they re-told their stories. The young men raped this young Indigenous woman, who was later found by her family on the side of the road, naked and alone. No reporting was made of the incident, and no charges were pressed.

There tends to be very low reporting of sexual assaults in industrial camps, and very low reporting of sexual assault in the areas surrounding industrial camps, for a variety of reasons.

According to the General Social Survey on Victimization, the non-reporting rate for sexual assaults in Canada rose from 78% in 1999 to 88% in 2004 (Hattem 2015).

There are a variety of reasons why survivors of sexual assault choose not to report their assault. The process of reporting a sexual assault can be traumatizing, and many people feel re-victimized by the justice and medical systems (see Department of Justice 2015b; Kelly and Stermac 2008; Maier 2008; Parnis and Du Mont 1999).

*Some women do not report assault they have no self-confidence, and they have no understanding of their rights, and why they deserve to have this sort of assault investigated. (P09)*

For remote communities, women must not shower or care for themselves physically until such a time as they can get medically examined. This can consume hours or days, as women must drive to the closest medical facility with the capacity to conduct a rape exam, as well as waiting room times. Rape reporting rarely can occur in the community, given community health centres staff interviewed for this research did not have rape kits, and did not feel prepared for incidents of sexual assault (PO3). The process of reporting a rape includes the assaulted person abstaining from changing their clothes, showering, defecating, urinating, or in the case of oral assault consuming food or liquid until they undergo a rape exam (Maier 2008; Parnis and Du Mont 1999).

For many communities in northern BC, women have to make the choice to drive for hours on their own, or hitchhike, often to Prince George. Other barriers to reporting are having to leave children behind, fear of the assault becoming known (and the associated stigma), fear of not being taken seriously, and fear of the exam itself. The rape exam can be an invasive procedure, as pelvic exams may remind survivors of the assault (Maier 2008).

Previous experiences can also cause assault survivors to keep quiet about assault. There are many stories in which agency or support staff did not believe an assault victim, discriminated against women based on social class, ethnicity, mental illness, alcohol use, and promptness of reporting the incident (Kelly and Stermac 2008). Often victim blaming occurs, or judgments associated with the emotional state of the victim are made as lack of evidence of assault, even though there are a range of post-assault emotions (Parnis and Du Mont 1999).

There has been an increase in Canada of reported assaults being classified as 'unfounded' in comparison to other reports of violent offenses; this too can lead to sexual assault not being reported (Hattem 2015). Hattem also notes concerns regarding case processing by criminal justice personnel, supported by research with sexual assault survivors who termed their experiences with police and courts as making them feel dehumanized, blamed, and disbelieved (Hattem 2015). This has led women to feel tension, fear and distrust of the justice system (FPT Ministers Responsible for Justice and Public Safety 2016), contributed to reluctance to report sexual assault (Hattem 2015).

Community service providers located near industrial camps often have very little knowledge of the presence of industrial camps, have rarely planned for effects with regional agencies, and generally report they are unprepared for sexual assault and harassment of community members by people working in industrial camps.

**The values and ethic that are set in industrial camps can lead to increased alcohol and drugs, and acts of violence in and out of camps against women. Women rarely report this violence, for many reasons.**

#### 4.2.6 Sexual Assault and Domestic Violence

Indigenous women and children experience higher rates of domestic violence than non-Indigenous women and children (FPT Ministers Responsible for Justice and Public Safety 2016). Victims of sexual assault often know their offender.

Violence is one mechanism that is used to deal with trauma and a variety of other factors including “poverty, substance use, lack of education and employment opportunities, and mental health challenges” (FPT Ministers 2016). This violence is often cyclical, recreating itself due to the historical violence perpetrated on Indigenous lands, families, and culture. Intergenerational trauma is the continuation of trauma between generations, in an Indigenous context as a result of colonialism, residential schooling, structural racism, and poor institutional responses.

*Individuals who have been subjected to violence are statistically more likely than others to commit violence in future, particularly if they did not receive meaningful intervention when they first experienced violence. Such trauma is particularly damaging to children who witness or experience violence, especially spousal violence. (FPT Ministers 2016 p. 10)*

**Without understanding these roots of violence, sexual trade, trafficking and women’s vulnerability are misunderstood.**

Physical and psychological abuse and racism towards Indigenous men in the hyper-masculine camps, or the values and behaviours promoted therein, may be a catalyst for an indirect culture of violence towards Indigenous women and children.

Indigenous communities are living in a context where historical trauma and inter-generational historic grief is ever present (Laboucane-Benson 2009). There are very high incidences of domestic and community violence; “as a result, many Aboriginal people are wrestling with many current losses as well; loss of family connection, identity and the frequent death of family and community members” (Laboucane-Benson 2009, 119). Industrial camps may well serve to continue this pattern of violence.

#### 4.2.7 Sex Trade workers and Sex Trafficking

The sex trade and sex trafficking have both increased around sites of industrial extraction. In both Fort McMurray and Grande Prairie, there has been a sharp increase in both activities, attributed to the rise in increased income of young men, social isolation from families and relationships, and the hyper-masculine context of camps (Sweet 2014a). The culture and values associated with industrial camps may serve to perpetuate cycles of violence, already present due to the process of colonization, and allow industrial camp workers to seek out sex workers and contribute to increased sex trafficking.

Without understanding these roots of violence, sexual trade, trafficking and women’s vulnerability are misunderstood. Women are often blamed for their participation in the trade, for example. Industrial camps could continue this pattern whereby women and children are brought into the sex trade, against their will. The industrial camp could become a fundamentally unequal space that privileges some groups in Canada, and continues to oppress others (Louie 2016, 54).



Sex trade work and sex trafficking has been shown to follow, in part, the boom and bust cycle of extractive industry projects (Shandro et al. 2014). According to human rights studies conducted in Canada, in some areas Indigenous women and youth represent between 70 and 90 per cent of the sex trade, despite Indigenous people making up less than 10 per cent of the population in these areas (Sweet 2014b). Currently, there are an especially high number of youth in the sex trade (CPHA ACSP 2014) and it should be emphasized that they are not working in this trade by choice. Louie explains that:

*There is a crossover between girls and women working in the sex trade and girls and women who are trafficked, but it should not be assumed that all trafficked women began by consensually working in the sex trade. More to the point, since most Indigenous women in the sex trade were recruited as minors, they cannot be considered willing participants in the first place. The tendency to blame the victims of abuse and oppression when they are pushed into the sex trade is an abhorrent practice limiting widespread support of victims. (Louie 2016, 53, 54)*

There remains a significant gap in research on the numbers of Indigenous women who experience commercial sexual exploitation or human trafficking. This is due to a lack of data and a lack of tracking methods (Tocher 2012 in Sweet 2014b).

Workshop and interview participants are concerned that industrial camps will draw vulnerable young men and women into the sex trade. Pathways into the sex trade are contingent on a variety of factors, many of which can grey the lines between *sex work*, which can be voluntary and consensual, and *sex trafficking*, with forced entrance into the sex trade. These two forms of involvement in the sex trade are very different, and should be treated as such.

Indigenous women and youth near industrial camps are at risk, given the structural reasons that have been identified as pathways to the sex trade. Poverty and homelessness have been cited as the most common structural reasons for people to enter the sex trade, specifically among First Nations Inuit and Métis women and girl sex workers (CPHA ACSP 2014). Louie's dissertation identifies pathways for Indigenous women and girls entering the sex trade, and should be considered a primary resource in tackling the contributing factors (Louie 2016, ii). He highlights that colonization is implicit in the pathways towards the sex trade for Indigenous women and girls (Louie 2016).

Interventions to reduce this vulnerability likely need to be both structural and personal. Structural interventions are policies, programs and interventions on the pathways to the sex trade (as identified by Louie 2016). These are upstream interventions, and require support for women and girls to prevent entry into or promote exit of sex trade. Accessible services and sexual health education programs that are culturally relevant and informed may provide support for Indigenous women to have more control over business transactions, and work towards decreasing sexual exploitation and violence and STI and HIV/AIDS transmission (CPHA ACSP 2014, 9).

In both the literature and the workshops, there is a strong call for interventions based in an Indigenous worldview— such as community-led land-based puberty camps and programs (Louie 2016; FPT Ministers 2016). Interviewees also highlighted the need for

preventative programs and training with youth in the community. As one interviewee stated:

*It always comes back to working at a level where it's one on one and that would be like doing self-esteem, safety, rights, and empowerment training with the younger population. ... Preventative work that starts before the camps are there are huge. Safety talks with young people and having the family base and cultural services prior, even if it's just, a few more services around this and building it up before the camps come. I think it's amazing. (P12)*

Programs should address the needs of boys and men who have experienced violence and trauma.

*Male leadership in families and in communities can play a strong role in changing attitudes and beliefs to prevent and reduce violence and abuse. (FPT Ministers Responsible for Justice and Public Safety 2016)*

By *personal* interventions, we mean that Indigenous women and their communities need to be humanized in industrial camps. There is a need to provide education in industrial camps, counteracting the values that lead to assaults, harassment, and racism, aimed at all industrial camp personnel. Awareness of structural racism, colonization, and cultural context are vital to understanding surrounding communities.

Indigenous women need to be known by industrial camp workers as nurses, friends, and co-workers. By example, the community health nurses in Nakazdli tracked increases in the sex trade and trafficking during the construction of the Mount Milligan project (Shandro et al. 2014; P06). As an intervention on both sexualized violence and STI prevention, these health nurses required that they become a presence at the industrial camp, teaching courses and providing public health information. The intent of this program is to build relationships between the industrial camp workforce and the community, as well as provide community health services at site.

#### **4.2.8 Sexually Transmitted Infections (STIs) and Testing**

Northern BC has been found to have a rate of STIs (e.g., chlamydia) that is 22% higher than the provincial average. Goldbenberg et al. (2008) have found this rate to be related to the rapid in-migration of young people (mostly men) attracted by the oil and gas sector.

Indigenous women and sex trade workers are the two groups most likely to suffer the negative effects of industrial camps. Sexually transmitted infections (STIs) increase dramatically during the construction phase of a project, as discussed by this research participant:

*Road construction crew – we usually go through a page of STIs a month, all of a sudden we had a lot more. Girls coming in and talking about being taken advantage of. When road crews left, STI went back down to normal rates. Women being picked up. People asking where you can get hookers or girls in town. People not from here asking where they can pick up women here... (P06)*

The social values (e.g., individualism, hard working, hard living, toughness) associated with being involved in 'Rigger Culture' can cause women to avoid seeking HIV/AIDS and STI testing, due to the stigma associated with these diseases and infections. There are multiple other barriers, such as distance of industrial camps from services, length and timing of work shifts, among others, that cause workers and women to not seek testing. This pattern of lack of testing often leads to rapid increases in STIs in and among camp workers and vulnerable populations in co-located communities (Bulman et al. 2014; Goldenberg 2008).

#### **4.2.9 Service Providers for Domestic Violence and Sexual Assault**

Women and their families in remote communities report negative experiences with emergency response service providers, as well as slow response times to crises. In interviews and discussions, many women report that there has been a slow response rates in remote communities from the RCMP in cases of domestic violence. This is related, in part, to both distance and limited local resources. Failure of these service responders to meet the need of Indigenous families will exacerbate the "risk pile up" that women are already experiencing.

Communities are often distant from the services that are needed in the case of assault. There can be a lag time after calls are made. Lake Babine Nation response times, as reported by interview participants, are instructive. Fort Babine contacts the RCMP detachment in Smithers for emergency services for health, violence and crime, and response can take approximately two hours. However, participants have referred to responses that have taken from six hours to a day. In one case, a family reported there was no response from the RCMP to a domestic violence complaint.

Participants expressed feeling a lack of security and distrust, and a need to rebuild relationships with the RCMP and justice personnel. Many participants shared their own stories about the tensions between their community and the RCMP, making it apparent that there is a need to address this relationship. In particular, participants expressed that a shooting in the community of Granisle resulted in an increase in tension between RCMP and local community members.

Their experience of police service is unique to their context, however many issues they experience are part of a broader framework of strained relationships between Indigenous communities and the justice system. This strained relationship is well documented, and has been recognized by Ministers of Justice and Public Safety as being tied to both historic and contemporary issues, and is something communities want to change (FPT Ministers Responsible for Justice and Public Safety 2016).

There is intent to improve relationships between justice sector professionals, including police, and Indigenous people; a priority that is consistent with the outcomes of the 2015 National Roundtable on Missing and Murdered Indigenous Women and Girls (FPT Ministers 2016).

## 4.3 Health and Regional Services

While access to health care is universal in Canada, people living and working in remote northern communities face significant barriers that limit access to medical services. This can impact long-term health outcomes. The barriers faced by communities like Lake Babine Nation include low socio-economic status, remote location from services, lack of transportation, non-dominant language, lack of culturally relevant services, and limited infrastructure and staff to support the surrounding population (Shandro et al. 2014).

Limited medical resources in remote northern communities in BC, coupled with existing health issues, an aging rural population, increased industrial activity, and rapid population growth from an influx of new workers places increased demands on and overwhelms existing infrastructure and health services (Northern Health 2012).

Health impacts of industrial camps extend beyond the individual community member, and impact camp workers, their families, co-located communities, and the region at large. Prevention and mitigations will require coordinated action on the part of communities, industry, and agencies.

### 4.3.1 Shadow Population Demand for Regional Services

While industrial camps are designed to be self-contained to reduce demand on community infrastructure and services, existing research and interview findings reveal stress and strain is experienced on already limited health and medical resources.

Community members and health professionals expressed that an influx of camp workers can flood medical services in regional hospitals and overwhelm existing resources. As one health service provider noted:

*There will be more strain on doctors, emergency visits. We already didn't have enough doctors to meet the population, now we have outside people coming to the camp who are not permanent residents here, so we don't have enough to meet the needs of people who live here, and now there are more people needing services. (P06)*

Interviewees expressed that community members already struggle to gain access to health care due to limited local resources, and have to travel long distances along remote (sometimes Forest Service Roads) roads to nearby hospitals for services such as dental, optometry, medical testing, and referrals.

There is insufficient planning to accommodate an increase accessing services, and the planning cycle only begins for some agencies when a project is permitted, which does not allow for any preventative planning to occur.

Participants were concerned about a lack of infrastructure in communities with regards to health centres, youth centres, and access to recreational centres for families and kids, as well as paved and safe roads.

Northern Health considers the shadow population that migrates in search of employment or business opportunity, all of whom seek housing and services:

*What many companies do not know is that Northern Health's health care funding and resource allocations are based on resident populations; health care services are designed to meet the needs of the permanently residing taxpayers in the Local Health Area (LHA). As a result, a large temporary or transient workforce that relies on Northern Health services can place large strains on the health care system and consequently the service levels that can be available to local residents. (Northern Health 2015, 1)*

This is certainly not a problem unique to the Northern Health Authority. For example, the Interior Health Authority manages large migrant worker populations associated with the agricultural industry.

Provincially sponsored best practices guides, research, and funding for capacity building are recommended.

#### 4.3.2 Shadow Population Demands for Services from Nations

These impacts of the shadow population are particularly felt at the reserve level, where governance gaps emerge. Administration at the nation level is required to meet the needs of an increasing population in the communities (Gibson et al. 2014). For example, Lake Babine has experienced an increase of 12 per cent in the past three years of the off-reserve population coming back to the region.

*It would be great to have a mental health counselor come in and reside in Fort Babine. Caseload is 100 people over the winter. They come and go. That will change with the construction camps. Members move to Prince George, Smithers, Burns Lake, for jobs and for kids to go back to school. Members will move back for jobs, so caseload will increase. (P02)*

This in-migration trend is expected to negatively impact on the nation's ability to deliver services, given that there will be a much higher number of people in communities seeking services, employment, and housing.

*There are no other agencies that are currently a part of promoting safety — because we don't have a band office — the only building for people to express concern is the health centre... (P03)*

This Indigenous shadow population is not anticipated in the federal funding allowances that are negotiated with the nation for service provision. The resulting shadow population on reserve may impact on demand for services, such as counseling and housing.

On reserve, there are no agencies that can assist with the planning or preparation for an increased service demand.



**While industrial camps are designed to be self-contained to reduce demand on community infrastructure and services, existing research and interview findings reveal stress and strain is experienced on already limited health and medical resources.**



## 4.4 Child Care

Women are identified as the primary caregivers of children and youth in the community (NAHO 2008). An increase in employment away from home in industrial camps may result in an increased need for childcare within the community. Research collected for the Peace Project in Fort St. John found there were only two registered child care centres with trained childcare professionals that offered services to infants under the age of 36 months (Eckford and Wagg 2014). The same report states that there was only one spot available in these child care centres, and that mothers had to rely on in-home childcare, where spots were also limited. Furthermore, some families may be eligible for child care services only if they are not accepting a child care subsidy (Eckford and Wagg 2014).

This experience of lack of available childcare is consistent in Lake Babine communities: there are no child care facilities in Fort Babine, the community that would be closest to one of the PRGT construction camps.

Women can be prevented from applying for full-time positions due to lack of child care (Status of Women Council 2006). This can impact children negatively, given findings that indicate that when women's control of household income is increased, there is a subsequent 20 per cent increase in child health (Eftimie et al. 2009).

Parents are increasingly relying on their ties and relations within the community for support and time. If this support is not available or is limited, children may be left in vulnerable situations.



**This experience of lack of available childcare is consistent in Lake Babine communities: there are no child care facilities in Fort Babine, the community that would be closest to one of the PRGT construction camps.**

*Negative impacts of having more money are private and temporary matters and are therefore comparatively unseen or unheard. An incident involving alcohol and a domestic dispute, a case where a child has no after school care for a few days because of inadequate or failed child care arrangement, a refrigerator that is empty while money goes towards the purchase of a new outboard motor, an affair – all of these are intangible, mostly hidden, but none-the-less real... Another community professional observed that much child care was falling to grandparents who are pleased to see their children have employment but find the task of keeping up to their grandchildren to be an onerous and demanding one. (Pauktuutit Inuit Women of Canada et al. 2014, 53, 71)*

If children are left unattended without guidance, they are at a higher risk of engaging in unhealthy or risky social behavior and activities, especially given that there are few resources or programs available locally for youth. Health care workers also reported that there is a lack of services and support structures for family and youth in the co-located communities.

Calls are being made for daycare facilities in remote communities, and programming for youth. Programming for youth could involve language and cultural education programming, highlighting that when parents are away working at industrial camps, they take the local Indigenous language with them, decreasing children's exposure to their native language and culture. As one community health worker noted:

*We need cultural programming and youth programming. We had a youth centre, but as of March they haven't had a worker in there. Health director is working on getting a worker in there. They could have arts and crafts, try to plan outings for the kids. Safe place, and resources to use so that they're not wandering around aimlessly and getting into bad activities. That seemed to work well. (P05)*

Currently, there are limited resources and programs to ensure youth feel empowered and to improve youth's self-confidence and cultural identity. Community members and health care providers have grave concerns around the potential for sexual abuse and violence, as well as an increase in drug and alcohol availability in co-located First Nation communities.

Participants highlighted that they were concerned about children in the community interacting with camp workers and having camp workers. Overall, interviewees were conscious of the impact that 'outsiders' can have on fairly isolated and remote communities, particularly on youth and children who may not otherwise be supervised or occupied.

## 4.5 Transportation

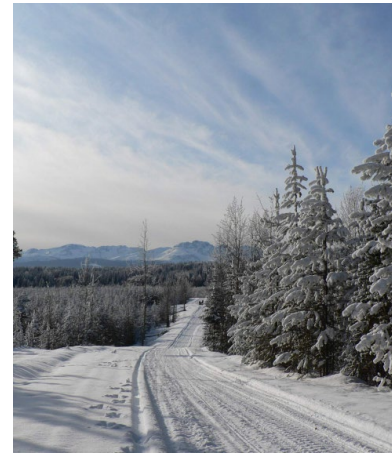
Traffic and activity along transportation corridors between industrial camps and work sites can increase during the construction phase, and can have a range of impacts on nearby communities. Transportation associated with project development can further aggravate local infrastructure, such as roads, and can increase risks for workers and locals. There are correlations between increased industrial transportation activity and impacts to road safety and health (Pfeiffer et al. 2010; Shandro et al. 2014). Increased industrial traffic was also identified as a major impact associated with the construction phase through the Nak'al Bun/Stuart Lake area during the construction of the Milligan Mine (Shandro et al. 2014).

The increase in traffic on narrow Forest Service Roads, or roads that go through communities, during a construction phase is a key concern for communities. Forest Service Roads are typically narrow, dusty, and without police presence. There is potential for accidents and negative interactions due to higher volume, road conditions, and hazardous corners.

*You can tell a local driver from a non-local driver, just because of their speed. (P06)*

Shift work and long hours for workers can also take a physical and psychological toll, and can cause increased stress and the tendency to 'blow off steam' as they drive. As an industry worker and interviewee in the Peace Project said:

*Safety rules are fine, but you feel like you're under a thumb of safety — if you do not abide completely, you could lose your job. 'Blowing off steam' is about experiencing freedom from very restrictive safety regulations. Suddenly, you can do whatever you want without fear of losing your livelihood. For example, on*



**Transportation associated with project development can further aggravate local infrastructure, such as roads, and can increase risks for workers and locals.**

ROAD NEAR BABINE LAKE,  
PHOTO COURTESY BC  
FOREST PRACTICES BOARD

*your days off, you don't really have the right to speed, but there is a sense of freedom, so you do it.* (Eckford and Wagg 2014)

With increased industrial traffic and speeding, drivers speak of the exchange of racial slurs over the radio on forest service roads. Several participants highlighted the importance of increased municipal RCMP presence and collaborative monitoring stations operated by communities and companies to monitor road safety.

Public health impacts of natural resource extraction activities include respiratory disorders (e.g., asthma), a direct impact associated with dust from increases in industrial vehicular traffic, as well as increases in the number of traffic related collisions or fatalities (Pfeiffer et al. 2010). Health researchers in Canada have documented the development of asthma in children, premature and low birth weight, heart disease, and hospitalization due to pneumonia among the elderly as some of the health impacts associated with prolonged exposure to traffic-related pollutants (Shandro et al. 2014, 20).

With greater risks to road safety during the construction phase of the mine, it is important for community members to have access to radios, policies that ensure the safety of vulnerable community members, and increased monitoring on Forest Service Roads to ensure policies and speed limits are being followed. People identified a lack of educational programs for workers and community members about road safety issues generally.

**The flip side of increased industrial traffic is that it could facilitate hitchhiking, using trucks or personal vehicles could be used to pick up hitchhikers.**

#### **4.5.1 Hitchhiking and Public Transportation**

The flip side of increased industrial traffic is that it could facilitate hitchhiking, using trucks or personal vehicles could be used to pick up hitchhikers.

Many concerns were raised in the workshop about not having access to dependable, safe transport for low income or vulnerable community members. When women don't have access to transportation, they may hitchhike or be offered rides by men commuting to and from the industrial camp. Furthermore, men that are seeking sex or alcohol and drugs may use their personal vehicle after work to seek these ends in nearby communities.

Women and vulnerable community members need transportation to access services, including attending appointments, community referrals, and in order to find housing and employment (Eckford and Wagg 2014). Access to transportation is vital for women and children who are experiencing violence, and a lack of access to safe and affordable transportation can be a barrier to seeking help by women and vulnerable band members (Eckford and Wagg 2014).

Many people hitchhike to nearby communities to access services, secure basic needs, and visit family or friends. Some community members hitchhike because they do not have access to personal vehicles or public transport; others do not having a driver's license.

There are many deterrents to owning a vehicle (e.g., poverty), or having a driver's license (such as distance to driver's licensing centres).

Several participants in this study stressed the importance of programs on hitchhiking and road safety to provide education on vulnerability, education on the expectations on workers, as well as focusing on sourcing other options for safe and affordable transportation for community members.

Anyone hired for work at an industrial camp will need to have dependable transportation to the site. This could require proponent or community owned transportation, or a community bus for transportation to services.

*Have alternative transportation, use some of the project revenue to create a more sustainable service for people to use. The 15 passenger van can be on the road more often, such as daily trips. Sponsor safer travel alternatives, the companies could sponsor that. It could be a company-sponsored community bus. (P10)*

It is very rare for camps or communities to consider how to reduce the potential for workers to access their vehicles, however strategies were raised in the study.

Decaling is one approach that has been used to mitigate impacts of speeding, negative camp-community interactions, or pickups of community members by workers in company and personal vehicles. This approach has been used by Summit Camps (one company that manages industrial camps) for company vehicles, and the company supports decaling personal vehicles so that if dangerous driving is occurring it can be identified and reported.

Another approach supported by Summit Camps includes using parking lots and shuttle vehicles to transport workers to and from camp to prevent personal vehicle use in camp that would increase access to nearby communities, and to decrease congestion on Forest Service Roads and transportation corridors.

*Other mines have big buses to pick up workers, so it's not like a million trucks, and it seems like it minimizes the impacts. It should be more local people going, but at least they've managed that impact. And there's other smaller First Nation owned companies, so instead of going to Brucejack they have meeting points along the highway to pick up their workers. It is becoming more common practice in the area. (P01)*

One participant explained that having zero tolerance policies for hitchhiking in company vehicles could lead to workers using their personal vehicles to pick up community members, in particular women.

*I have seen women being picked up in mine trucks. Say that this is not tolerated. All they will do then though is go to private vehicles. A program and teaching about hitchhiking and vulnerability. You have to change the whole industrial culture. (P06)*



**Several participants in this study stressed the importance of programs on hitchhiking and road safety to provide education on vulnerability, education on the expectations on workers, as well as focusing on sourcing other options for safe and affordable transportation for community members.**

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WIKIMEDIA COMMONS



## 4.6 Cultural Continuity

Hunting and food harvesting areas may be impacted when industrial camps are located in a region, due to high levels of traffic, construction activities, and potential contamination of wildlife, plants, medicines, and fish during the commencement of industrial activities. Competition for resources may increase, as off shift workers become harvesters themselves in the traditional territories they are in.

Families rely on the land for harvesting, for identity, and for a sense of well-being. Access to land, as well as providing for mental and physical health, is a key social determinant of health (Reading and Wien 2009).

Industrial camps may be sited in critical habitats that cause disturbances to wildlife, impacting on exercise of rights, causing nations members to have to travel harvest further, or change locations.

*The impact will be on berry picking... Even for myself I hunt, now for me I have to go further and further from the area where my home is for my own cultural self. I have to go from 48 km to 78 km. I need more gas and time. With people who have very little money, that is very hard for them to get away to reach and meet their cultural needs. (P03)*

**Communities are concerned about the loss and waste of their traditional foods and the negative impacts this loss will have on their children and overall cultural continuity.**



Community members face barriers to their ability to practice their Aboriginal and/or Treaty rights (e.g., hunt, fish, trap, plant harvesting), eat traditional foods, and use their traditional knowledge (NAHO 2008).

Community members and community health care providers are very concerned about camp workers hunting and fishing on First Nations traditional territory, which will increase competition and limit access to traditional foods. Given that some community members rely on traditional foods (e.g., moose, fish, berries) for their health (spiritual, social, physical, and overall health), food security and way of life, it is important that there are not additional pressures and competition for these resources from outside workers.

Participants also noted that with increased non-Aboriginal hunters from the industrial camps, there were situations where the non-Aboriginal hunters did not have any connection to the area or the traditional territory and cultural hunting protocols were not followed (e.g., wasting parts of animal and leaving waste behind). Communities are concerned about the loss and waste of their traditional foods and the negative impacts this loss will have on their children and overall cultural continuity.

These are all topics of concern that should be taken into consideration, as an industrial site is considered.



## 4.7 Cultural and Social Issues at the Industrial Camp

At a social level, interviewees for this research indicated that racism and social isolation of Indigenous workers remains a major concern in industrial camps. Both community members and regional health care workers emphasized that racism needs to be openly and clearly addressed with companies. Indeed, participants emphasized the need for in-person cultural sensitivity and cultural training for all personnel at industrial camps, as well as RCMP and policing services, and all contracted service responders, to ensure issues of racism and racial tension are addressed with people who are affected by these painful realities.

Part of changing attitudes, according to community members and health care service providers, lies with industrial camp workers understanding Indigenous culture and values, but informed by a perspective of historic trauma. One participant provided the example below where the importance and positive outcomes of this type of engagement:

*We had an opening ceremony for camp in joint venture... There was a drumming group and dance group performing. Having a marker on the territory. It was supposed to be a temporary camp, but ended up being a long-term marker for our relationship with company. This presence at management and ownership level changed how the camp was viewed, so it doesn't seem as much like a foreign thing imposing on us. We would use the space for meetings and gatherings, and more integration with culture off the site. (P01)*

Cultural sensitivity and culturally relevant services offered at industrial camps can be important drivers of a positive work environment (Eckford and Wagg 2014; Shandro et al. 2014). This type of cultural inclusion, through activities in off shift times, could address mental health concerns, such as a sense of social isolation (Northern Health 2012). The Haisla include non-indigenous people in off shift salmon fishing and other recreational activities.

While there are recommendations for cultural training, there has been little evaluation of how these programs change attitudes. Indeed one participant in this research said:

*At the mine site they try to do cultural competency training. Workers actually got harassed more after they went through this training. (P06)*

Cultural training needs to address two key factors. First, cultural competency has to focus on historic trauma, and educate (without shame, blame or guilt) on the legislation and the effects of the law on people (Laboucane-Benson, 2017). Without a deep understanding of the colonial system, and continued presence of colonial legislation and its effects on people, historic trauma will be perpetuated and recreated. Second, cultural exposure does not deal with the problem of the lack of connection that workers have to a region. As long as workers are disconnected, they may well behave in ways that they would not at home.

This problem of engagement or relationship is one that needs to be addressed broadly through agencies, corporations and communities. Programs that involve connecting



**Participants emphasized the need for in-person cultural sensitivity and cultural training for all personnel at industrial camps.**

health services to industrial camps, such as the Nak'azdli program in which public health nurses will travel up to site and provide public health talks and meet with workers, show promise. They connect people to each other, and reduce the stereotypes that are held. However, any program that takes nurses away from the community is not funded and will strain an already over worked set of resources. These blockages need to be removed.

*People are people, regardless of age, gender, sex and religion. Racism got worse when the camp open and we all went backwards, because of the people coming in with no experience of First Nations people.*

Indigenous liaison programs are also important for maintaining open and safe pathways of communication between Indigenous workers and community members, and senior-level industry personnel. This provides avenues for Indigenous workers and community members to address grievances and issues of racial discrimination harassment and other culturally sensitive issues and ensures that the liaison is empowered to address these issues properly. An example of an inter-agency Indigenous liaison program that is being developed is included in the text box below.

## 4.8 Infrastructure

Along with rapid resource development and an influx of temporary migratory workers comes pressures on local infrastructure, as well as the establishment of new infrastructure in the construction phases that can have both positive and negative impacts for nearby communities (Pfeiffer et al. 2010; Northern Health 2012, 10; Shandro et al. 2014, 22).

### **ABORIGINAL LIAISON PROGRAM: A BACKGROUND**

The Aboriginal Liaison program trains Aboriginal workers in the review of natural resource development. Through the NRS Aboriginal Liaison Program, a broad set of agencies partner with Aboriginal groups to develop liaison and monitoring projects.

Job duties can include participation in field inspections, monitoring, training, job-shadowing, complaint review, and community information sessions. The NRS Aboriginal Liaison Program supports Aboriginal community awareness of NRS development, safety, environmental and emergency management, and restoration.

The Steering Committee is currently working with the following Aboriginal groups in the development and implementation of liaison pilot programs for their respective communities: Doig River First Nation, Sauteau First Nations, Prophet River First Nation, Haisla Nation, Nisga'a Lisims Government, Carrier Sekani First Nations, and Lake Babine Nation.

Infrastructure sharing or considerations can include waste management, drinking water provision, infrastructure projects (including power, parking lots, and road upgrades or expansions), and housing pressures.

1. Industrial camps demands for liquid, solid waste, and water supply are regulated under the *Industrial Camp Regulation and the Health Authority*. Some municipalities and nations might wish to review **waste management and drinking water provision** with the proponent, given that investments made in local infrastructure could very well afford benefits. For example, Fort Babine water treatment has higher flow volume than is currently used (Gibson et al. 2014), and could provide services to industrial camps. Provision of power and connectivity is another consideration.
2. There are often **infrastructure projects** associated with industrial camps, such as parking lots, often distantly located from the industrial site. These provide alternative locations for workers to store personal vehicles. Inclusion of a parking lot that is distant from site can decrease road congestion and ensure there are fewer worker driving or hunting in the territory. Nations could negotiate lots to be in their lands, and charge fees. Careful zoning for parking lots is required, so as not too exacerbate land use pressures (Shandro et al. 2014, 24).

Expansion and repairs to **road infrastructure** can have positive and negative impacts for communities. Road repair can be important for improving safety for both workers and local people using the roads, and can be required as industrial traffic increases. However, road infrastructure can also cut off Indigenous communities from access to their traditional territory.

3. Consideration should be given to short and longer term **housing pressures**. Housing shortages in particular can heavily impact vulnerable community members, including women and children, who may have low income and do not have access to stable and secure accommodation. Concerns from participants acknowledged that camps can potentially offset pressures on housing, but there are still major impacts to housing and temporary accommodations in nearby communities, as well as on rental and housing prices.

*Hotels were full. They built an apartment. Housing was a problem, people were putting their rent up really high so people on welfare couldn't afford the places. There were limited places to rent ... No housing at all in the community still today. Camps went in in 2009, and rent is still high and housing is still a problem. (P04)*

Participants also discussed how in-migration affects community events and cohesion. There is increased demand for housing and available and affordable hotels.

*Fort St. James is a small place. Only one hotel there at the time. It affected soccer and hockey for the kids because people used to stay and play hockey for tournaments for kids. They couldn't then, because they had to drive in as there was no place to stay overnight. You can't just bring in 1,000 extra people. (P04)*

Industry coming to communities is not new in BC, how do we prepare communities. There needs to be best practice model developed.

## SECTION 5

# Limitations

**IT IS BEYOND THE SCOPE OF THIS WORK** to review the regulations, or consider how to integrate the findings of this work with regulators. Further, this report has focused on the community perceptions of the impacts and benefits of industrial camps. Recommendations have been brought to the ministries in B.C, but we understand that we are not experts in the legislation and regulation of industrial camps. Nor do we entirely understand how funding may play out differently for Ministries or Health Departments.

Instead, we bring the community perspective to bear, highlighting that perspective. It is in the hands of the government and industry to consider these recommendations, with these limitations in light. Leaders in the communities that are co-located with industrial camps have raised the alarm to protect these — our most vulnerable citizens — in a time of continued resource development.

This paper documents the experiences and concerns of Indigenous community members, health professionals, and other service providers in northern British Columbia. We acknowledge that the final results in this report are not representative of any of the First Nations in consultation, unless specifically stated.

# Roles and Responsibilities

**Table 6.1 SEXUAL ASSAULT, SEX TRAFFICKING, AND DRUGS AND ALCOHOL**

**Mitigation:**

- Build strong relationships (e.g., through co-management strategies, working groups) with impacted communities to address concerns related to drugs and alcohol, and sexual exploitation.
- Increase resources (human and funding) for culturally appropriate drug, alcohol and mental health counselling for impacted communities.

**Strategies**

Community	Industry	Agency
<ul style="list-style-type: none"> <li>• Community mapping to identify existing resources and services for members experiencing violence and assault; including crisis lines, safe houses and counselling. This can identify gaps, and areas for future planning.</li> <li>• Implement crisis support team and crisis response plans (e.g., safe house, contact list/phone line, and clear procedures) with adequate resources for sexual assault and harassment situations (i.e., a plan in place for each potential impact identified).</li> <li>• Implement community wellness teams and intervention services to offset negative impacts from industrial camps (i.e., keep people busy and occupied with healthier things).</li> </ul>	<ul style="list-style-type: none"> <li>• Increased communication strategies and overall engagement on sexual health, assaults, harassment, and substance abuse incidences through working groups with co-located community representation, community liaison, co-management or other structures.</li> <li>• Camp medical services should have a background in sexual health, be trained to address sexual assaults, sexual harassment, and camp-related drug and alcohol situations, and have access to condoms and harm reduction supplies.</li> <li>• Company management and industry workers to lead in promoting respectful relationships as part of the work camp's culture, internally and with communities nearby, both on and off hours.</li> </ul>	<ul style="list-style-type: none"> <li>• Community-led cultural competency training for all industry and agency personnel involved, working with, or working in camps and communities. This training is necessary for developing an understanding of impacts of colonization and intersectional systemic oppression, and supporting the use of culturally appropriate justice processes. Understanding the contemporary implications of these is vital if this collaborative/co-managed approach is going to be effective and sustainable.</li> <li>• Continue Indigenous liaison programs to enhance communication between the police agency and Indigenous communities.</li> </ul>



**Table 6.1 SEXUAL ASSAULT, SEX TRAFFICKING, AND DRUGS AND ALCOHOL**

**Strategies continued**

Community	Industry	Agency
<ul style="list-style-type: none"> <li>• Increase safe places for youth, women, and other vulnerable members (e.g., elders) that are in situations of sexual assault, domestic abuse, or other unsafe situations.</li> <li>• Create support networks for recovering addicts (e.g., AA meetings), as well as support/healing for sexual assault survivors and perpetrators.</li> <li>• Increase awareness, engagement, testing, tracking, and treatment for STIs available in co-located communities, as well as accessible information and options for birth control and pregnancy tests.</li> <li>• Increase resources and safety measures (e.g., police station/ security in community, nurses, doctors) for responding to sexual assault and harassment cases (e.g., rape kit, safe house, support network/contact list, counselling) and empower community to act by having a clear crisis response plan.</li> <li>• Implement strategies and resources to ensure community members are healthy and able to comply with company’s drug and alcohol policy.</li> <li>• Increase community activities and events to build community relationships (i.e., between on and off reserve members) and connection to one another (i.e., build safe places within community) and to build community cohesion.</li> <li>• Continue research on impacts of resource extraction and the linkages to violence against women.</li> </ul>	<ul style="list-style-type: none"> <li>• Bring awareness and education on healthy relationships (e.g., invite families to visit camp for a BBQ), including work relationships, friends, family, and spouses/partners, to ensure integration of camp life and home life.</li> <li>• One strategy may be to ensure there is gender-balanced employment, offering both technical and non-technical employment opportunities for local Indigenous women. Training on workplace harassment and intolerance policies are vital, as well as having an Indigenous woman in a superior liaison position for support if women experience sexual violence in the workplace. This is vital to create a safe environment that ensures their concerns are heard and dealt with appropriately and without fear of jeopardizing their jobs.</li> <li>• Industrial camps to use gender-lens (e.g., involve Indigenous women) in the design, operation, and maintenance of projects and camps (e.g., build women only dorms).</li> <li>• Work with Chief and Council, hereditary chiefs, and community staff/members to identify sex and drug trafficking coming into the community and develop strategies jointly.</li> <li>• Implement strategies to address hyper-masculine culture in industrial work camps. This can include diversity training seminars that to teach workers about mechanisms of privilege and exclusion based on gender, class and ethnicity. This will help cultivate an understanding of privilege, while addressing white male domination in these particular industrial settings. This training can also address impacts of anonymity and shadow populations on co-located communities, how to exercise employment rights, and how to be respectful in co-located communities (Williams et al. 2014).</li> </ul>	<ul style="list-style-type: none"> <li>• External policing is required and needs to respond in a timely manner due to potential increase in caseloads (related to drugs and alcohol, sexual harassment, sexual assault).</li> <li>• External policing and social services should be prepared to respond to existing challenges of local community first responders being put in situations of dealing with community members and family they know.</li> <li>• Justice system personnel, regional health providers (e.g., Northern Health) and other agencies to monitor changes identified in communities on crime, health, and social baselines (e.g., number of STI cases) and jointly design strategies.</li> <li>• Justice system personnel should be prepared to manage rape and assault and should consider gender impacts of camps.</li> <li>• Need outreach and health care workers that women can trust and who can provide a safe space for women to bring up any situations of assault and/or harassment.</li> <li>• Provide funding to affected communities to properly respond to sexual harassment and assault cases (i.e., rape kit, building safe spaces, counselling).</li> <li>• Improve community awareness and access to education and information sessions (e.g., research on impacts of work camps).</li> </ul>

**Table 6.1 SEXUAL ASSAULT, SEX TRAFFICKING, AND DRUGS AND ALCOHOL**

*Strategies continued*

Community	Industry	Agency
	<ul style="list-style-type: none"> <li>• Indigenous women should have formal mentoring programs connecting them with other Indigenous women in managerial and leadership roles. In a male dominated industry where white male workers have access to more privilege and power, Indigenous women would also benefit from having high-level support personnel (Williams et al. 2014).</li> <li>• Senior management champion and promote proactive measures and education to promote healthy relationships and ending violence against women, girls and other vulnerable groups</li> <li>• Ensure concerns and issues related to sexual violence, assaults, harassment, drugs and alcohol are addressed and actions are recorded and monitored.</li> <li>• Address alcohol and drug use openly and implement preventative policies to deter workers from drinking in the community.</li> <li>• Implement measures to hold employees responsible and accountable for their actions even during off-shift hours.</li> <li>• Develop support staff who work within the camps, but independently from the company so that female workers feel safe to report sexual harassment and/or sexual assault situations and any other concerns without fear of losing their job.</li> <li>• Ensure employment strategies include empowerment for women and youth (e.g., access to higher paying positions, increased training).</li> </ul>	<ul style="list-style-type: none"> <li>• Justice system personnel should be monitoring success and challenges of gendered violence prevention strategies and record numbers of incidences (before and during work camps) and report back if there are any spikes or changes to sexual assault, harassment, and/or substance related incidences.</li> <li>• Improve community and local RCMP relationships and information sharing to build trust (e.g., RCMP officers go to schools and help out teachers at recess, RCMP are invited to community events) and ensure RCMP are well aware of negative work camp impacts (drugs and alcohol, gender based violence, racism).</li> </ul>

**Table 6.1 SEXUAL ASSAULT, SEX TRAFFICKING, AND DRUGS AND ALCOHOL**

Policies		
Community	Industry	Agency
<ul style="list-style-type: none"> <li>• Set nursing policies in the community to respond to sexual assault and harassment cases, mental health issues, increase in drugs and alcohol, and other impacts that may come from industrial camps in a trauma-informed and culturally safe way.</li> </ul>	<ul style="list-style-type: none"> <li>• Examine drug and alcohol policies and ensure local employment is maximized and not restricted adversely by policy.</li> <li>• Create policies so that workers who are seeking treatment for substance addictions and are successful in their recovery have steps in place to ensure a job when they are back.</li> <li>• Identify consistent policies with respect to drugs and alcohol (i.e., dry camp, or regulated, monitored alcohol consumption) and monitor any trafficking activity of drugs and alcohol.</li> <li>• Communicate clear policies and repercussions in place for sexual assault and harassment.</li> <li>• Implement policies to improve safety of women in camps.</li> </ul>	<ul style="list-style-type: none"> <li>• Regional health to implement enforceable policies to promote healthy relationships and prevention programs for drugs and alcohol and violence against women in industrial camp environments.</li> </ul>
Programs		
<ul style="list-style-type: none"> <li>• Increase programs and activities to increase self-esteem for youth.</li> <li>• Programs to educate women, men, elders, and youth on types of violence, signs of healthy relationships, signs of abusive relationships, as well as on potential risks and negative impacts of industrial camps (e.g., drugs and alcohol, sexual assault and harassment, family/community cohesion), STIs (e.g., HIV/AIDS testing and prevention), pregnancy, and safety of women in Indigenous communities.</li> <li>• Provide accessible or free support groups and counselling (e.g., Respectful Relationships course) (Eckford and Wagg 2014). This includes providing culturally-relevant training for men on how to foster and maintain healthy families and healthy relationships.</li> </ul>	<ul style="list-style-type: none"> <li>• Ensure funding and accountability from the company are in place for programs relating to drugs and alcohol, as well as sexual assault and harassment prior to the construction of the camps</li> <li>• Programs to proactively promote measures for workers to choose and lead healthy lives. In addition, these programs should include education on types of violence, signs of healthy relationships, signs of abusive relationships, as well as on the importance of STI and HIV/AIDS testing and prevention.</li> <li>• Design a grievance mechanism in which the community raise issues independently.</li> </ul>	<ul style="list-style-type: none"> <li>• Implement training programs in communities, including training on the use of sexual assault kits, workshops on sexual violence and STIs, as well as violence prevention programs (e.g., healthy relationships, transitional support, and self defense courses).</li> <li>• Programs to educate women, men, elders, and youth on types of violence, signs of abusive relationships, as well as on potential risks and negative impacts of industrial camps (e.g., drugs and alcohol, sexual assault and harassment, family/community cohesion), STIs (e.g., HIV/AIDS testing and prevention), pregnancy, and safety of women in Indigenous communities.</li> </ul>

**Table 6.1 SEXUAL ASSAULT, SEX TRAFFICKING, AND DRUGS AND ALCOHOL**

**Programs continued**

<ul style="list-style-type: none"> <li>• Services and programming available for gender based violence, and for Indigenous men who wish to access culturally relevant counselling and/or programming (Eckford and Wagg 2014). Male leadership in families and communities is vital for changing attitudes and beliefs in order to prevent and reduce violence and abuse, and heal from past trauma (FPT Ministers Responsible for Justice and Public Safety 2016).</li> <li>• Programs to educate community members on the risks of drugs (including prescription drugs) coming into the community; facilitate open discussions on healthy activities and programming for vulnerable men, and build healthy coping strategies and supports for community members who are working in the camps to integrate and better transition between camp life and community life (e.g., create a train-the-trainers program to engage with community).</li> <li>• Sexual health training program, which includes training on sexual assault kits, expert workshops on sexual violence and STIs, and have community members get together in a gender inclusive setting to discuss prevention (e.g., self defense courses, impacts of alcohol consumption).</li> <li>• Program where people can openly identify issues (harassment, assault, addictions) anonymously and are connected to support.</li> <li>• In-community sobriety program that allows people to heal in their own community and have culturally appropriate healing programs and supports (e.g., child care).</li> </ul>	<ul style="list-style-type: none"> <li>• Provide accessible or free support groups and counselling (e.g., Respectful Relationships course) (Eckford and Wagg 2014). This includes providing culturally-relevant training for men on how to foster and maintain healthy families and healthy relationships.</li> </ul>	<ul style="list-style-type: none"> <li>• Programs to provide supervised drug use sites.</li> <li>• Programs to educate community members on the harmful effects of shaming sexual assault/harassment survivors (e.g., victim blaming) and shaming of sex workers, bring awareness to the healthy support of sexual assault/abuse survivors and substance abuse addicts.</li> <li>• Programs to educate community members on the risks of drugs (including prescription drugs) coming into the community; facilitate open discussions on healthy activities and programming for vulnerable men, and build healthy coping strategies and supports for community members who are working in the camps to integrate and better transition between camp life and community life (e.g., create a train-the-trainers program to engage with community).</li> <li>• Funding for accessible or free support groups and counselling in communities and camps (e.g., Respectful Relationships course) (Eckford and Wagg 2014).</li> </ul>
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**Table 6.2: CHILD CARE**

**Mitigation:**

- Addressing and coordinating support for women and single parents working in industrial camps, including child care and improve wage disparities for Indigenous women.
- Focused resources on building culturally appropriate training and education for youth and young families that are consistent with traditional teachings.

**Strategies**

Community	Industry	Agency
<ul style="list-style-type: none"> <li>• Improve or implement community-based child care.</li> <li>• Implement the Highway of Tears toolkits.</li> </ul>	<ul style="list-style-type: none"> <li>• Ensure working shifts and hours consider the childcare challenges of women in the community (e.g., night shifts and long shifts).</li> <li>• Provide funding for quality and culturally responsive and relevant childcare.</li> <li>• Investigate options and barriers to child care options for single parent workers.</li> </ul>	<ul style="list-style-type: none"> <li>• Agency support for communities to develop and monitor appropriate positive indicators of child and family health.</li> <li>• Ensure resources are in place for municipal RCMP to quickly respond to child abuse and sexual assault calls in co-located communities.</li> <li>• Review the inequitable funding formulas in place for delivery of services to First Nation families and children.</li> <li>• Fund culturally responsive and relevant childcare.</li> <li>• Funding for extended families that take on the burden of childcare (e.g., aunts, uncles, grandparents).</li> <li>• Ensure adequate funding for foster parents.</li> <li>• Ensure equitable funding for on-reserve child services as compared to off-reserve child services.</li> <li>• Funding for the implementation of the Highway of Tears toolkits in communities.</li> <li>• Funding for recreational facilities for youth (e.g., arenas and ball parks).</li> </ul>



**Table 6.2: CHILD CARE *continued***

<b>Programs</b>		
<ul style="list-style-type: none"> <li>• Increase education and awareness programs focusing on the importance of attachment and traditional knowledge transmission between children and parents when working at camps. Increase education and awareness programs (e.g., stranger danger, open discussions about sexuality and assault, what they should be telling their parents) for children, youth, and their caregivers to stay safe and have open outlets for communication (e.g., drugs, alcohol, sexual abuse, sexual assault and harassment, STIs).</li> <li>• Increase cultural programs and safe spaces to safeguard youth and children in the community (e.g., youth center).</li> <li>• Hire a youth worker (especially during the summer months) that can monitor and provide support to the youth and children in the co-located community.</li> <li>• Empower youth and children with programs that improve their self-esteem, self-confidence, self-worth, and cultural identity. This can include programs bringing youth out on-the-land, and mentorship on the roles and responsibilities of youth in their communities, as told in traditional teachings.</li> </ul>	<ul style="list-style-type: none"> <li>• Provide culturally-relevant and trauma-informed support and resources (e.g., counselling, mental health support) for community members who are working in the camps to help ensure family cohesion. In addition, providing counselling and mental health support to all other workers.</li> <li>• Provide support and activities that ensure workers can regularly communicate with family (e.g., on-site barbeques, family days).</li> <li>• Provide flexible hours for child caregivers or guardians and single parents who are working in the camps and require childcare.</li> </ul>	<ul style="list-style-type: none"> <li>• Provide funding and resources to co-located community for youth programming, support workers, and infrastructure.</li> <li>• Support the community to develop child and family health indicators.</li> </ul>

**Table 6.3: TRANSPORTATION**

**Mitigation:**

- Transportation and road safety committee for region to address the complex issues remote communities face

**Strategies**

Community	Industry	Agency
<ul style="list-style-type: none"> <li>• Community to put signage in place to prevent speeding in the community.</li> <li>• Put signage in place with cultural symbols to remind visitors of cultural context.</li> <li>• Entry and exit checkpoint where drivers have to stop to be monitored near camps or junctions close to camps. Checkpoints would have equal representation from company and communities.</li> <li>• Have liaison (e.g., Community Gatekeeper) between the company and community who can report transportation issues and monitoring of roads.</li> <li>• First Nations owned transportation companies for shuttling workers, as well as transport services for community members.</li> <li>• Organize system for service radio distribution and sign out.</li> <li>• Speed monitoring devices in shuttle vehicles.</li> <li>• Advocate that better access to transportation is needed in the community (Eckford and Wagg 2014).</li> <li>• Work with industry and government to create emergency response plan for accidents on the road (i.e., first responders).</li> </ul>	<ul style="list-style-type: none"> <li>• Company flaggers in place to slow and monitor traffic.</li> <li>• Number or decal company and personal vehicles for workers.</li> <li>• Put signage in place on roads and in company parking lots to prevent speeding.</li> <li>• Provide funding for community to have radios to be used along service roads and radio training.</li> <li>• Parking lots for workers' personal vehicles, and a company bus to shuttle to/from work (leaving personal vehicles away from camp).</li> <li>• Zero tolerance on intoxicated workers attempting to get on company bus for work.</li> <li>• Speed monitoring devices in shuttle vehicles.</li> <li>• Work with community and government to create emergency response plan for accidents on the road (i.e., first responders).</li> <li>• Work with community to ensure that access to cultural sites or land for traditional practices are not destroyed or blocked.</li> <li>• Provide support (e.g., fencing) for roadside community houses that are affected by heavy traffic from the project (e.g., ensure safety of children).</li> </ul>	<ul style="list-style-type: none"> <li>• There needs to be an increased presence of municipal RCMP with camp presence, going in to monitor hitchhiking, industry traffic, speeding, hogging the road, and racial discrimination over the radio.</li> <li>• Traffic and road safety, and zero tolerance to hitchhiking, should be built into the EA.</li> <li>• Northern Health doing more public health work on road safety, safe driving, proper licensing, how to secure children, etc.</li> <li>• Funding for transportation.</li> <li>• EA certification process to include terms such as no personal vehicles at the industrial worksite and mandatory decaling of all company vehicles.</li> <li>• List of transportation options for community members to access services in town or elsewhere (e.g., appointments) (Eckford and Wagg 2014).</li> <li>• Work with community and industry to create emergency response plan for accidents on the road (i.e., first responders).</li> </ul>

**Table 6.3: TRANSPORTATION *continued***

Policies – Vehicle Fleet Policy		
	<ul style="list-style-type: none"> <li>• Zero tolerance policy for picking up hitchhikers, to ensure that only company staff are allowed in workers’ company and personal vehicles.</li> <li>• Zero tolerance on any form of racism and harassment over the radio on Forest Service Roads.</li> </ul>	
Programs		
<ul style="list-style-type: none"> <li>• Programs providing training for using radios on Forest Service Roads.</li> <li>• Ridesharing within community, and programs to provide safe transportation to and from town.</li> <li>• Defensive driving and hitchhiking awareness programs for youth.</li> <li>• Highway monitoring with a spill response cache, and training for community members as first responders.</li> <li>• Community-led initiatives and educational programs on hitchhiking and general road safety, such as the ‘Be Seen, Be Safe’ reflective armband campaign in Nak’azdli that raised awareness about pedestrian safety and the ‘Common Code of Courtesy’ document that encouraged domestic and industry drivers to respect one another when traveling along the North Road (Shandro et al. 2014).</li> </ul>	<ul style="list-style-type: none"> <li>• Cultural sensitivity training so workers and sub-contractors understand whose territory they are working in, the political contexts of where communities are now, and understanding community concerns regarding loss of use of traditional territory.</li> <li>• Company programs on safe driving, speed, and communication on radios, including for contractors.</li> <li>• Training for radio use on Forest Service Roads.</li> <li>• Implement a community bus driving service to provide safer transportation from remote communities that is accessible for low-income members.</li> <li>• Fund a safe space in town where community members can stay while waiting for a ride, and can access food and a telephone.</li> <li>• Programs to educate workers about hitchhiking and vulnerability.</li> </ul>	<ul style="list-style-type: none"> <li>• Women’s Outreach Worker to assist with housing and employment, transportation to appointments (Eckford and Wagg 2014).</li> <li>• Transit pass program (Eckford and Wagg 2014) or further connectivity programs (e.g. bus service).</li> <li>• Funding safe spaces and transportation.</li> </ul>

**Table 6.4 HEALTH**

**Mitigation:**

- Coordinated strategies to address the issues that emerge from a gender-based, community, and service review.

**Strategies**

- Collaborative emergency response plan with communities and agencies that includes project information and key contacts, prevention strategies, available infrastructure, resources, and facilities in community and in the camp, and communication information (Northern Health)

Community	Industry	Agency
<ul style="list-style-type: none"> <li>• Devise culturally-relevant “Wellness Services Plan” in collaboration with communities, industry, and government. The plan could include:                             <ul style="list-style-type: none"> <li>• Regional level research (e.g., baseline health indicators);</li> <li>• Municipal RCMP and justice personnel monitoring (e.g., action on drug trafficking in communities);</li> <li>• Funding for doctors and medical services;</li> <li>• First responder training for community members;</li> <li>• Provision of emergency response vehicles and staff;</li> <li>• Regional evaluation of funding allocation to agencies (e.g., Northern Health) to accommodate incoming worker populations; and</li> <li>• Increase mental health services in northern communities.</li> </ul> </li> <li>• Culturally-relevant wellness program at the community level (e.g., traditional activities, crafts, traditional foods, guidance from Elders, language learning, mental health, managing long distance relationships), so community members who are working in camp begin at a healthy state to maintain employment.</li> <li>• Education for youth through school system on healthy behaviours, healthy activities, and healthy relationships (interpersonal, sexual).</li> </ul>	<ul style="list-style-type: none"> <li>• Provide support, funding, and participation in creating a “Wellness Services Plan.”</li> <li>• Strategies required in situations where workers are in the community during their time off and require emergency health services from a non-emergency nurse.</li> <li>• Include information on access to mental health services/ counselling in employee benefits packages (e.g., by phone or computer) and ensure support and resources are available in camp for workers (e.g., addictions, sleep disorders, emotional issues, stress).</li> <li>• Consider sharing health services between camp and community (e.g., extra nurse on site provided by camp; increase frequency of doctor visits).</li> <li>• Strategies to promote mental and physical health wellness in camps (e.g., link workers to different support systems and get workers to think beyond their work and pay cheque).</li> <li>• Train company staff at all levels on improving mental health, support systems available in camps and work environments, healthy behaviour and activities when working in isolated locations (e.g., services, recreation), and the health issues faced by workers and nearby community members.</li> </ul>	<ul style="list-style-type: none"> <li>• Provide support, funding, and participation in creating a “Wellness Services Plan.”</li> <li>• Municipal RCMP: Organize community engagement events and information sessions within affected communities to provide resources and contact, and build trust (e.g., restorative justice).</li> <li>• Municipal RCMP: Monitoring for specific health-related issues (e.g., drugs and alcohol, speeding, sleep deprivation while driving) and work in collaboration with the community.</li> <li>• Municipal RCMP: Report on drug and alcohol infractions.</li> <li>• Research and development of gender-based analysis of industrial camps in B.C. at the regional and provincial levels.</li> <li>• Change funding structure for Northern Health to accommodate transient workforces and population fluctuations in remote areas.</li> <li>• Improve funding for facilities and services in communities, particularly for vulnerable groups like two-spirited people, sex workers, and Indigenous women and children, (e.g., more doctor visits, culturally safe and trauma-informed resources in shelters) to respond to additional pressures.</li> </ul>

**Table 6.4 HEALTH *continued***

Community	Industry	Agency
<ul style="list-style-type: none"> <li>• Community outreach worker to work with youth on health, well-being, and mental wellness program in a safe space and where members can access mental health support without stigma (e.g., job title could be “wellness support worker” or part of cultural center).</li> <li>• Health strategies at the community level that integrate and consider community safety concerns (e.g., designated body to monitor health and safety data).</li> <li>• Increase number of counsellors working on drug and alcohol abuse issues to prepare community members for employment in camps.</li> <li>• Work with neighbouring nations to employ a non-jurisdictional health outreach worker who can work with homeless populations, women and girls who are survivors or are currently being trafficked, and sex workers who may or may not be members of a Nation.</li> <li>• Increase strategies to address youth and adult suicide cases through improving community cohesion.</li> <li>• Connect health to cultural knowledge transmission and connection to the land (e.g., teaching the seasonal rounds, harvesting, and medicines).</li> </ul>	<ul style="list-style-type: none"> <li>• Provide drug and alcohol counselling and support for workers on an ongoing basis.</li> <li>• Establish a liaison (e.g., hereditary chief, elder, counsellor) who will work with the camp and the community to monitor and respond to grievances related to any health concerns (e.g., drugs and alcohol, mental health, physical health, well-being.)</li> <li>• Provide active recreational activities (e.g., volleyball court, basketball court, workout room).</li> <li>• Work directly with First Nations to monitor and respond to health concerns (e.g., through a development corporation).</li> <li>• Make camp first responders available to nearby communities during health crises.</li> <li>• Ensure accountability at various levels of management with regard to health and well-being monitoring and programming.</li> <li>• Provide training to camp workers at all levels on the health issues faced by workers, as well as nearby community members.</li> </ul>	<ul style="list-style-type: none"> <li>• Increase untied funding for culturally relevant programs, strategies, and infrastructure (e.g., cultural centre) to promote healing and health.</li> <li>• Invest in health prevention strategies and mitigations before the pipeline or mine is in operation, not only once operations have begun.</li> <li>• Incorporate traditional knowledge and qualitative data into baseline data and monitoring for health impacts.</li> <li>• Provide funding to improve northern community food security levels.</li> <li>• Build stronger ties and connections across agencies responsible for health (e.g., medical, emergency services and emergency transport, housing, sanitation).</li> <li>• Create system at the regional/provincial level where camp workers and community members can report health related grievances and concerns that have not been addressed at the industry level.</li> </ul>
<b>Policies</b>		
	<ul style="list-style-type: none"> <li>• Policies to clearly indicate that camp workers will access medical care at camp and define the situations where they will require community or regional health services.</li> <li>• Develop policies that establish healthy lifestyles for employees, including scheduled time off, healthy cafeteria food, and time to exercise and engage in mental wellness programs.</li> </ul>	<ul style="list-style-type: none"> <li>• Create and enforce policies that require industry to develop worker wellness prevention strategies, counselling for mental health and drug and alcohol issues, and wellness programs.</li> <li>• Require that a health assessment be completed and implemented by industry.</li> <li>• Regulate health and well-being standards for camp workers to ensure accountability.</li> </ul>



**Table 6.4 HEALTH *continued***

Community	Industry	Agency
<b>Programs</b>		
<ul style="list-style-type: none"> <li>• Provide more culturally-relevant awareness on mental health in order to remove stigmas on asking for mental health support.</li> <li>• Cultural revitalization of clan-system and culture of sharing to increase community cohesion.</li> <li>• Design and implement culturally relevant sobriety, counselling, and other healing programs (e.g., treatment centre) on the community's traditional territory (e.g., in areas that are familiar to community members and culturally based).</li> </ul>	<ul style="list-style-type: none"> <li>• Provide a physical and mental health wellness program to employees (e.g., weekly health challenges, group health targets, mental health information session), that includes programming to decrease stigma in accessing these services.</li> <li>• Invest in worker wellness through sobriety program for workers who are experiencing difficulties with drug and alcohol abuse. This program should be designed to reduce stigma, and in a way that workers feel secure their jobs will not be put at risk by engaging in the program.</li> </ul>	<ul style="list-style-type: none"> <li>• Provide culturally relevant dietician services as one major aspect of improving community health (e.g., home gardens, integration of harvested foods).</li> <li>• Provide funding and access to culturally-safe and trauma-informed addictions treatment centers, including healing lodges, as well as for supervised drug use sites, and trauma-informed treatment for addictions centres.</li> </ul>



**Table 6.5: CULTURAL CONTINUITY**

**Mitigation:**

- Coordinated efforts to protect traditional activities and continued access to traditional lands.

Community	Industry	Agency
<b>Strategies</b>		
<ul style="list-style-type: none"> <li>• Signage in the community and along roads that indicates areas as First Nations hunting and harvesting area only.</li> <li>• Participate in and guide camp closure and reclamation plans.</li> <li>• Increase community members' awareness of rights and title of traditional territory and potential impacts the project may have on the land.</li> <li>• Identify community monitoring programs that will allow members to hold jobs that allow them to monitor industrial development.</li> <li>• Increased awareness and training of social, health, and cultural well-being, as well as qualified financial planning for community members who are employed or looking to be employed in the resource development sector (expand focus from wages and employment).</li> <li>• Prepare community members who are employed in resource development sector to have strategies and skills for when their employment ends.</li> </ul>	<ul style="list-style-type: none"> <li>• Proponents need to address loss of land not only in project areas, but also in industrial camp areas.</li> <li>• Include community (i.e., use of traditional knowledge) to guide temporary camp closure and reclamation process in order to:               <ul style="list-style-type: none"> <li>• Ensure no invasive species are introduced;</li> <li>• Leave land unaltered; or</li> <li>• Undergo land reclamation through a collaborative process with First Nations (e.g., working with communities before project commences to plan reclamation, ensure land is restored to a usable state culturally as well as environmentally by using native species and protections for culturally important areas, providing reclamation employment for local First Nations, no messes left behind).</li> </ul> </li> <li>• Signage at the mine in Indigenous and English languages.</li> <li>• Educate workers on the importance of traditional foods to First Nation communities and indicate off-limit areas for hunting, fishing, and food gathering (i.e., ensure areas are protected for First Nation community members' food security and practice of rights).</li> <li>• Increase targeted hiring for co-located community members, create programs for Indigenous women, and create an employee registrar by location to identify the percentage of local First Nation hires.</li> <li>• Increased financial management strategies and financial counselling for First Nation employees so that they have a plan after their employment ends with the company.</li> <li>• Integrate life skills training and other training opportunities for First Nation employees to build their capacity and transferable skills (e.g., for local job opportunities).</li> </ul>	<ul style="list-style-type: none"> <li>• Consider guidelines for all temporary industrial camps, including a consultative process with communities on key concerns, especially community well-being and safety.</li> <li>• Provide funding opportunities for communities to access financial management/planning training; life skills training; diversified job training (that is not resource dependent).</li> <li>• Work with communities to design strategies to protect food harvesting areas.</li> <li>• Financial support for cultural continuity programs (e.g., language programs, hunting skills training for youth, medicinal harvesting program by elders).</li> </ul>

**Table 6.5: CULTURAL CONTINUITY *continued***

Policies		
Community	Industry	Agency
<ul style="list-style-type: none"> <li>• Collaboration with government agencies to ensure enforcement policies are in place for hunting, fishing, gathering, and respect for First Nations governance and laws in their territory (needs to be part of negotiations and part of the approach for people coming into First Nation communities).</li> </ul>	<ul style="list-style-type: none"> <li>• Policies in place to address concerns and protocols around hunting and fishing and gathering (e.g., prohibit any fishing or hunting from non-Indigenous workers). Prohibitions on firearms, weapons, and drugs, and respect for First Nations governance and laws in their territory (needs to be part of negotiations and part of the approach for people coming into First Nation communities).</li> <li>• No hunting, no fishing, and no gathering policies need to be enforced with all workers, contractors, and subcontractors.</li> <li>• Increased and improved policies to attract more local First Nation employees.</li> <li>• Development of a harassment-free workplace policy and a Code of Conduct (for example, see Haisla Support Services Code of Conduct).</li> <li>• Development of an employment equity and non-discrimination policy.</li> </ul>	<ul style="list-style-type: none"> <li>• Inter-agency collaboration with communities to ensure enforcement policies are in place for hunting, fishing, gathering, and respect for First Nations governance and laws in their territory.</li> </ul>



**Table 6.5: CULTURAL CONTINUITY *continued***

Programs		
Community	Industry	Agency
<ul style="list-style-type: none"> <li>• Set up monitoring programs for priority hunting, fishing, and food harvesting areas to identify impacts during the life of the project.</li> <li>• Include the importance of traditional practices as part of industrial camp cultural sensitivity training, explain to workers the significance of traditional foods and land use (hunting, fishing, berry picking, medicines) to First Nations communities.</li> <li>• Promote programs that keep traditional practices and land use alive and healthy for all age groups (i.e. hunting programs, traditional medicine and language practices) and starting from a young age.</li> <li>• Run culture camps for community members (e.g., youth and elders to pass on traditional knowledge) Youth and elder programming can promote positive cultural identity and build self-confidence and self-worth in the youth (e.g., know who they are and feel proud of who they are).</li> </ul>	<ul style="list-style-type: none"> <li>• Ensure measures are in place for healthy work environments (e.g., anti-racism policies and campaigns, increased cultural programs).</li> <li>• Ensure support programs are in place to transition First Nation employees who have not been working for a period of time to adapt to intense industrial camp environments.</li> <li>• Increase targeted on-the-job employment training and overall training programs.</li> </ul>	<ul style="list-style-type: none"> <li>• Fisheries to have workers checking whether people have fishing licenses and identify any illegal fishing activities (e.g., protect amount of salmon) as part of monitoring and management program. Consultation with local Bands can inform these management programs, and community members can be trained and work in monitoring.</li> </ul>



**Table 6.6: CULTURAL CONTINUITY AT THE INDUSTRIAL SITE**

**Mitigation:**

- Prioritize the importance of understanding First Nations culture prior to work and community engagements.

**Strategies**

Community	Industry	Agency
<ul style="list-style-type: none"> <li>• Increase cultural symbols, language and values in workshops and in town to remind camp workers/visitors that they are on First Nations traditional territory.</li> <li>• Work with company to identify culturally important sites in the project area, and discuss ways to minimize impacts and methods of keeping access open for community members.</li> <li>• Write and implement community engagement protocols for camp workers and other external visitors (i.e., expected behaviour, engaging with respect, ways of doing business)</li> <li>• Create appropriate community plans and strategies (i.e., for monitoring impacts) to address any socio-cultural impacts (i.e., from socio-cultural impact assessment submitted to proponent and EAO) of industrial camps.</li> </ul>	<ul style="list-style-type: none"> <li>• Opening ceremony of worker camp/ project to include First Nations ceremony (e.g., with local First Nations drumming group, dance groups, opening and closing prayer) and consider co-management/joint venture opportunities.</li> <li>• Company wide cultural sensitivity training for all workers, all management, and all sub-contractors to understand the regional and community context that company is working in, including history and impacts of colonization (and moving toward decolonization).</li> <li>• Ensure cultural sensitivity training is built into general workplace culture (i.e., not only policy).</li> <li>• Work with community to identify culturally important sites in the project area, and discuss ways to minimize impacts and methods of keeping access open for community members.</li> <li>• Build cultural and engagement protocols so all workers feel a strong sense of healthy community within workplace (e.g., mentoring, zero-tolerance on discrimination).</li> <li>• Employ community liaison for First Nation workers and community members to address grievances and issues of racial discrimination, harassment and other culturally sensitive issues and ensure that the liaison is empowered to address these issues properly.</li> <li>• Provide traditional healing ceremonies and other cultural relevant services/ activities to all camp workers as a way for cross-cultural learning.</li> <li>• Provide safe cultural spaces for Indigenous workers and pay more attention to cultural needs.</li> </ul>	<ul style="list-style-type: none"> <li>• The government holds a duty to ensure that ministry staff understand the relationship the Crown holds with Indigenous people, and that regional staff have a strong understanding of local realities (e.g., they should be participating in basic cultural educations co-designed by Nations in the region). The government should also educate industry in this regard.</li> </ul>



**Table 6.6: CULTURAL CONTINUITY AT THE INDUSTRIAL SITE *continued***

**Strategies *continued***

Community	Industry	Agency
	<ul style="list-style-type: none"> <li>• If appropriate, provide traditional foods for meals offered in camp and/or bring elders on site to promote cultural practices (e.g., beading room, food practices)</li> <li>• Ensure enforcement mechanisms are in place for policies to succeed.</li> <li>• Coordinate integration events with workers' families to improve integration and family health (e.g., on-site camp visits, family barbeque day).</li> </ul>	
<b>Policies</b>		
	<ul style="list-style-type: none"> <li>• Develop culturally appropriate policies with community leadership and members (e.g., appropriate curfews).</li> <li>• Company policies to explicitly support equality, respect, breaking down barriers, etc.</li> <li>• Develop clear rules on whether the nearby communities welcome visitors and any limitations.</li> <li>• Develop a code of conduct with clear repercussions for failure to observe.</li> <li>• Develop and implement detailed anti-racism and anti-discrimination policies with third party support and monitoring – not only for First Nations, but broadened out to U.S. workers, international workers, greenhorn workers (versus veterans), and workers from other sectors.</li> </ul>	<ul style="list-style-type: none"> <li>• Implement policies where industry licenses depend on a triple bottom line to ensure social and cultural issues are properly addressed</li> </ul>
<b>Programs</b>		
	<ul style="list-style-type: none"> <li>• Provide financial support for cultural programs, and youth programs that promote cultural identity in the community (e.g., culture camps).</li> <li>• Provide cultural programming and recreational activities in the camps (i.e., in the evenings) so all workers can learn more about First Nations communities nearby (e.g., elder comes to teach crafts) and build respect for each other.</li> </ul>	<ul style="list-style-type: none"> <li>• Provide funding for cultural programming in co-located communities.</li> </ul>

**Table 6.7: INFRASTRUCTURE**

**Mitigation:**

- Integrated approach to monitor and support existing infrastructure with properly allocated resources to address the direct and indirect impacts of the industrial projects and shadow population.

**Strategies**

- Governing bodies (justice personnel, in particular municipal RCMP, company, chief and council) need to sit down together to discuss what can be expected and what can be done. A broader and more inclusive perspective will make things run a lot more smoothly.

Community	Industry	Agency
<ul style="list-style-type: none"> <li>• Planning for more community recreational infrastructure and overall positive infrastructure development.</li> <li>• Increase presence at consultation and planning discussions with industry and government relating to infrastructure and transportation.</li> <li>• People knowing where to go in crisis situations, and having a safe house accessible to them.</li> <li>• Building stronger ties between communities and resources available in different communities.</li> <li>• Make sure town can accommodate more people, considering influx of migratory workers.</li> <li>• Ensuring equal access to funding between communities.</li> <li>• Ongoing research to assess impacts of industrial camps so communities can plan ahead.</li> <li>• Mental health counsellors available in community.</li> <li>• Band members working with construction crew and reporting back to community about condition of roads.</li> <li>• Communication plan to account for existing services (Eckford and Wagg 2014).</li> <li>• Create a socio-economic management plan that documents use or availability of community infrastructure (which includes accommodations and roads).</li> </ul>	<ul style="list-style-type: none"> <li>• Infrastructure for recreation and worker wellness.</li> <li>• Increase First Nations presence at table during infrastructure planning and discussions that would affect First Nation communities.</li> <li>• Make sure town can accommodate more people, considering influx of migratory workers including housing.</li> <li>• Band members working with construction crew and reporting back to community about condition of roads.</li> <li>• Longer drop-in hours at clinics to account for shift work.</li> <li>• Create an SEEMP that documents use or availability of community infrastructure (which includes accommodations and roads).</li> </ul>	<ul style="list-style-type: none"> <li>• Funding and planning at the regional level for infrastructure management.</li> <li>• Province having a plan in process for decreasing wait times for treatment centers and hospitals, taking into account shadow population from industrial camps.</li> <li>• Increase First Nations presence at table during infrastructure planning and discussions that would affect First Nation communities.</li> <li>• Increase funding for recreational infrastructure in communities.</li> <li>• Improve road infrastructure in and around communities (e.g., road maintenance, pullouts, paved roads, wider roads for heavy industrial traffic, speed bumps, and fencing around community to protect children where roads are close to housing).</li> <li>• Make sure town can accommodate more people, considering influx of migratory workers.</li> <li>• Ongoing research to assess impacts of construction camps so communities can plan.</li> <li>• Ensure that revenue-sharing agreements/financial support are applicable to communities to help them manage the impacts of infrastructure pressures (i.e., positive infrastructure) as a result of industrial development (Shandro et al. 2014).</li> </ul>

**Table 6.7: INFRASTRUCTURE *continued***

Community	Industry	Agency
		<ul style="list-style-type: none"> <li>• Leading strategies for the BC EAO to support the improved performance of the extractive sector and mitigate risks to communities include the need to ensure municipalities are financially supported during industrial development to manage impacts associated with infrastructure pressures (Shandro et al. 2014).</li> <li>• Discuss “Fair Share” agreements for oil and gas revenue that have been signed with local governments in the B.C. Peace region. These multi-year agreements are based on a distribution formula that considers, on an annual basis, population, municipal assessment, and unincorporated assessment. The formula provides economic flexibility from year to year as populations and industrial activities change (Shandro et al. 2014).</li> </ul>
<b>Programs</b>		
<ul style="list-style-type: none"> <li>• Increased housing available in communities for members who are looking to return to the community.</li> </ul>	<ul style="list-style-type: none"> <li>• Recreational facilities that are energy-efficient, updated and available for workers on their time off.</li> <li>• Updated and accessible mental and physical health infrastructure.</li> <li>• Residences with access to outdoors and nature, with sufficient windows and adequate heating.</li> <li>• Gender-separated residences.</li> <li>• Adequate waste disposal and treatment according to the MOE Waste Authorizations and Best Practices (2015), as well as initiatives for innovative waste treatment to decrease environmental impact.</li> </ul>	<ul style="list-style-type: none"> <li>• Housing to manage in-migration.</li> <li>• Safe housing and transition housing for women, youth, and elders in the community and programs to support in cases of domestic abuse.</li> <li>• Services and programming available for gender based violence that accommodates diverse cultures (Eckford and Wagg 2014).</li> </ul>

## SECTION 7

# Discussion



**This review is suggestive of a few key findings that might be applied by industry, governments, and communities. Following on these findings, we provide specific guidance to parties.**

**THIS RESEARCH HAS FOCUSED ON THE IMPACTS** of industrial camps on communities, identifying the social and cultural effects that are often left aside or orphaned in planning and operation. Our focus has been to identify strategies, programs and policies to protect Indigenous women and youth in BC as industrial camps are constructed and operated.

This review is suggestive of a few key findings that might be applied by industry, governments, and communities. Following on these findings, we provide specific guidance to parties.

**There must be plans for extensive review of social, cultural, and environmental issues in industrial camp review and siting.**

Siting of industrial camps must involve a social conversation taking into account feasibility, environmental, cultural, and social factors. As addressed in Section 4.1, it is also important to consider both economic benefits and setbacks for local nations. Parties need to broaden the scope of issues considered as industrial camps are sited. There are an array of benefits and impacts:

- Benefits can be experienced, such as a returning Indigenous workforce, and the joint venture options;
- Negative effects could make already vulnerable women and children even more so. There is a “hyper-masculine” industrial camp culture at play, at times, which leads to significant alcohol and drug consumption, and much higher access to these substances. This workplace culture and the demands of the higher transitory population for services (termed the “shadow population” in this report) can lead to:
  - Sexual harassment and assault;
  - Increased demand for sex trafficking and sex work;

- Child care and gender inequity gaps;
- Vulnerability of women as they seek transportation to gain access to services, and increase in road safety concerns, and negative
- Capacity strains on already limited social and health services, from the shadow population seeking work, and decreased access to services for community members;
- Infringement on traditional use and rights through land use, and through the pressure applied to resources as non-aboriginal people hunt and fish on their time off; and
- Pressures on community based and regional infrastructure.

More extensive planning will ensure that social and cultural issues are not orphaned or left to bilateral negotiations. For example, the location of industrial camps needs to consider social parameters. If camps are far enough away from communities, workers will not walk into the community in search of sexual services or drugs and alcohol. Similarly, if the parking lot is distant from the camp, then workers will not use their personal vehicles to get out on the land and interfere with the traditional use of nation members. There are of course ecological and environmental parameters to consider (e.g., wetlands protected, feasible locations, and avoidance of traditional territory, cultural or sacred sites). This is a conversation that requires strong engagement between agencies, communities, and companies.

Many temporary industrial camps simply fall below the screening threshold for environmental review. A separate issue is that many camps are set up without permits. Industrial camps that are in close proximity to Indigenous communities, and where there is high vulnerability of women and youth might somehow be flagged for review, and perhaps guidance to industrial camp operators with best practice in Aboriginal territory could be issued.

There should be a siting and industrial camp review process developed. We acknowledge there would be numerous parties to such a conversation, such as local First Nation communities, regional districts municipal governments, health authorities and the relevant Ministries, as well as industry. Such a conversation will need to consider municipal roles, land use plans, and bylaws.

**Companies and governments need to address the culture that is developed at industrial camps, in part through delivery of historic trauma training in industrial camps, but also through planning for grievances.**

The values that are set at an industrial camp can influence how women are treated at the site, and interactions in the area. This report referred to the values and worldview associated with ‘Rigger Culture’, which tend to promote sexist and even misogynistic views of women. Sometimes racist or ill-informed views are held towards Indigenous people. This can only be changed through policies, programs, and in depth relationships with local peoples.



**The values that are set at an industrial camp can influence how women are treated at the site, and interactions in the area.**



Since many women continue to feel unsafe at industrial sites, or are placed in insecure or marginalized positions, policies and programs must emerge. Historic trauma training for service providers, agency staff and industrial camps is vital to ensuring a strong understanding of Indigenous and non-Indigenous relationships, and the role that policy and legislation continues to play in continuing violence against women.

Still, grievances should be anticipated in contexts where there are complex interactions (Corporate Social Responsibility Initiative 2008). This is the case in northern BC. There should be robust grievance systems at industrial camps.

Camp level grievance mechanisms should allow communities to raise concerns early, openly, and informed by legislation. The existence of a quality grievance mechanism can improve a company's relationship with affected communities and reduce grievances, as it signals that the company is ready to be held accountable, to confront, acknowledge, and learn from problems (Ruggie 2009). It needs developed in a collaborative and respectful way; there needs to be meaningful follow up and illustration that something has been achieved.

At the regional or provincial level, ombudsmen can be an effective way for grievances to be raised.

**Indigenous communities, particularly women and children, are the most vulnerable and at risk of experiencing all the negative effects of industrial camps.**

We encourage each party to review the mitigation tables (Appendix A) and adapt them as they plan for industrial camps. Unique issues emerge when the lens of gender, Indigenous community, and service delivery is used to review the benefits and impacts of industrial camps. There is a strong desire to maximize the benefits, such as increased untied revenues, stronger local economies, business development, and attract the Indigenous workforce home. There is also a desire to prevent the burden of adverse impacts from falling disproportionately on Indigenous women and youth.

This requires that programs and services be developed that address contemporary and historical manifestations of colonization, and address the key factors driving sexual assault, the sex trade and trafficking. Specifically, poverty, homelessness, and historic trauma need to be addressed, and programs that are connected to the culture and taught through many trusted educators (Laboucane-Benson 2017; Louie 2016) are required. Similarly, programs at the industrial camps that create connection and relationship between the camp staff and the communities are required. These need to be enjoyable, allowing people to come to know each other.

Proponents can also review the range of variables that are generally not considered in siting camps, and develop policies and programs to reduce the types of impacts to culture, health and the practice of rights in a region.

There is a need review to review the relationship of particular agencies to Indigenous communities, particularly the relationship to women, such as the RCMP.

**There are gaps in regulatory review and federal and provincial responsibilities that lead to failures in service provision in the construction phase. The most vulnerable people will suffer because of these failures.**

There are many authorities involved in the review and delivery of services to communities. However, the regulatory review in BC applies only to non-reserve lands, leaving the funds and services provided on reserve lands orphaned to the federal government.

As an example, the provincial government requires socio-economic plans to be prepared, and while the proponent develops these, they do not apply to on reserve lands. This leaves all on- reserve services unplanned for, even when the burden of impacts may fall to the governance of the nations. The federal government has not considered the on-reserve implications of industrial camps, including the influx of shadow populations, potential for in-migration, and the real potential for increased crime, sexual assault, and trafficking and use of drugs and alcohol on reserve.

In-migration to reserves will impact on the nations' ability to meet their citizens' needs on reserve, but it will not change the funding arrangements with the federal government (i.e., block funding). This means that nations, such as Lake Babine Nation, will be required to house, serve, and care for many new members without any new financing, while they shoulder the burden of the impact to their families.

These impacts of industrial camps are not accurately described or understood for the most vulnerable, and the agencies that provide services are not poised to respond. There is a lack of coordination between the provincial and federal governments. The federal and provincial governments have a duty to remove blockages and work together to address these gaps.

**The focus of Environmental Assessment must change to ensure communities, and in particular women and children, do not shoulder the burden of impacts.**

It is vital to use a culturally-relevant gender lens to identify the core impacts on Indigenous women and communities, as well as the ways that Indigenous women can participate in the resource economy, in projects where there is a the potential for close interaction of industrial camps with Indigenous communities. The EAO should be encouraged to create the space for this type of assessment to occur, perhaps issuing guidance in this regard. There is also a need to "get granular" or ensure the scale of analysis is at the community level. Most of the focus for service delivery remains at the regional level, making it easy to miss the particular issues that arise in interaction of industrial camps with communities.

There is a tremendous burden placed on Aboriginal communities to participate in EA, however very little in the way of resources for their staffing, their engagement and review.

The issues that surface require strong relationships and collaboration (e.g., through co-management strategies and working groups) between agencies, ministries, companies, and Indigenous communities.

An analysis of industrial camps and the construction phase of resource development through this gender-based, community-level, and service delivery approach uncovers the unique impacts experienced by community members, and by Indigenous women in particular.

**Ministries and agencies need to consider the legislation, programs and services and plan for integrated service delivery in advance of resource development, with a deep understanding of how the industrial camp could perpetuate cycles of historic trauma.**

This review has shown how the industrial camp allows for almost complete disconnection of the workforce from the surrounding communities. This is the workforce model, for the time being, and our agencies and ministries should be compelled to review how to reduce the harm that this model causes. Legislation, policy and programs should be reviewed, with an understanding of the interrelated pathways to recreation of historic trauma.

There is a need to allocate new financial and human resources to health, social services, and housing in the region. Shadow populations are anticipated in communities, and in the region. Transient workers will require housing and delivery of health and social services.

The burden should not fall to communities to wrestle funding down, trying to manage infrastructure gaps that emerge during project development, while they move out of the cycle of historic trauma. The pathways to the sex trade are structural, related to legislation, service delivery, and continued poverty (Louie 2016). For example, housing in communities is generally substandard, in need of repair, and crowded. The construction phase of projects is likely to increase the core housing need in the region, without attendant new funds, pushing vulnerable women into ever more conflicted relationships with community members and potentially camp workers.

Similarly, the Health and Medical Services Plan (HMSP) for industrial camps should focus on the connection to regional services. The federal and provincial authorities should adapt strategies for delivery of health services, which are generally based on tax-paying residents, and which currently do not anticipate or provide for the shadow population.

# Specific Actions for Nations, Government, and Industry

## 8.1 Indigenous Leadership

First Nations have to be prepared to consider many factors when industrial camps are sited in their area. There are many social and cultural impacts that have occurred but they have not been planned for. If industrial camps are going to be sited near communities, there needs to be careful planning to avoid the harms that have been reviewed here.

Protective measures (such as distancing camps from communities) could well be considered, as well as historic trauma programs that can be rolled out in industrial camps so that the culture, rights and worldview of the nation is well documented and explained to camp workers, and so that strong relationships are developed.

Participation in the environmental review of projects is equally important, ensuring that remote communities their unique risks are carefully documented and understood, and then planned for. Nation leadership has a duty to understand these risks and then ensure the space and time is made to plan and prepare for industrial camps.

Nations also have the opportunity to show leadership in development of culturally appropriate program and services for members — as an example, programs on puberty rituals and traditional roles and child rearing are a focus for Lake Babine Nation. Nak'azdli Whut'en is developing a Guardian Program with employment for members to act as monitors out on the land.

Communities have identified resilience strategies to address the gendered impacts of industrial camps; however, the burden should not fall with them to fund engagement in negotiations, environmental assessment, or development of community-based programs. The burden of participating in managing these impacts and planning and preparing for resource development is falling to communities, and this burden should be funded and considered by both industry and government. Indigenous leadership needs to continue to highlight this capacity gap.

## 8.2 Provincial and Federal Governments

The province can work across agencies to ensure that programs and services are provided to protect the most vulnerable, heeding the advice of Natural Resources Manager, Betty Patrick:

*Every community has a vulnerable group who are often remotely located, every single one. We women are the vulnerable ones in our community. We have been excellent crisis managers. We respond to crises very well. But we need to work on prevention now, that's why we're here today. For our daughters, for our grand-daughters and for ourselves." (June 29, 2016)*

### **Nation-to-Nation Relationships**

There are nation-to-nation actions the government can take to strengthen the relationship to Indigenous peoples as industrial camps are developed. A key finding of this research is that the model of the temporary industrial camp requires a mobile workforce that is disconnected from the region, and this reinforces and recreates historical patterns of violence against Indigenous women.

Worker conduct at the industrial camp and away from it should be a concern for everyone. Community members have recommended historic trauma training for government agencies, ministries and material for proponents to understand histories of colonization and oppression and how these manifest in the lived realities of Indigenous peoples today, in order to forge pathways of mutual respect towards reconciliation.

Regionally, with the Crown to take the lead, there should be historic trauma training for the resource industry, specifically targeted at the industrial camps.

### **Legislation and Regulatory Change**

The legislation and regulatory direction that is in place to guide development could usefully be reviewed. Informed by an understanding of historic trauma, the wide array of legislation, policy and guidance could be reviewed to ensure that women and families are protected while the work at industrial camps, or from the negative behaviours that occur when workers are off-shift.

By way of example, the BC Ministry of Jobs, Tourism and Skills Training and the Minister Responsible for Labour (JTSTL) should reflect on occupational health and safety in order to protect workers from sexual assault, and ensure safe reporting and management of such when they occur. JTSTL and WorkSafeBC can review effectiveness of reporting and management of sexual assault in and around industrial camps. Further, the Ministry of Health could update the *Industrial Camps Regulations* in the *Public Health Act* using a gender focus, where worker and community wellness is considered (ensuring sexual assault, harassment, and STI reporting), as well as cultural integration.



Finally, there needs to be robust grievance processes, with affected nations and citizens engaged in post-EA supervision and inspections. Of course there are many industrial camps that are not reviewed through EA, therefore a flagging system so that sub-threshold industrial camps are reviewed carefully when there is close proximity to vulnerable communities could be developed.

## **Guidance**

The issuance of guidance and best practice documents would clarify expectations for industry and agencies. A best practice guideline could serve to bring all the parties together, and ensure the issues are addressed systematically. These issues might be a challenge to capture in a regulation. Again, we acknowledge there is a complex of agencies and ministries involved.

By way of example, the BC Environmental Assessment Office could adapt the Environmental Assessment process using a culturally-relevant gender-based lens to ensure proponents have guidance on how to identify effects that are gender-specific. Gaps remain in addressing specific Indigenous community concerns, especially those pertaining to sexual violence, increases in pregnancy and STIs, mental health concerns, and the trafficking of women and girls.

The EAO could also consider how to estimate the gendered and community based impacts and their significance, as well as identify further funding mechanisms and approaches for strengthening Indigenous capacity and resources for engagement in EA, and build a much stronger role into the EA planning system for cultural, social, and health related issues.

## **Emergency Response Preparedness**

Finally, there is a need to heed the call that Natural Resource Manager Betty Patrick issued at the start of the workshop in June. This requires that there be emergency preparedness near industrial camps to deal with the issues raised in this report, or by communities, such as

- Regional planning that connects to Indigenous service providers, increased sharing of information (e.g., STI sharing between industrial camps and communities), and greater funding so that community health programs can provide services at industrial camps — and thereby create strong healthy relationships between workers and service providers.
- A coordinated approach to sexual assaults and harassment in industrial camps and in communities, including dedicating resources (training, rape crisis kits, and education efforts) to local nursing stations and to regional hubs. The federal government holds the duty to integrate its responsibilities with provincial and nation based services. Particular attention should be paid to policing.
- Increase resources (human and funding) for drug and alcohol and mental health counseling in the remote communities near camps, and in camps, as well as for reintegration of workers post treatment.

Finally, there needs to be a strong commitment made to tackle the complex of factors that cause Indigenous women and youth to be vulnerable, to prepare them before industrial camps are opened in their lands. Otherwise industrial camps will perpetuate the cycles of violence that currently are enacted largely on Indigenous women and children.

### 8.3 Industry

There have been a range of strategies, programs, and policies identified for implementation in industrial camps, including having senior Indigenous women employed at the site, developing a grievance process, and facilitating cultural inductions to the region, among others.

There are vital decisions that companies make as they develop industrial camps that could be life changing for women and their families in Indigenous communities. The challenge for industry is to make decisions that ensure that the vulnerable do not become more so. Critical decision points are:

- Siting the camp;
- Personal vehicle use and parking;
- Policies on drugs and alcohol (“wet” or “dry” camps);
- The industrial camp culture that is developed;
- How the camp is physically set up (e.g., separate dorms for women and men), and what programs and services are available for workers;
- How grievances are responded to, among others.

There is guidance in the tables developed in this report, and companies can usefully employ this guidance to develop planning processes and mitigation approaches.

Ultimately, there needs to be senior corporate guidance that these issues matter. Company staff needs to be encouraged to take these issues very seriously, and to work diligently to address the issues that are raised. Indigenous women should not have to tell their rape stories to awake the men and women in companies.

Industry should use guidance to develop stronger approaches to community engagement and review of industrial camps, such as developing and implementing programs of education on the practice of culture and ceremony in the camps that is based in tolerance and respect.

The duty to design a monitoring framework should lie with the company. As the World Bank suggests in best practice guidance, the company is responsible for the management, implementation, monitoring, and compliance of environmental and social management plans, and approval conditions, including construction supervision and performance of all staff, contractors, and subcontractors.

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# Government Bodies and Ministries

### **ENVIRONMENTAL ASSESSMENT OFFICE (BC EAO)**

The BC EAO is the government agency that oversees the certification of major projects related to industrial, energy, and mining projects (among others). The environmental assessment process is a harmonized process designed to avoid duplication of efforts in reviewing projects as required by both provincial and federal regulations.

The Environmental Assessment Application process in British Columbia currently addresses issues related to employment, community infrastructure and services, and human health.

Adapted from EAO 2017.

### **FIRST NATIONS HEALTH AUTHORITY (FNHA)**

FNHA plans, designs, manages, delivers and funds First Nations Health Programs across British Columbia. They provide mental health programming in BC First Nation communities, including addictions programming.

One of the addictions programs FNHA offers is the National Native Alcohol and Drug Addiction Program [NNADAP], which is community-based programming focusing on prevention, health promotion, early identification and intervention, referral, aftercare and follow-up services in a culturally-relevant setting, with day or evening programs. FNHA provides additional Wellness programs, including the Brighter Futures program; promoting health and wellness through learning-related activities

Adapted from FNHA 2016.

## **MINISTRY OF COMMUNITY, SPORT AND CULTURAL DEVELOPMENT (CSCD)**

The CSCD provides advice and guidance on the SEEMP process. The purpose of the SEEMP is to provide a plan for monitoring and reporting on the effectiveness of socio-economic mitigation measures and commitments implemented by proponents to avoid or reduce potential adverse effects during mechanical construction of the project. The SEEMP includes socio-economic mitigation measures developed as part of the EA process, based on past project experience, input from stakeholders, Indigenous groups, and regulators during project consultation and current industry best management practices.

Key CSCD responsibilities include:

- Upon receipt, review the SEEMP and record of engagement;
- Provide advice to the BC EAO regarding SEEMP approval;
- Provide advice and guidance and facilitate problem solving, if needed, during SEEMP development and implementation;
- Monitor SEEMP status reports to assess emerging trends and/or identify best practices to support continuous learning and improvement; and
- Receive copies of SEEMP final reports.

## **MINISTRY OF FORESTS, LANDS AND NATURAL RESOURCE OPERATIONS (MFLNRO)**

Supporting its vision of environmental sustainability and economic prosperity, the Ministry of Forests, Lands and Natural Resource Operations is the province's land manager, responsible for stewardship of provincial Crown land, cultural, and natural resources. The ministry is responsible for policy development, operational management, and implementation, and oversees 54 statutes and associated regulations.

This ministry oversees forestry activities in the province and houses departments that work with other ministries to permit a variety of resource development and industrial activities, including mining.

## **MINISTRY OF ENERGY AND MINES (MEM)**

The Ministry of Energy and Mines is responsible for British Columbia's electricity, alternative energy, mining, and mineral exploration sectors. These sectors are made up of diverse interests that explore for and produce coal and other valuable minerals and that develop electricity, clean, or renewable energy sources, including biomass, biogas, geothermal, hydro, solar, ocean, wind, and low- carbon transportation fuels. Through teamwork and positive working relationships with its clients and stakeholders, the Ministry of Energy and Mines facilitates thriving, safe, environmentally responsible,

and competitive energy and mining sectors in order to create jobs and economic growth in communities across the province. In fulfilling its mandate, the ministry consults with other ministries and levels of government, energy developers and marketers, mineral exploration and mining companies, First Nations, communities, environmental and industry organizations, and the public.

The ministry is responsible for the following Crown Corporations: British Columbia Hydro and Power Authority (BC Hydro), Columbia Power Corporation and Columbia Basin Trust. This ministry is responsible for overseeing the Mineral Tenure Act, Coal Act, and Mines Act among other regulations. It oversees the approval of mining tenures and permitting in collaboration with MFLNRO. Companies can secure tenures through Mineral Titles Online.

Companies must get a Mines Act permit from a regional MEM office and are responsible for making sure their applications meet the standards of relevant legislation including the Mines Act and Health, Safety and Reclamation Code for Mines in British Columbia.

## **MINISTRY OF JUSTICE**

The mission of the Ministry of Justice is to administer justice, deliver public safety services and programs, lead emergency management and provide legal advice to Government. The Ministry of Justice and the Ministry of Public Safety and Solicitor General comprise the justice and public safety sector within the Government of British Columbia.

Adapted from Ministry of Justice 2017.

## **MINISTRY OF PUBLIC SAFETY AND SOLICITOR GENERAL**

The Ministry of Public Safety & Solicitor General is responsible for delivering public safety services in British Columbia. The Ministry of Justice and the Ministry of Public Safety and Solicitor general comprise the justice and public safety sector within the Government of British Columbia. Policing (RCMP) falls under the Public Safety branch of the Ministry of Public Safety and Solicitor General.

Ministry staff continue to work with the RCMP to monitor violence against Indigenous women and girls, and assess potential impacts to service delivery as a result of resource development activity in order to be ready to address them as needed. Examples of this include the Violence Free BC strategy, released in February 2015; as well as the Missing Women Commission of Inquiry report.

Adapted from Ministry of Justice and Ministry of Public Safety and Solicitor General. 2016.

## **ROYAL CANADIAN MOUNTED POLICE**

The Royal Canadian Mounted Police (RCMP) provides federal, provincial and municipal policing services in Canada, including to rural areas in Northern BC. The RCMP's mandate is to preserve the peace, uphold the law and provide the best possible police service with the ultimate goal of keeping communities safe.

Federally, the RCMP provides policing, law enforcement, investigative and preventative services to the federal government, its departments and agencies and to Canadians.

The RCMP in BC has two main responsibilities: Detachment policing, including uniformed patrols, response-to-call duties, investigative services, community-based policing, traffic enforcement, and administrative support to provincial detachments; and provincial policing infrastructure.

The BC RCMP is currently engaged in a number of initiatives relevant to industrial camps, such as the training of mental health liaison officers, the development of crisis mobile units, and working closely with health authorities in the region to improve prevention and response.

## **OIL AND GAS COMMISSION (OGC)**

The BC Oil and Gas Commission (the Commission) is the provincial independent, single-window regulatory agency with responsibilities for overseeing oil and gas operations in British Columbia, including exploration, development, pipeline transportation, and reclamation.

The Commission's core roles include reviewing and assessing applications for industry activity, consulting with First Nations, ensuring industry complies with provincial legislation and cooperating with partner agencies. The public interest is protected through the objectives of ensuring public safety, protecting the environment, conserving petroleum resources and ensuring equitable participation in production.

Regulatory responsibility of the Commission extends from the exploration and development phases, through to facilities operation and decommissioning. It is charged with balancing a broad range of environmental, economic and social considerations. Regulatory responsibility is delegated to the Commission through the Oil and Gas Activities Act and includes specified enactments under the Forest Act, Heritage Conservation Act, Land Act, Environmental Management Act, and Water Act. The Commission has also negotiated Delegation Agreements with the Agricultural Land Commission and with the Ministry of Forests, Lands and Natural Resource Operations, which enables the Commission to approve some applications without reference to these organizations.

The OGC's inspection team conducts reviews generated by risk modeling, complaints, incidents, and government agency or public requests. Inspections are done to ensure operators are in compliance with all applicable legislation, standards and permit approval conditions.



## **NORTHERN HEALTH**

Northern Health is one of the province's five regional health authorities that are responsible for health service delivery necessary to meet the needs of the population within their respective geographic regions. The Northern Health Region comprises the northern half of BC, including Haida Gwaii. Northern Health is responsible for overseeing and enforcing regulations related to public and environmental health including drinking water safety, food safety, and sewage disposal.

The following regulations and guidelines apply to industrial camps

- BC Reg 427/83 Industrial Camp Regulations;
- BC Reg 411/85 Sewage Disposal Regulations;
- BC Reg 230/92 Drinking Water Regulations;
- BC Reg 210/99 Food Premises Regulation; and
- Northeast Service Delivery Area Guidelines for Industrial Camps.

## **MINISTRY OF ENVIRONMENT**

Ministry of Environment (MOE) is responsible for the effective protection, management and conservation of BC's water, land, air and living resources.

MOE works closely with industry, the OCG and the Provincial Emergency Program to deal with reported spills of hazardous materials and other matters at industrial sites and camps. The ministry may also enter into agreements with other government agencies to conduct compliance and enforcement activities on its behalf (W. Beamish Consulting and Heartwood Solutions Consulting 2013).

The following is a list of the relevant legislation, regulations and guidelines enforced by the Ministry depending on camp size, < 100 persons and/or >100 persons and volumes of effluent or water used in a camp or industrial operation:

- Environmental Management Act;
- Open Burning Smoke Control Regulation;
- Water Act;
- Municipal Sewage Regulation (effluent > 22,700 litres/day and not reused);
- Health Act, Sewerage System Regulation (effluent < 22,700 litres/day; or reused; or discharged to surface water);
- Litter Act;
- Landfill Criteria for Municipal Solid Waste;

- Hazardous Waste Regulation;
- Hazardous Waste Legislation Guide;
- Provincial Fire Services Act;
- Spill Reporting Regulation;
- Remote and Industrial Camps Regulation;
- Oil and Gas Waste Regulation; and
- Waste Discharge Regulation.

## **WORKSAFEBC**

WorkSafeBC is an independent agency governed by a Board of Directors appointed by government. The mandate of WorkSafeBC, in concert with workers and employers, is to:

- Promote the prevention of workplace injury, illness, and disease;
- Rehabilitate those who are injured and provide timely return to work;
- Provide fair compensation to replace workers' loss of wages while recovering from injuries; and
- Ensure sound financial management for a viable workers' compensation system.

## **MINISTRY OF TRANSPORTATION AND INFRASTRUCTURE**

The Ministry of Transportation and Infrastructure is concerned with the use of and access onto provincial highways and roads.

