

Kugluktuk Community Readiness Initiative: Final Report

Emilie Cameron & Chelsea Gabel
July 2015

Kugluktuk, Nunavut



Acknowledgements

The writing of this report would not have been possible without the contributions of many people. **April Pigalak** has been an extraordinary asset to the project. Her commitment and skills have been crucial to the success of this initiative and we could not have completed this project without her.

The Advisory Committee and **Hamlet Council** have worked with exceptional dedication and commitment to accomplish the goals of the Community Readiness Initiative and we are sincerely grateful for their collaboration. We would also like to thank **Don LeBlanc** and **Sean Wallace**. Their insight and direction on this project has been invaluable.

We would like to thank **CanNor** and the range of **community, government, and industry partners** involved in this initiative. The report is stronger because of their dedication, guidance, feedback and thoughtful reflections throughout the CRI process.

We would also like to thank **Jack Hicks** for his time and advice in developing the household survey and his expertise in analyzing its data. Jack has been paramount to the success of this project.

The report would not have been possible without the support of our graduate students **Dana Holtby** (Carleton University), **Brian Budd** (University of Guelph) and **Andrew Williams** (Carleton University). A very special thank you to Dana for her tremendous contribution to the project. She, too, was essential to its success.

We would also like to thank **Dr. Janet Tamalik McGrath** and **Dr. Bernice Downey** for designing and running a workshop that enabled community members to learn about research methods used by universities and consultants and learn how to use those methods themselves. Drs. McGrath and Downey played a pivotal role in building community capacity and training in research methods.

Finally, we are especially thankful to the community of Kugluktuk who participated in this project. You took the time to speak with members of the research team, you completed surveys and participated in interviews and focus groups, and you invited us into your homes and shared personal and often difficult stories and experiences. Without your support and contributions, this report would not have been possible. Quana for your insight, knowledge, generosity, and strength.



Table of Contents

Acknowledgments	2
1. Executive Summary	5
2. Community Readiness Background	8
3. Community Overview	10
4. Community Readiness Committee	11
4.1 Purpose of the Committee	11
4.2 Description and Membership of the Committee	11
4.3 Consulting Researchers	12
4.4 Governance	12
5. Community Readiness Approach	14
5.1 University Approach to Consulting	14
5.2 Partnership and Collaboration	14
5.3 Methodological Approach	15
5.4 Household Survey	17
5.5 Project Phases	18
5.6 Implementation and Legacy	22
6. Kugluktuk Household Survey Results and Socioeconomic Baselines	23
6.1 Kugluktuk Household Survey	23
6.2 Socioeconomic Baseline Data for Kugluktuk	23
Demographics	24
Land and Environment	25
Health & Well-Being	29
Food Security	34
Education & Training	35
Employment and Economic Activity	39
Social Relations (including Crime)	43
Community Services and Infrastructure (including Housing)	44
Cultural and Spiritual Well-Being	45
Self-Determination	46
7. Context and Drivers Impacting Socio-Economic Development	50
7.1 Major resource development projects anticipated in Kitikmeot region	50
7.2 What we know: a review of the literature	54
Historical experiences with mining in Nunavut	54
Contemporary experiences with mining in Nunavut	56
Making decisions about mining in Nunavut	58

Table of Contents

7.3 Knowledge Gaps	63
8. Community Readiness Assessment	65
8.1 An Inuit Approach to Well-Being	65
8.2 What Matters to Kugluktukmiut: Components of Wellness	68
Land and Environment	68
Social Relations	70
Physical and Mental Health and Wellness	73
Education and Training	74
Employment and Economic Activity	75
Community Services and Infrastructure	78
Cultural and Spiritual Well-Being	79
Self-Determination	81
8.3 How Are Specific Groups of Kugluktukmiut Doing?	
Profile of Community Cohorts	83
8.4 SWOT Analysis: Strengths, Weaknesses, Opportunities, and Threats	90
What Works Well in the Community (Strengths)	90
What Does Not Work Well in the Community (Weaknesses)	93
Opportunities Anticipated to Accompany Resource Development	99
Threats Posed by Resource Development	101
9. Community Readiness Map	106
9.1 Vision	106
9.2 Recommendations	106
Land and Environment	110
Health and Mental Health	112
Food Security	119
Education and Training	120
Employment and Economic Activity	122
Community Services, Crime, and Justice	124
Cultural & Spiritual Well-Being	125
Housing and Infrastructure	126
9.3 Priorities and Next Steps	129
10. References	131



Executive Summary

Introduction/Background

The purpose of this report is to provide the results of a Community Readiness Initiative (CRI) examining prospective mining development in the Kitikmeot region of Nunavut and its potential impacts on the community of Kugluktuk. The research for the Kugluktuk CRI was conducted by Drs. Chelsea Gabel (McMaster University) and Emilie Cameron (Carleton University), who were contracted in April 2014 to survey community views on resource development and produce a larger community report under the purview of the Community Readiness Advisory Committee.

Guided by a community-based participatory research (CBPR) paradigm, our approach to the project included the following methods: a) focus groups with a range of stakeholders; b) semi-structured interviews with community leaders, organizations, industry, government, and other stakeholders; c) the design and implementation of a major household survey; and d) local employment and capacity building.

The project was guided by the Community Readiness Advisory Committee and the Community Readiness Coordinator, in consultation with CanNor. Community members were trained in social research methods and they assisted in data collection and analysis. Significant input was provided by Kugluktukmiut at every stage of the process, including thorough review of a draft report and its recommendations in May 2015.

Socioeconomic Baseline Conditions in Kugluktuk

Section 6 provides a comprehensive description of baseline socioeconomic conditions in Kugluktuk, drawing on results of the household survey as well as existing data. This baseline can be used to understand current strengths and weaknesses in the community, to plan for impending change, to monitor various socioeconomic indicators over time, and to target specific programs or initiatives. A full report on the household survey is provided in Appendix A.

Context and Drivers: Anticipated Impacts and Benefits of Resource Development

Section 7 provides a description of anticipated resource development projects in the Kitikmeot region and their expected impacts on the community. It discusses both historical and contemporary experiences with resource development in Nunavut, and outlines some of the primary impacts and benefits anticipated with major resource development in the Kitikmeot region.

Community Readiness Assessment

Section 8 combines the interview and focus group findings, socioeconomic baseline information, and understanding of the impacts and benefits of past, current, and future resource development in the region to paint an overall picture of community readiness for mineral development. This Community Readiness Assessment includes:

1. Discussion of Inuit frameworks of wellness that ground the overall assessment (including the *inuuaqatigiingniq*, *inuuhigattiarniq*, and *niqiqainnarniq* model articulated by Aupilaarjuk) (Section 8.1);
2. Description of the community's overall strengths and weaknesses with respect to various socioeconomic components (such as health and well-being, food security, employment and economic activity, etc.) (Section 8.2);
3. Description, analysis, and recommendations related to specific cohorts within the community (such as men aged 20-29 or women aged 45-59), who are positioned differently with respect to mineral development, and who can be expected to experience different pressures, opportunities, and obstacles (Section 8.3);
4. A detailed SWOT analysis assessing the community's strengths, weaknesses, opportunities, and threats with respect to resource development.

Overall, the community expressed hope that resource development will bring benefits in employment, education, and economic development, and that these benefits, in turn, will assist individuals and the community in reaching broader goals. A number of challenges and obstacles that may impede the community's ability to benefit from resources development were identified, including issues and obstacles pertaining to education, skills training, health and wellness, mental health services, substance use, and crime. Community members noted that not all Kugluktukmiut are positioned equally to take advantage of the opportunities that mineral development might bring, and some are more vulnerable than others to the threats that mineral development may pose. Concerns were expressed about the deleterious effects of resource development, in particular the influence that mining may have in exacerbating domestic and social issues, and the impacts it may have on the land/environment and on culture. These concerns are connected to the community's goals and vision of well-being, centered in large part upon the preservation of land and culture, ensuring positive social relations, and strengthening self-determination at both the individual and community level.

Community Readiness Map

The Community Readiness Map is intended to assist Kugluktukmiut in realizing their overall vision for the community, which is to engage with the mining industry as a strong people, as a community of healthy individuals and families, in ways that support sustainable and satisfying livelihoods, and in ways that ensure the long term well-being of the land and peoples' relationships with the land.

A series of recommendations are outlined in Section 9 that support this vision. Most of these recommendations come directly from the community, and all have been reviewed, revised, and edited by community stakeholders. The recommendations can be viewed as reflecting four overarching priorities:

1. Address the mental health challenges faced by individuals and families;
2. Invest in the well-being of children;
3. Focus on employability in general, as opposed to a singular focus on employment in the mining sector;
4. Ensure access to and well-being of the land and wildlife.

The recommendations are presented by theme and organized by age cohort. They address Land and Environment (5); Health and Mental Health (16); Food Security (3); Education and Training (7); Employment and Economic Activity (8); Community Services, Crime, and Justice (3); Culture and Spiritual Well-Being (4); and Housing and Infrastructure (6) for a total of 52 recommendations. The recommendations focus on actionable steps that can be taken at the community level to address issues facing the community.

Priorities and Next Steps

There is widespread consensus in the community that the first priority action is to address mental health and wellness in the community. Without significant investment and improvement in individual and community mental health status, the community simply cannot take advantage of resource development. Specific steps include advocating for increased mental health services in the community (including significant investment in permanent mental health nurses, outreach workers, and counsellors) as well as increased support for community-based, culturally-relevant mental health programs and initiatives, such as land-based healing initiatives.

The second priority is to ensure implementation of the Community Readiness report and map, promote community buy-in and ownership of recommendations, and maintain momentum and leadership around key recommendations. We propose extending the term of the CRI Coordinator by six months, so that the Coordinator can organize and coordinate a three-day meeting in late summer or early fall 2015 bringing together community organizations, governments, and leaders to discuss the report and prioritize recommendations.

The third priority is to move forward with recommendations that have broad community support and could be implemented relatively quickly. These include a program to facilitate criminal record suspensions and programs to improve financial literacy.



Community Readiness Background

The **rapid growth of mineral exploration and development** activity in Nunavut over the last decade is reshaping the economic and social landscape of the region and, in concert with other drivers of social and environmental change, **transforming the territory**. From a low in the early-2000s (after the closure of Nunavut's two operating mines), the mining industry now constitutes a large proportion of the territorial economy. Between 2009 and 2013, mineral exploration and development expenditures surged from \$187.6 million to \$426.5 million. This period also saw the opening of Agnico-Eagle Ltd.'s Meadowbank gold mine near Baker Lake, which will soon be succeeded by the company's Meliadine gold mine near Rankin Inlet. There are also several major new developments in progress, such as the Mary River mine on north Baffin Island. The Government of Nunavut (GN) predicts that the mining sector alone could create 1500 new jobs for Inuit and eventually account for 12% of the territorial workforce (Nunavut, Department of Economic Development and Transportation 2009).

Although no mines are currently operative within the Kitikmeot region, **many projects are at advanced stages of exploration**, and it is expected that within the next 5-10 years the region could see several mines in operation. For this reason, undertaking a **comprehensive, community-based socioeconomic baseline study and mine-readiness planning process** is particularly timely.

Kugluktukmiut have long been involved in the resource extraction sector. Beginning with involvement in mineral exploration through the 1950s and 60s, through to participation in offshore oil and gas exploration in the 1970s, employment at the Lupin Mine south of the community in the 1980s, and involvement in the development of the Northwest Territories (NWT) diamond mines from the 1990s through to the present, Kugluktukmiut are amply **familiar with the impacts and benefits** of mineral development. Furthermore, the settlement of the Nunavut Land Claim Agreement (NLCA) in 1993 included **delineation of Inuit surface and subsurface rights** within the territory, and established **new institutions** involved in assessing and licensing proposed mines.

Today, Kugluktukmiut work at the diamond mines in the NWT, are **employed** at various mining camps in the region, and also work in the various institutions **governing extraction** in the territory, such as the Nunavut Impact Review Board (NIRB). The Kitikmeot Inuit Association (KIA) governs Inuit surface rights over a range of mineral-rich lands in the region, and Nunavut Tunngavik Incorporated (NTI) governs sub-surface rights and associated royalty payments. Various **Inuit-owned corporations** have arisen in Nunavut in response to the growth of mining and associated contracting and joint venture opportunities.

The Community Readiness Initiative (CRI) was initiated by the Canadian Northern Development Agency (**CanNor**) to assess the socio-economic needs of communities across the North prior to mine development. The initiative aims to “help empower communities to begin to take a more active management role in managing the impacts from resource development” (CanNor 2013). The CRI is managed through the offices of the Northern Projects Management Office (NPMO). The program is in its pilot stage with projects currently under way in seven communities across Nunavut, the Northwest Territories, and the Yukon. Kugluktuk is one of these pilot communities.

The Kugluktuk CRI seeks to better understand **how resource development in the Kitikmeot region may impact** the community of Kugluktuk and to **plan for potential positive and negative impacts**. Drs. Chelsea Gabel (McMaster University) and Emilie Cameron (Carleton University) were contracted in April 2014 to survey community views on resource development and produce a larger community report. Dr. Gabel has extensive experience in qualitative research with Indigenous communities, community visioning and well-being, and community-based participatory research. Dr. Cameron has been doing research in Kugluktuk since 2005, with emphasis on how Qablunaat (non-Inuit) relate to the North and Inuit, colonial relations, and how mineral development is changing the region.





Community Overview

Kugluktuk is located at the confluence of the **Coppermine River** and the Arctic Ocean (Coronation Gulf). It is the **westernmost community in Nunavut**, close to the border of the Northwest Territories, and accessed primarily by air. Formerly known as Coppermine, Kugluktuk has a population of approximately **1,500 people**, of which approximately **90% are Inuit**.

Kugluktukmiut (“people of Kugluktuk” in Inuinnaqtun) are primarily Inuit, including Inuit with ancestry from across the circumpolar Arctic but primarily **Inuinait**. Inuinait have lived in the region for centuries, and settled in the communities of Kugluktuk, Cambridge Bay, Gjoa Haven, Bathurst Inlet, and Holman (Ulukhaktok, NWT) through the latter half of the twentieth century.

Kugluktuk has a medical facility/clinic, a community recreation complex, elementary and secondary schools, a campus of Nunavut Arctic College, several churches, offices of the municipal and territorial government, and a handful of community organizations. Food and other supplies arrive regularly by plane and several times during the summer months by ocean freighter. Food is sold at both the Coop and the Northern Store. The enormous cost of market foods is somewhat offset by wildlife harvesting, a highly important cultural and economic practice in the community.





Community Readiness Committee

4.1 Purpose of the Committee

The CRI process is guided by a **Community Readiness Advisory Committee**. Working with the Community Readiness Coordinator, **April Pigalak**, the purpose of the Advisory Committee is to provide direction and oversight for the CRI process, and to play a hands-on role in determining the project questions and research design, along with methodology, knowledge exchange and communication.

The Advisory Committee has been instrumental in providing detailed **feedback** concerning the development of specific research instruments and measures (e.g., the major household survey design), research **ethics**, and **budget** management. They have also provided **strategic advice** and have offered **input and suggestions** regarding the broader goals of the project. Throughout the CRI process, they have **received and reviewed regular project updates** and have addressed potential conflicts when they arose.

4.2 Description and Membership of the Committee

The Kugluktuk CRI Advisory Committee is comprised of:

Miranda Atatahak, Chair

Community Career Development Officer, Department of Family Services

Miranda is an active community member, an active volunteer for various community boards and committees, including: Nattiq Frolics Committee and the District Education Authority.

Donald Havioyak, Ex-Officio

Community Relations Officer, Minerals & Metals Group

Donald is a former politician and former president of the Kitikmeot Inuit Association and was a member of the Nunavut Legislature.

Colin Adjun, Hamlet Council & Elder advisor member

Colin Adjun is a member of the Kugluktuk Hamlet Council. He is a local harvester and hunting guide passing on his hunting traditions, and is widely known as “The Fiddler of the Arctic”.

Elizabeth MacDonald, *Community Member*

Caseworker, Ilavut Correctional Centre

A former business owner, Elizabeth is an active grandmother, outdoors woman and former dog-team owner.

Allen Jr. Kudlak, *Youth Member*

Allen Jr. is an active youth member of the community and recent high school graduate. Allen Jr. has been employed and receiving training from the mining industry, and is an active hunter and member of the Search & Rescue Team and Rangers.

Dustin Fredlund, *Ex-Officio*

Regional Director, Economic Development & Transportation

Dustin, originally from Rankin Inlet, is a former wildlife officer. He is currently Regional Director of ED&T and also the chairperson for the Socio Economic Monitoring Committee.

4.3 Consulting Researchers

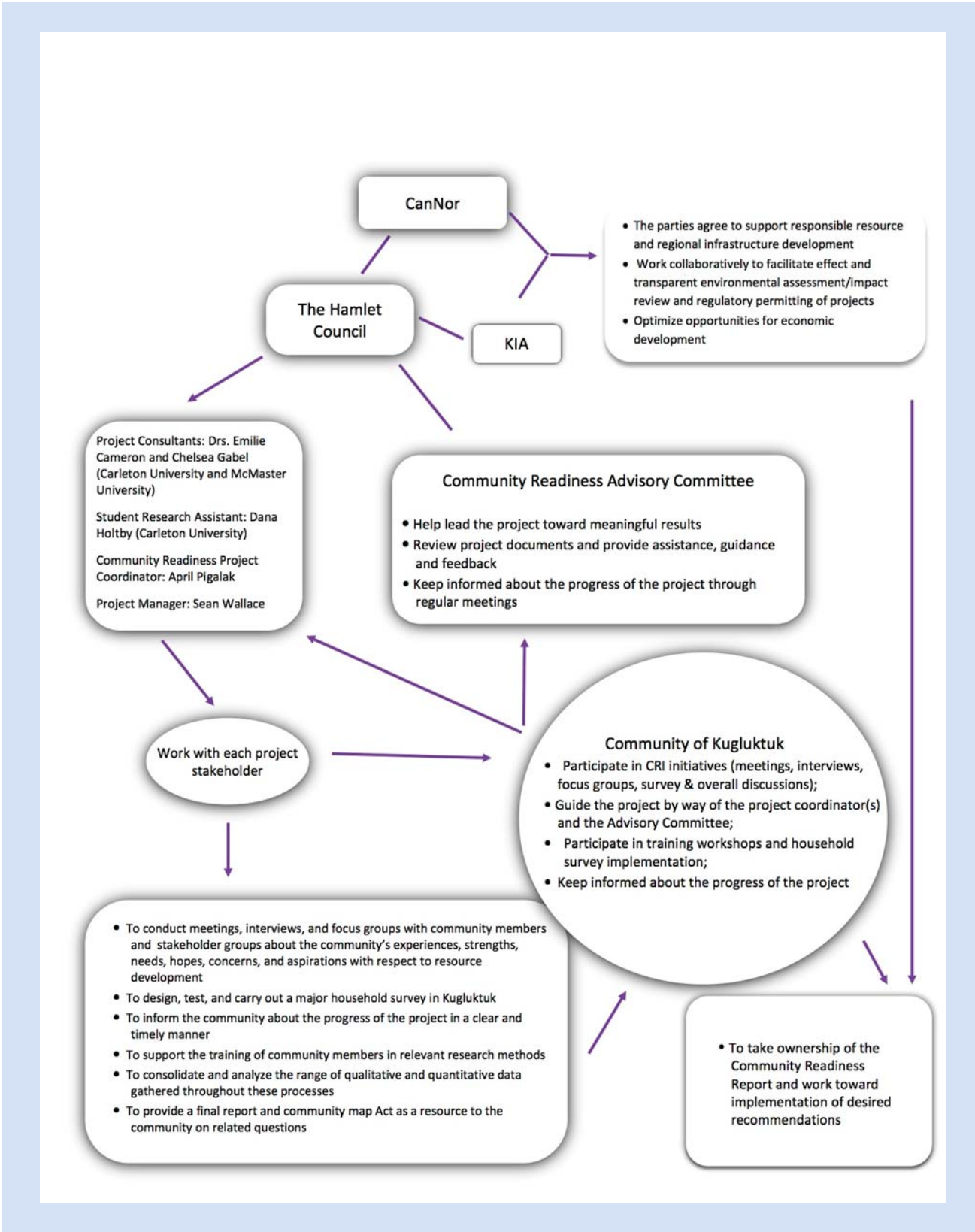
The CRI Advisory Committee hired a team of consulting researchers to facilitate the CRI process in Kugluktuk, **Dr. Chelsea Gabel** (McMaster University) and **Dr. Emilie Cameron** (Carleton University). Drs. Gabel and Cameron worked with the Advisory Committee, the Project Coordinator (April Pigalak), and a team of university-based researchers to design and undertake the research that underpins this report.

4.4 Governance

There are two **key documents** that govern the management of the project. The first document is a signed agreement between the Hamlet Council and the consultants. The agreement outlines the roles and responsibilities of the consultant in researching the potential involvement and willingness of the community to participate in resource development occurring near Kugluktuk. It also outlines the financial obligations of the Hamlet Council to the consultants. The second document is a research agreement between the Advisory Committee and the consultants. The detailed research agreement was put in place to clarify and confirm mutual expectations between the community and the consultants.

Independent of the **governance structure**, the project consultants, project manager and project coordinator have had regular meetings and conference calls to ensure all parts of project are moving along. Meetings were held on a monthly basis, although frequency increased during periods of peak workflow. Additionally, graduate research assistants were closely integrated into the intellectual work of the project.

The **governance structure, relationships, and commitments** shaping the CRI process can be conceptualized according to the following **flow chart**:





Community Readiness Approach

5.1 University Approach to Consulting

Consulting is one way that researchers can make their knowledge and expertise available to government, public sector organizations, community groups and industry. The study team assembled for this project includes recognized **experts in community-based, participatory research**, research in **Indigenous communities, survey** design and implementation, **statistical** analysis, and **northern resource development**, as well as researchers with direct experience conducting **research in Kugluktuk and across Nunavut**. Furthermore, the study team brings together researchers across **two universities**, who have access to a network of colleagues with direct experience conducting baseline socioeconomic and community mapping work in northern and Indigenous communities, as well as with experts in mineral development, labour policy, northern policy, and community-based, participatory research. Both McMaster and Carleton University have strong traditions of interdisciplinary collaboration and policy-relevant research, which have contributed to their international reputations for research excellence and leadership.

5.2 Partnership and Collaboration

A number of **stakeholders** across diverse sectors in the north share a deep interest in issues of mining and major mineral development, including a range of **government** and **non-governmental organizations, industry, community groups**, and other stakeholders. This makes a **partnership approach** the right one for this initiative. A collaborative strategy has ensured that the project goals reflect a wide range of perspectives, across diverse sectors.

A partnership approach ensures that project outcomes will be **accessible** to all audiences, and promises intellectual, cultural, social and economic **benefits** to a wide range of stakeholders. These benefits transcend what could be delivered by any one individual consultant or partner.

Overall the CRI brings together the community of Kugluktuk, non-governmental organizations, land claims organizations, various levels of government, industry, and academic partners. All partners have provided input into the CRI and have worked together to refine the project questions, methodologies, knowledge outcomes, dissemination and communication strategies.

Academic supports have played a key role in the project. Carleton University and McMaster University have provided financial and in-kind contributions supporting the CRI, specifically with regards to survey design and analysis, researcher time, plus facilities for meetings and daily work on the project.



5.3 Methodological Approach

The Kugluktuk CRI employs a **community-based participatory research** (CBPR) paradigm, and utilizes a **mixed methods** approach, drawing upon both quantitative and qualitative methods. The CBPR approach is appropriate for this project given the need to **learn from community members** about the strengths and weaknesses of their community, and the challenges and opportunities they feel will accompany major resource development. CBPR creates bridges between researchers and communities, through the use of shared knowledge and experiences. It further lends itself to the development of **culturally appropriate** measurement instruments. CBPR also engages communities in **generating knowledge about themselves**, rather than being simply the objects of study. In this project, for example, community members were **trained in various research methods** and were directly involved in designing and **carrying out focus groups** and in **conducting the household survey**.

Finally, CBPR **promotes community ownership** of both process and outcome, enhancing the quantity and the quality of data collected but also the overall sense of community control and ownership over the process. This results in a **deeper understanding** of a community's unique circumstances and challenges, a more **accurate** framework for adapting 'best practices' to the community's needs, and a greater likelihood that findings and recommendations will be **implemented**. All **data and research instruments** generated in this process will be **passed on to the community** for their own use, including follow up studies.

Our approach to the project included the following methods: a) **focus groups** with a range of stakeholders (youth, elders, women, men, mine workers, industry representatives, etc.); b) **semi-structured interviews** with community leaders, organizations, industry, government, and other stakeholders (with expertise in health, education, housing, criminal justice, wildlife, economic development, culture, and other key issues); c) the design and implementation of a **major household survey** modelled on the Nunavut Bureau of Statistics' 2001 Nunavut Household Survey and a recent socioeconomic baseline research undertaken in Igloolik, NU; and d) local **employment and capacity building** (training of community-based surveyors, training in research methods, training in SWOT and PEST methods).

These methods resulted in a rich repository of qualitative and quantitative data. The **focus group and interview transcripts** were **analyzed using Nvivo 10** qualitative data analysis software. Nvivo is a useful tool in assisting researchers to identify and code themes from large data sets. The in-depth nature of the interviews and the wide-range of topics discussed made Nvivo especially useful for the CRI project. In analyzing the data, a grounded approach was taken in which the themes and coding categories were



developed primarily from the content of each focus group and interview. This inductive method to developing the thematic analysis gives prominence to the voices of the interviewees, allowing for the self-described needs and interests of the community to be accurately reflected in the coding results.

The household **survey** was analyzed using **SPSS statistical software**. A full description of methods used in analyzing the survey data can be found in Appendix A.



Preliminary findings were shared with Project Coordinator, April Pigalak, over a **three-day meeting in Ottawa** in January 2015. Together, the consultants and April Pigalak further analyzed the main project findings, and a draft report was prepared. The **draft report** was presented to the community over a series of meetings in May 2015. Presentations were made to the CRI Advisory Committee, the Hamlet Council, to the community-at-large through a community feast, and to an assembled group of stakeholders from across various government, non-governmental, and industry spheres. Based on feedback from these sessions, a **final report and community map** was prepared and submitted in July 2015.

5.4 Household Survey



As part of the CRI process, a major household survey was undertaken, aimed at gathering comprehensive **baseline socioeconomic data**, gauging community **perceptions, concerns, and priorities** with respect to mineral development, and gathering community-level data about the **education, skills and employment status** of community members.

The survey was carried out in August 2014. Results from the Kugluktuk Household Survey (KHS), an explanation of the survey methodology and a copy of the questions asked in the KHS are available as a **separate report** (Appendix A). The survey findings significantly informed the CRI process and report, and are **presented throughout this report**.

The advantages of conducting a survey specifically designed for the CRI is that: a) we were able **sample** at a high-enough rate to allow **disaggregation of the results by Inuit and non-Inuit** residents of the community; and b) we asked questions of particular **relevance and importance** to the community in addition to the questions usually asked in household surveys.



Furthermore, because the KHS was an **omnibus survey** – a survey which contains questions about a range of topics – we can better understand the relation between different aspects of the lives of Kugluktukmiut. For example:

- The KHS allowed us to estimate that the community has an *Inuit* ‘mine-ready workforce’ (defined as persons between the ages of 18 and 64 who have graduated from high school and/or attended college) of 508 persons, of whom 57% were employed at the time of the survey and 43% were not.
- The KHS allowed us to note that persons who had worked for wages in the year prior to the survey were *more likely* to self-report their harvesting activity as ‘Active’ (as opposed to ‘Occasional’ or ‘rarely/Never/Don’t Know’) than those who had not worked for wages in the year prior to the survey.

The results of the KHS have contributed greatly to the process of developing this report.

5.5 Project Phases

The research and report-writing phases of the CRI unfolded over approximately fifteen months, culminating in submission of the final CRI report. It involved the following project phases:

1. Preliminary Meetings, Relationship-Building, and Preliminary Data Collection (April/May 2014).

Our first step was to undertake an **initial fact-finding meeting** to Kugluktuk where we introduced ourselves and the CRI at a community feast.

Following the feast, we held a number of discussions with a range of representatives and key stakeholders about their interests and the overall scope of the project. We also conducted a **preliminary mapping** of community assets and concerns at the community level, household level, and individual level by way of **focus groups** with women, men, elders, youth, mine workers, hunters and others as identified by the advisory committee. Additionally, we conducted **semi-structured interviews** with a number of community members including medical staff, RCMP, teachers, housing, economic development officers, and others.

Next, we met with representatives from **CanNor** and a number of **industry** representatives in Yellowknife. These initial meetings helped to build awareness and momentum about the process, guide survey design, and provide a reference point for analyzing the data. These conversations formed the foundation of all subsequent steps.



2. Development and Implementation of Household Survey (June-August 2014)

The community was instrumental in shaping survey design and in implementing the survey itself.

The overall focus of the **household survey** was agreed upon through meetings with the CRI Project Coordinator and the Advisory Committee in June 2014. Final approval of the survey design was granted by the Advisory Committee in July 2014.

April Pigalak tested the survey in early August 2014 and four community-based surveyors were hired. Chelsea Gabel and Bernice Downey trained the surveyors on August 15th 2014 and surveying began the next day. Surveying continued every day of the week until August 27th 2014. Everyone involved worked very hard to maximize the response rate, and as a result **416 surveys were completed**, representing over 40% of the adult population.

A **BBQ** was held to thank the community for participating in the survey and it was successful with over 220 people attending. Those that completed the survey were eligible to be entered into a draw. Names of the winners of the prizes were announced at the BBQ.

Graduate students at Carleton University **inputted all survey data** into the Statistical Package for the Social Sciences (SPSS) in September and October of 2014. In January and February 2015 preliminary **statistical analysis** was undertaken by Jack Hicks, former GN Director of Evaluation and Statistics. Preliminary survey results were shared with the CRI Project Coordinator and further statistical queries were identified. A final statistical report on the survey findings was submitted in May 2015. Results of the household survey directly informed the community readiness process in Kugluktuk. We have prepared a separate, **stand-alone survey report** (Appendix A) for the community so that it can be put to use in other settings, including as a submission in various environmental assessment and other decision-making processes.



3. Capacity Building and Training in Research Methods (August 2014 – February 2015)

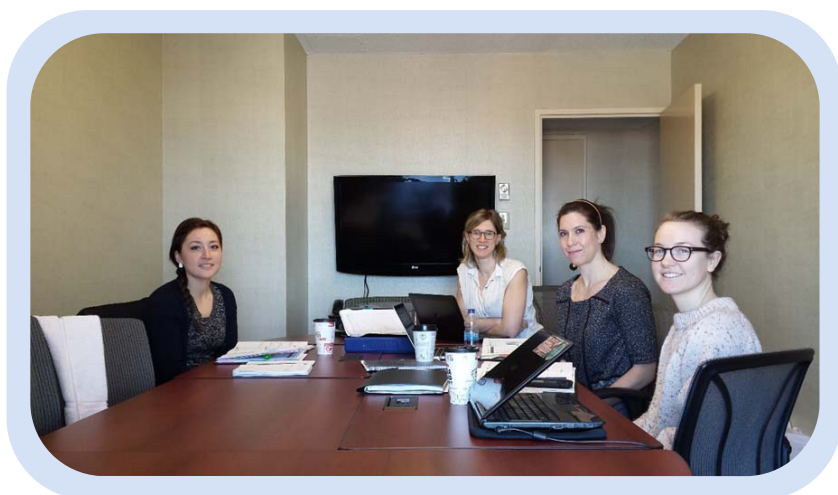
On August 13th and 14th 2014, Dr. Bernice Downey (McMaster University) and Dr. Janet Tamalik McGrath ran a **workshop** that enabled community members to learn about **social research methods** used by universities and consultants and learn how to use those methods themselves. Participants worked together to **redesign the SWOT and PEST methods for use in Kugluktuk**, and practiced applying them. April Pigalak attended the training and we supported her as she undertook SWOT focus groups on her own in the Fall of 2014 and Winter of 2015 with various community groups. April provided reports and transcripts from the workshops which informed the overall report findings. As academic consultants, we felt that training and capacity building were an essential component of our approach to the project.

Four community members were recruited and trained in community survey techniques in August 2014. They were instrumental in conducting the household survey.



4. Knowledge Dissemination, Mobilization, and Reporting (May 2014 – July 2015)

A **Facebook** page for the Community Readiness Initiative was designed and launched by April Pigalak in May 2014 and has been an important venue for sharing information about the project, recruiting participants, and maintaining community interest and momentum.



In January 2015 we hosted a **three-day meeting** in Ottawa where **preliminary findings** were shared and discussed with April Pigalak, Project Coordinator. These meetings helped refine priorities for the report, sharpened analysis of key findings, and ensured that the CRI process was in keeping with community priorities and interests.

A **draft report** was prepared in May 2014 combining comprehensive discussion of findings, with links to preliminary community mapping findings. Additional focus groups, interviews, and meetings were held in the community in late May 2015 to discuss the draft report, refine key findings, and provide input for finalizing the community map. The **final report** compiled and synthesized this feedback and was submitted in July 2015.

A meeting of stakeholders with interests in the CRI process was held in Kugluktuk on May 27, 2015 to present the draft report, validate key findings, and gather input before finalizing the community map.

To protect the privacy of the people who answered the questionnaires, the original survey information will be stored securely at Carleton University. It will be released only to researchers identified by the Hamlet for the purpose of conducting a follow up study. As per our research agreement, the Carleton University and McMaster University researchers will also publish academic articles based upon what we have learned in Kugluktuk, after our work for the Hamlet is completed. These articles will also be presented to the Hamlet Council and others who are interested.



5.6 Implementation and Legacy

Kugluktukmiut emphasized throughout the CRI process that **implementation** of the project findings was of primary importance. Concern that the CRI report would simply “sit on a shelf” was expressed by many community members.

Implementation and long-term change requires **community ownership and involvement** in every stage of the project, including implementation. We therefore recommend that funding for a **community-based project coordinator** extend over the next **6 months**. The task of the project coordinator would be to: a) **coordinate a three-day meeting** in Kugluktuk bringing together stakeholders from across the community to discuss the final report, prioritize recommendations, and take ownership of specific initiatives (August/September 2015); b) **move forward with priority recommendations**, in coordination with relevant partners; and c) help **secure funding and other resources** to support longer-term objectives and priorities identified through the CRI process. See section 9.3 for further discussion of implementation priorities and next steps.

Ensuring long-term access and control over project data is also a key objective of community-based participatory research. As such, we have provided the Hamlet with an **electronic database** of key project files, including research instruments and results. An anonymized copy of the survey database was also provided to allow the Hamlet or other parties to query the results in the future.





Kugluktuk Household Survey Results and Socioeconomic Baselines

6.1 Kugluktuk Household Survey

The Kugluktuk Household Survey (KHS) was designed by Emilie Cameron and Chelsea Gabel, in collaboration with the Advisory Committee and April Pigalak, and in consultation with Jack Hicks and Associates. The design of the survey was based in part on the Nunavut Bureau of Statistics' 2001 Nunavut Household Survey and the 2009 Igloolik Household Survey. Final decisions about survey content were made by the KCRI Advisory Committee. All of these surveys were 'omnibus' surveys, meaning that questions on wide range of topics are asked in the survey. This allows us to interpret the results from one topic through the lens of another: for example, self-reported health status by labour force status – or the other way around. The survey instrument is attached as an appendix to this document.

Data collection took place during the month of August 2014. Community-based surveyors were recruited and trained in survey administration. These surveyors assisted the project team in administering the survey. Each survey took 20-30 minutes to administer, and participants were offered a ticket to a prize draw in exchange for their participation. The KCRI team wishes to thank Kugluktukmiut for their participation in the survey.

Jack Hicks & Associates was contracted to analyze the survey data and prepare a summary report, which is attached as an appendix to this document.

The results of the 2014 KHS painted a detailed picture of living conditions in Kugluktuk, and provide a strong basis for various recommendations in the KCRI report and community map.

6.2 Socioeconomic Baseline Data for Kugluktuk

The socioeconomic baseline information presented below draws on: a) the extensive data gathered through the 2014 Kugluktuk Household Survey (KHS), undertaken as part of the Kugluktuk CRI process; b) existing data available through Statistics Canada and the Nunavut Bureau of Statistics; and c) other available data sources. See also section 8.2, which presents strengths, weaknesses, and priorities with respect to each of the socioeconomic components outlined in this section.

Statistics Canada has a useful summary of data on Kugluktuk from the 2011 Census of Population (the ‘short-form’ Census) and from the 2011 National Household Survey, available at the StatsCan website¹. The strength of these data is that they were measured in Kugluktuk in the same manner as they were measured in every other community in the country, and the results can therefore be easily compared with national or territorial results, or the results from other Nunavut communities. Census and National Household Survey data are available available through the Nunavut Bureau of Statistics.

Demographics

The 2011 Census count for Kugluktuk was 1,450, an increase of 148 persons since 2006.

The GN’s population projection model gives a figure of 1,490 for 2015. The model estimates that the community will grow by 122 people in the next decade – reaching 1,612 by 2025. The GN’s population projection model was constructed in 2010, and some of the data it employed will have changed since then. In addition to ‘natural’ population change (i.e. births minus deaths), economic change – be it growth or stagnation – may significantly impact on in-migration to the community or out-migration from the community over time. Net migration is modeled at the territorial level, not the community level (Nunavut Bureau of Statistics).

The data from the 2011 Census reveals that Kugluktuk’s ethnic mix (91.3% Inuit), sex ratio and age structure are similar to those of other Hamlets (Iqaluit not included) in Nunavut.

The responses to questions 5.71, 5.7b, 5.81 and 5.8b of the Kugluktuk Household Survey suggest that many Kugluktukmiut would be willing to move to another community in Nunavut or the Northwest territories, or even to southern Canada, for a job (or a better job) or an educational opportunity.

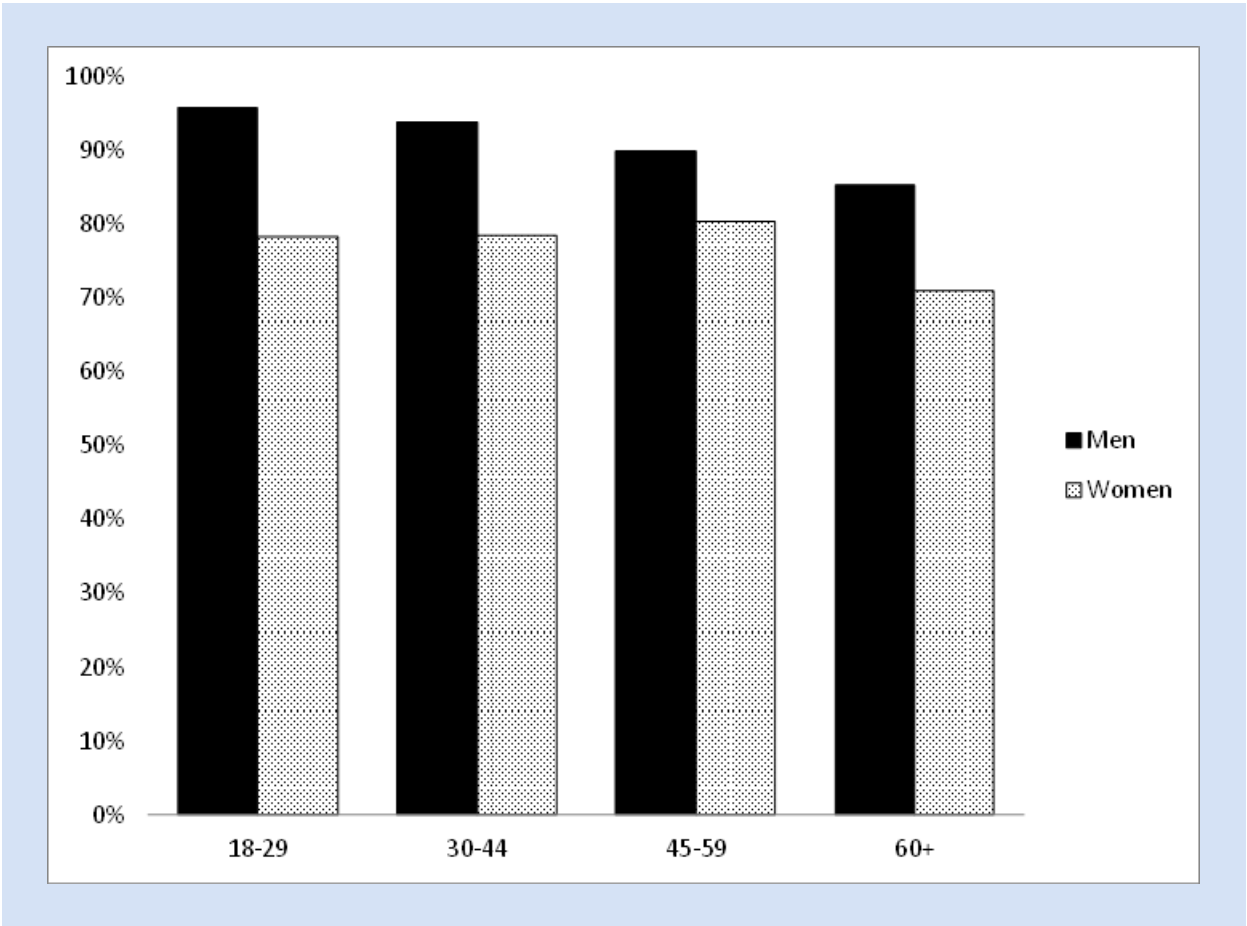
¹The short-form Census data includes Population and dwelling counts; Age characteristics; Marital status; Family characteristics; Household and dwelling characteristics; Detailed mother tongue; Knowledge of official languages; First official language spoken; Detailed language spoken most often at home; Detailed other language spoken regularly at home. See at <http://www12.statcan.gc.ca/census-recensement/2011/dp-pd/prof/details/page.cfm?Lang=E&Geo1=CSD&Code1=6208059&Geo2=PR&Code2=62&Data=Count&SearchText=Kugluktuk&SearchType=Begins&SearchPR=01&B1=All&Custom=>. The National Household Survey data includes Citizenship; Immigrant status and period of immigration; Age at immigration; Immigrant status and selected places of birth; Recent immigrants by selected place of birth; Generation status; Visible minority population; Ethnic origin population; Religion; Aboriginal population; Non-official languages spoken; Mobility; Education; Language used most often at work; Labour force status; Class of worker; Occupation; Industry; Work activity; Full-time or part-time weeks worked; Place of work status; Mode of transportation; Median commuting duration; Time leaving for work; Occupied private dwelling characteristics; Household characteristics; Shelter costs; Income of individuals in 2010; Income of households in 2010. See <http://www12.statcan.gc.ca/nhs-enm/2011/dp-pd/prof/details/page.cfm?Lang=E&Geo1=CSD&Code1=6208059&Data=Count&SearchText=Kugluktuk&SearchType=Begins&SearchPR=01&A1=All&B1=All&TABID=1>

The responses to question 5.9 – “Where would you like to be living five years from now: Kugluktuk, or somewhere else?” – was also very interesting. Overall, 58% of adult Inuit in Kugluktuk would like to be living in the community five years from now. 30.7% would like to be living somewhere else, and 11.3% don’t know. The responses don’t vary much by sex, but they do by age group. 89.5% of Inuit women 60 years or older would like to be living in Kugluktuk five years from now, but only 42.9% of Inuit women 18 to 29 years old would still like to be living in the community then.

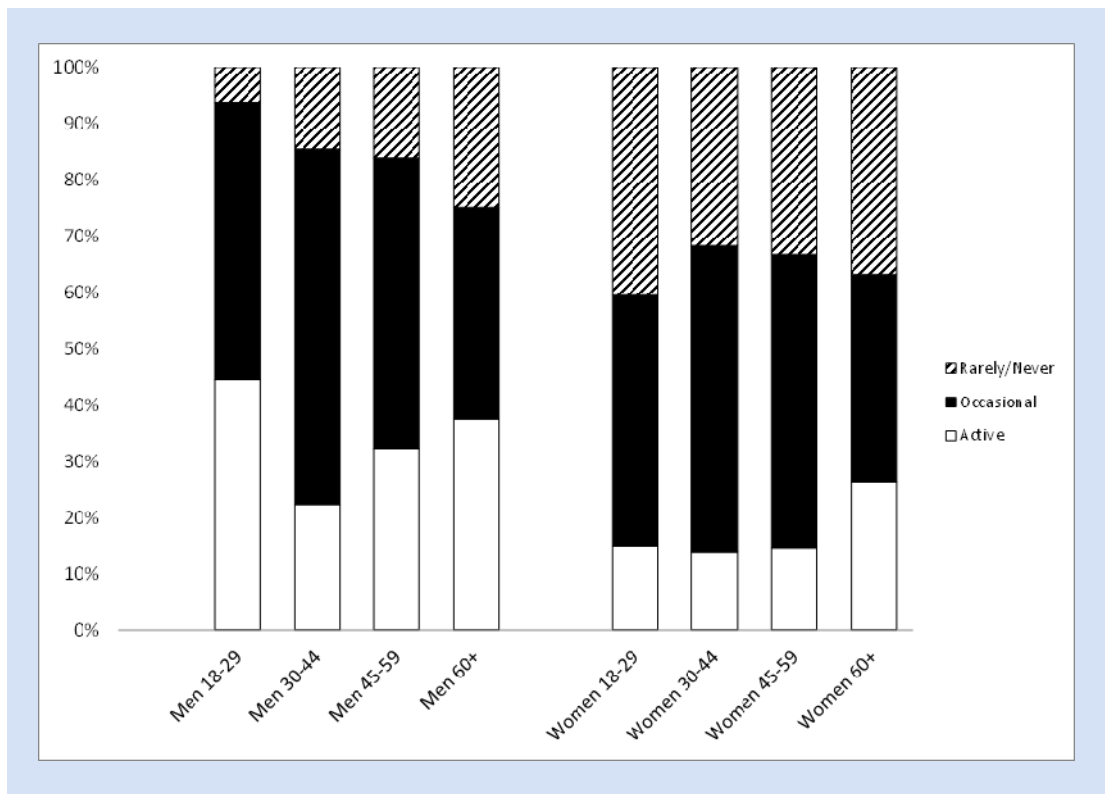
Land and Environment

More than 85% of adult Inuit spent time hunting, fishing or gathering in the previous year. (KHS Q 4.1) Note that overall, men aged 30-44 are much less likely to self-report as ‘active’ harvesters than men aged 18-29. Women are less likely to do so than men are. (KHS Q 4.3)

Graph 1: Spent time hunting, fishing or gathering in the previous year, Inuit by sex

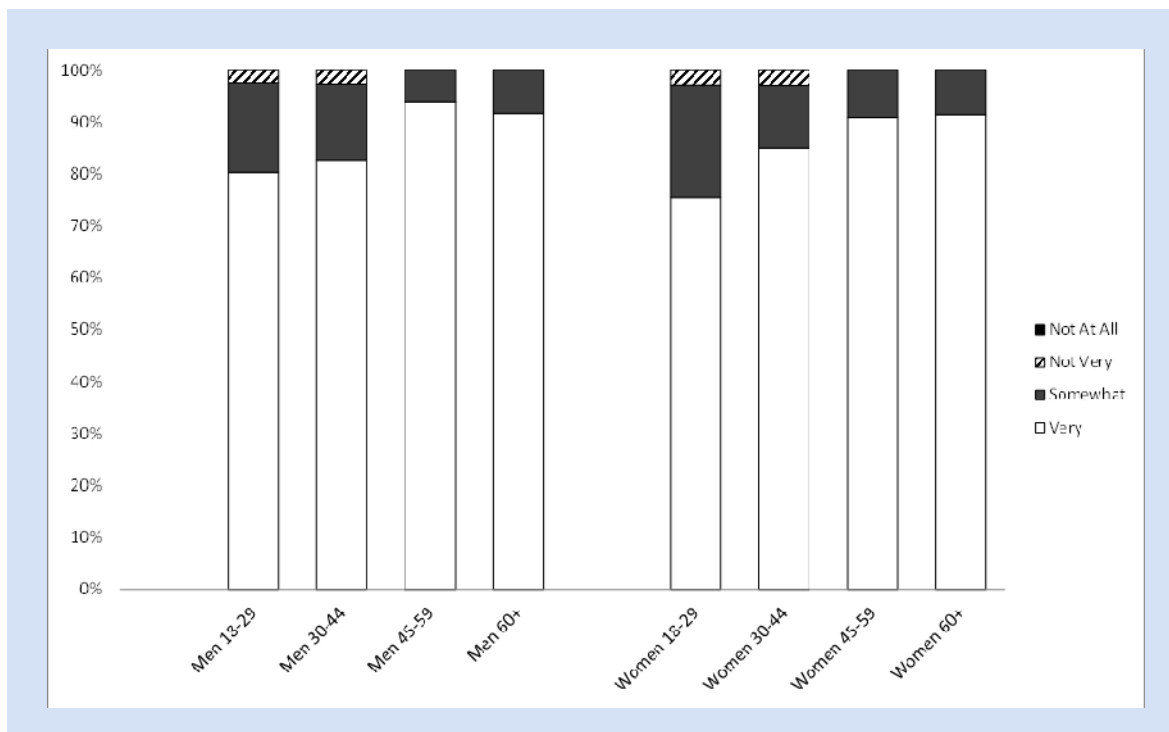


Graph 2: Self-reported involvement in harvesting activities, Inuit by sex and age group

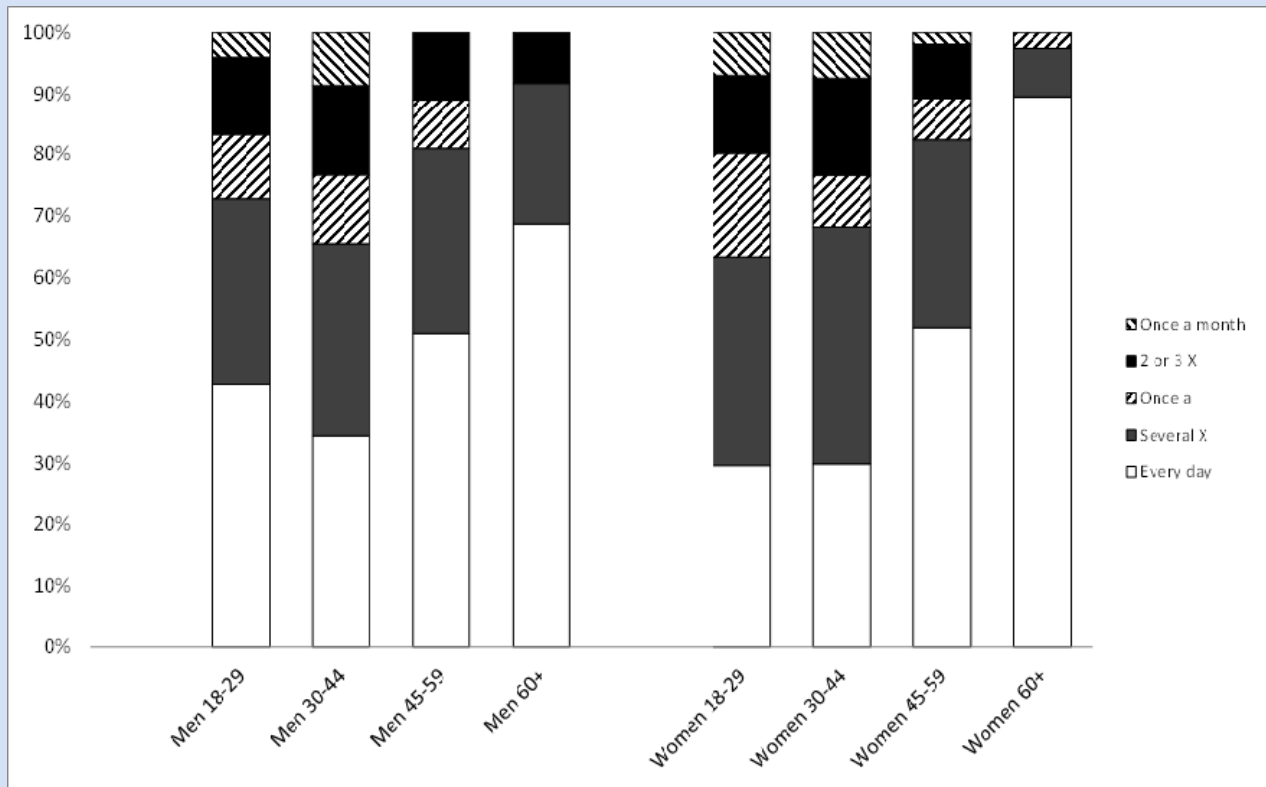


Country food is a very important part of the diet of Inuit in Kugluktuk. (KHS Q 4.4) Three-quarters of Kugluktukmiut eat country food either every day or several times per week. (KHS Q 4.5)

Graph 3: “How important a part of your diet is country food?”, Inuit by sex and age group

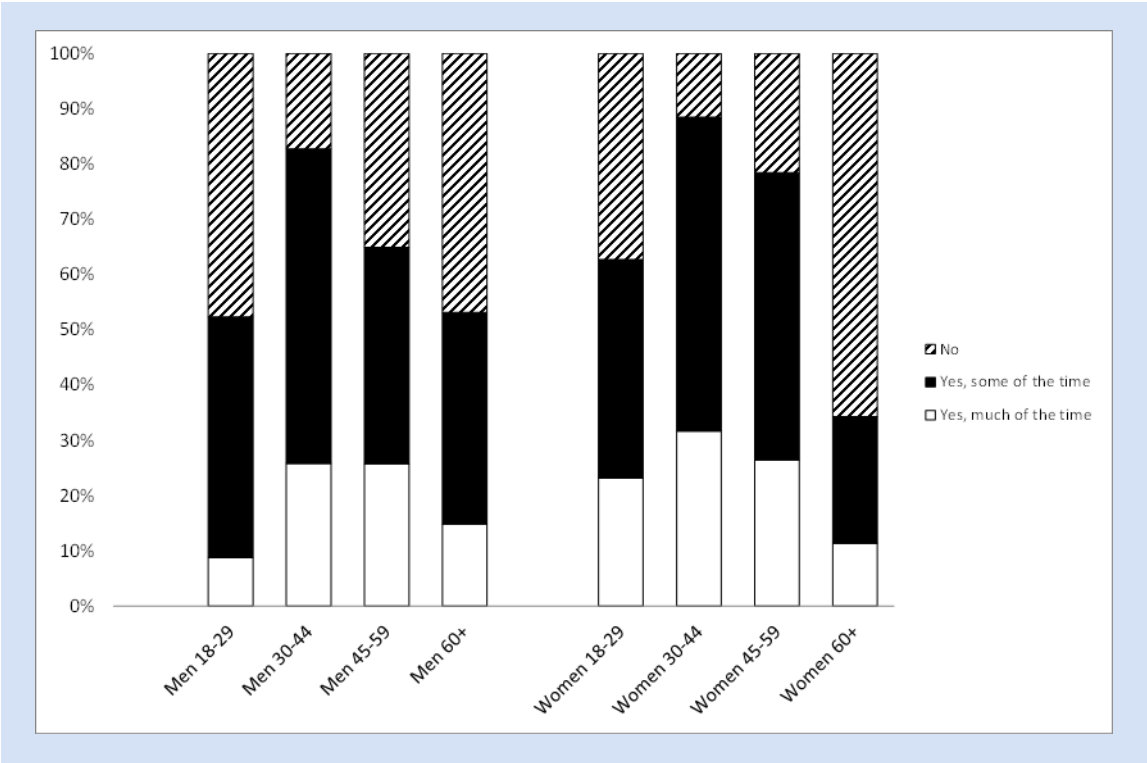


Graph 4: “On average through the year, how often do you eat country food?”, Inuit by sex and age group

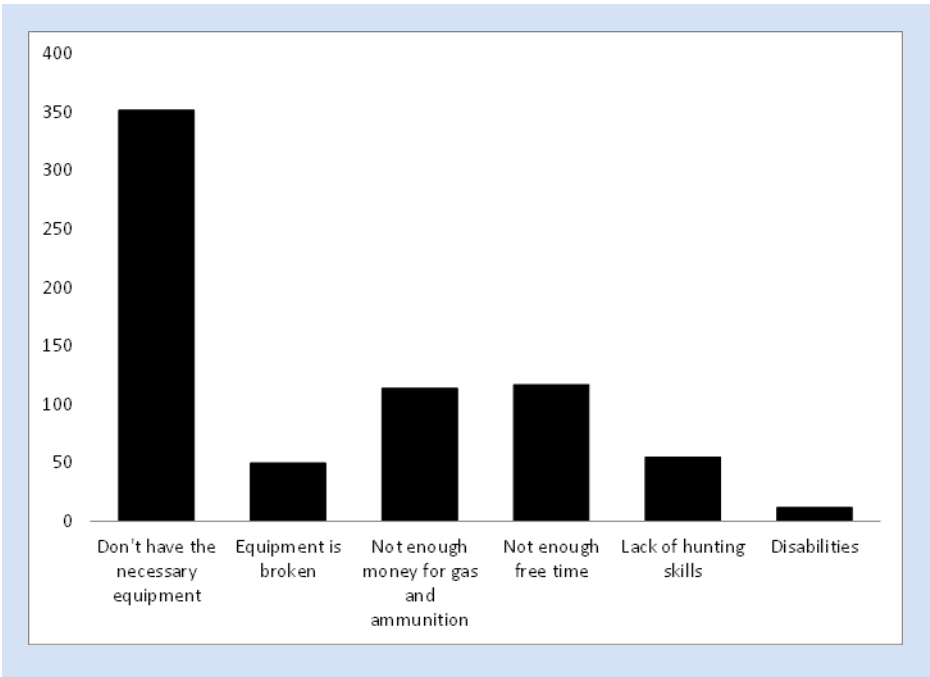


Many Kugluktukmiut have difficulty obtaining as much country food as they would like. (KHS Q. 4.6) The primary reasons for this are ‘Don’t have the necessary equipment’, ‘Equipment is broken’ or ‘Not enough money for gas and ammunition’ rather than ‘Not enough free time’, ‘Lack of hunting skills’ or ‘Disabilities’. (KHS Q 4.7)

Graph 5: “Do you have difficulty obtaining as much country food as you'd like?”, Inuit by sex and age group



Graph 6: “Why is it difficult for you to get as much country food as you'd like?,” Inuit

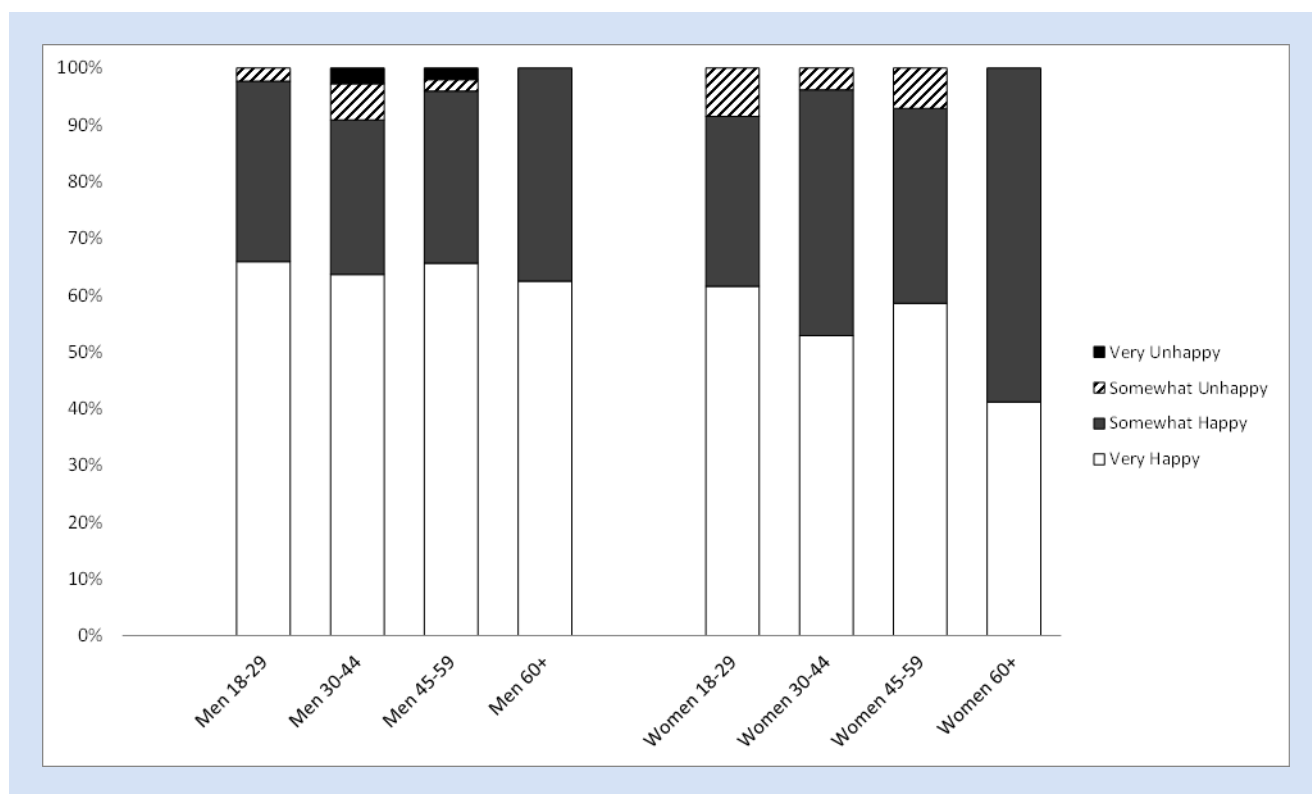




Health & Well-Being

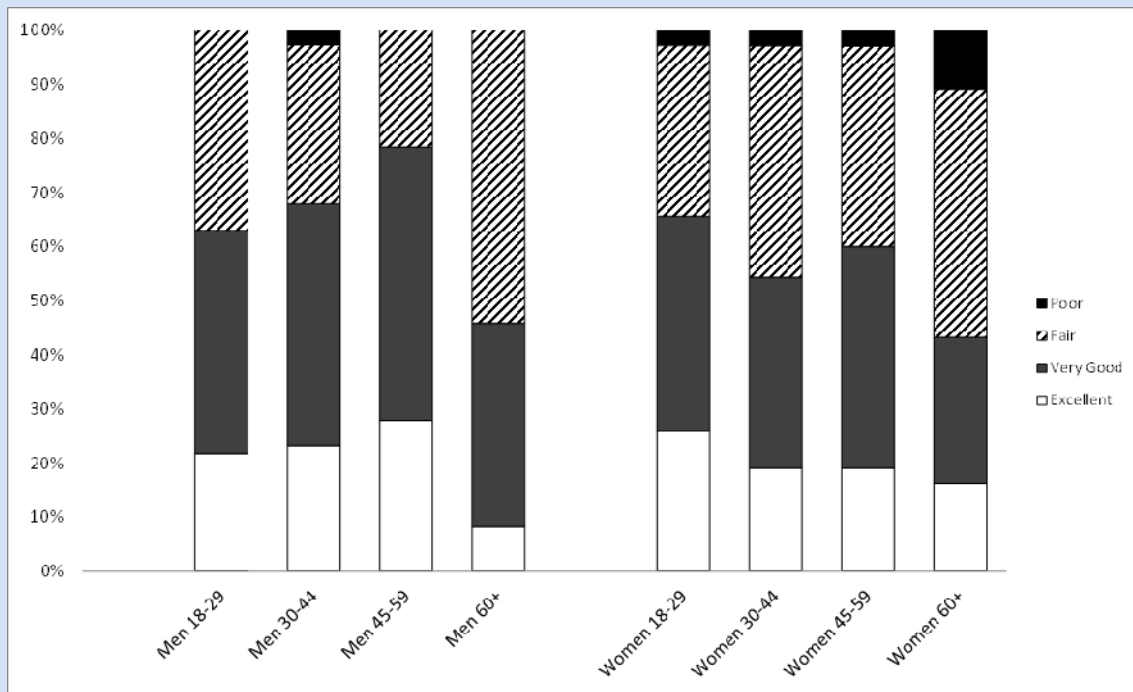
Almost all adult Inuit in Kugluktuk describe themselves as being ‘Very happy’ or ‘Somewhat happy’ with their lives. A small percentage of men between the ages of 30 and 59 describe themselves as being ‘Very unhappy.’ (KHS Q 6.1)

Graph 7: “Generally speaking, how happy are you with your life?”, Inuit by sex and age group

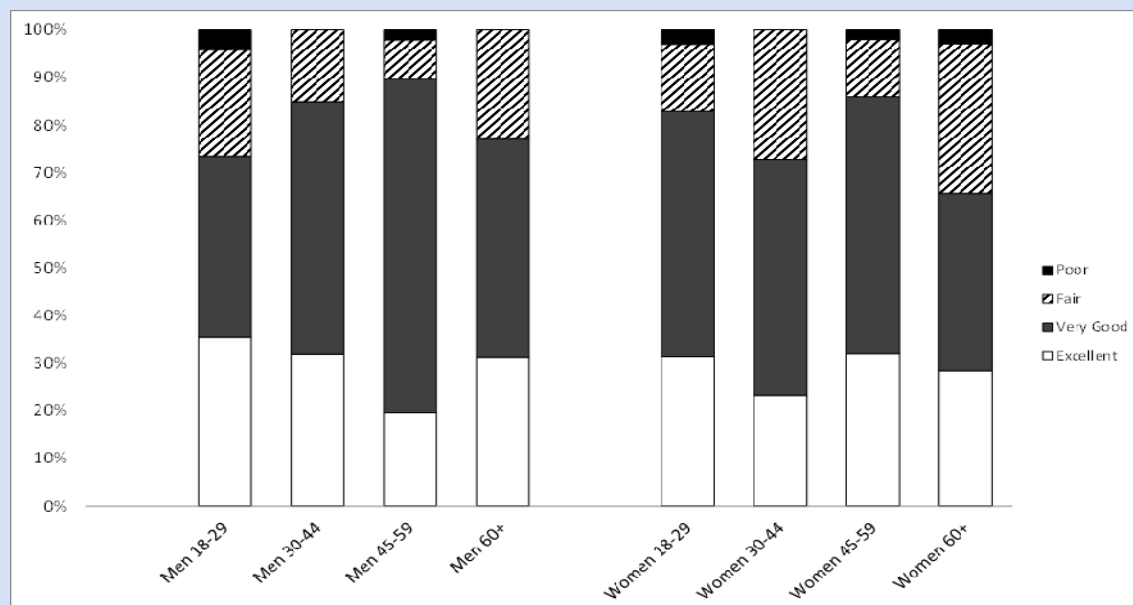


There are significant differences in self-reported physical and mental health by age groups and sex. (KHS Q 6.2 and 6.3)

Graph 8: Self-reported physical health status, Inuit by sex and age group

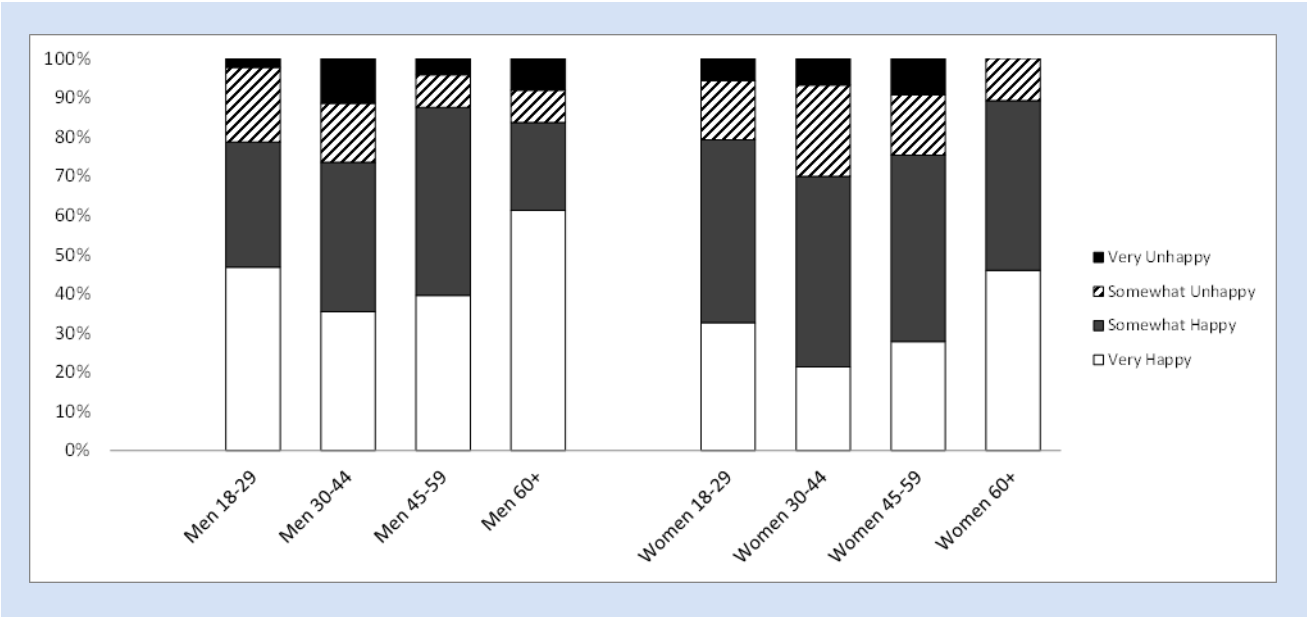


Graph 9: Self-reported mental health status, Inuit by sex and age group

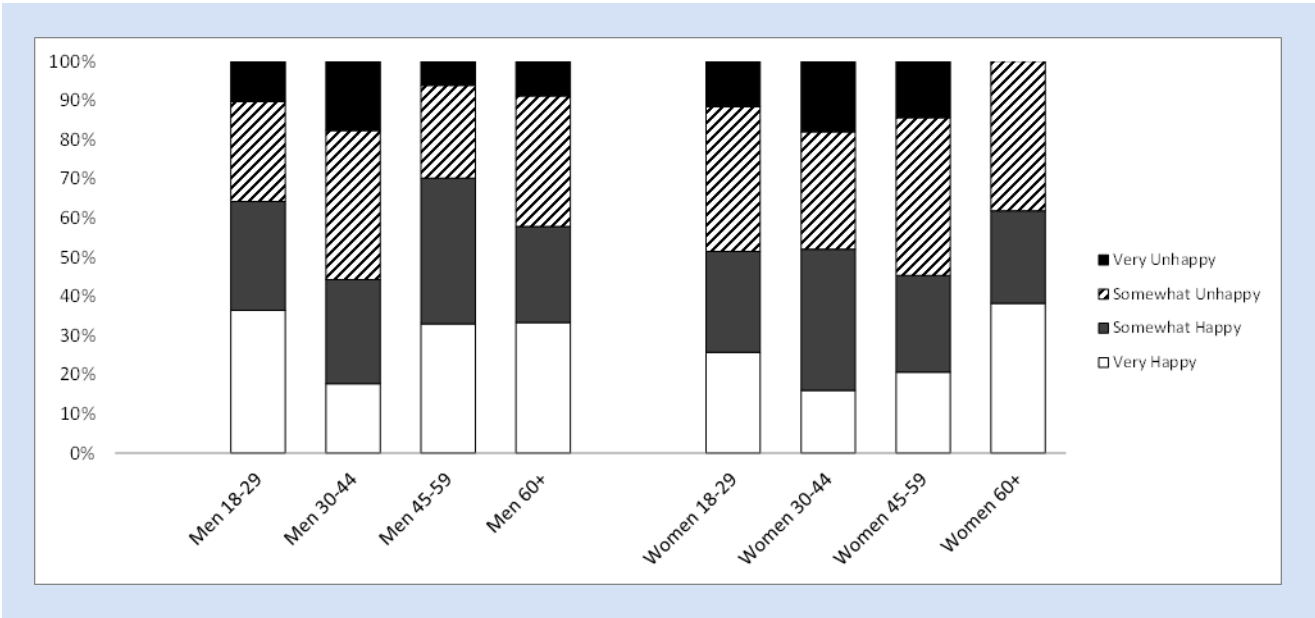


78% of adult Inuit describe themselves as being 'Very satisfied' or 'Somewhat satisfied' with their ability to eat as much 'country food' as they would like to, but only 55% describe themselves as being 'Very satisfied' or 'Somewhat satisfied' with their ability to spend as much time 'on the land' (hunting, fishing, camping, etc.) as they would like to. (KHS Q8.1 and 8.2)

Graph 10: Satisfaction with ability to eat as much 'country food' as people would like to, Inuit by sex and age group

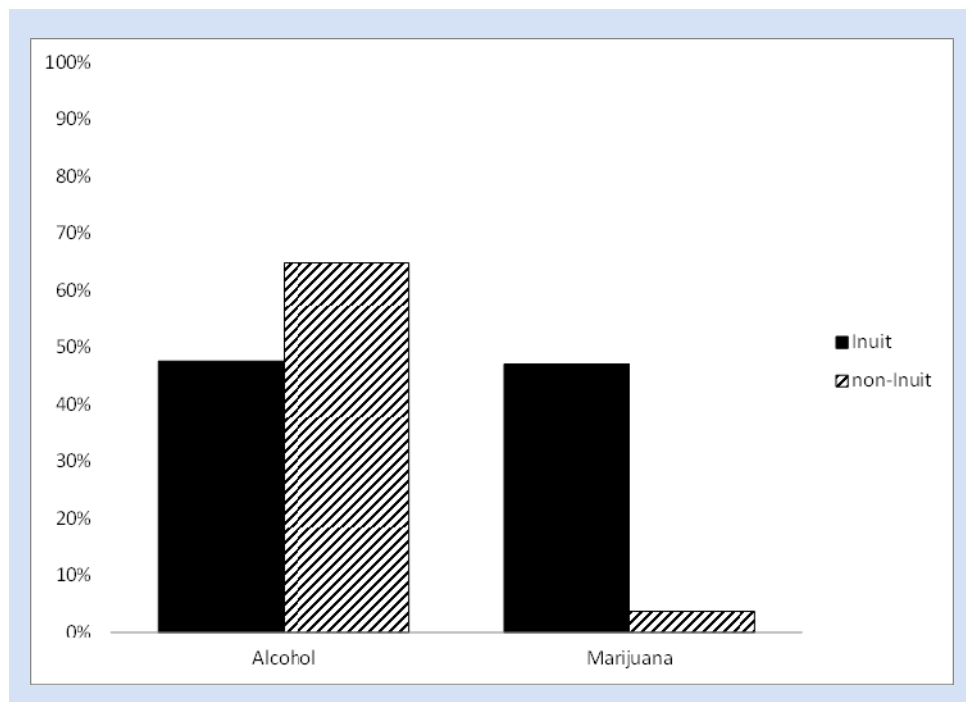


Graph 11: Satisfaction with ability to spend as much time on the land as people would like to, Inuit by sex and age group



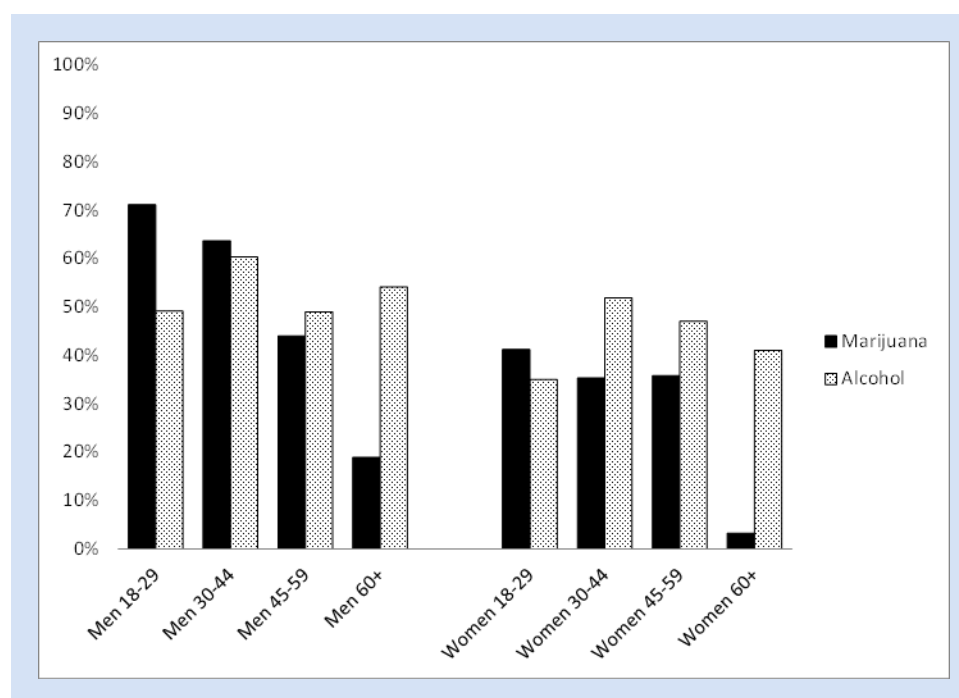
More non-Inuit than Inuit reported having had a drink of alcohol in the previous month, but very few non-Inuit reported having smoked a joint in the previous month. (KHS Q 6.10 and 6.11)

Graph 12: Substance use in the previous month, by ethnicity



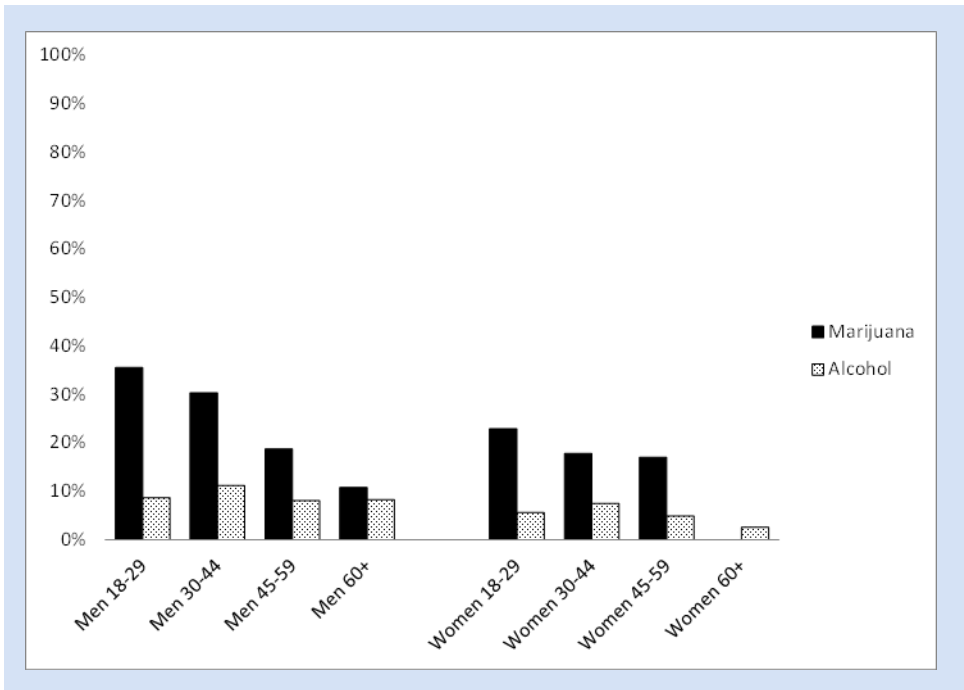
More than two-thirds of Inuit men aged 18-44 had smoked a joint in the previous month, a higher percentage than men who had had a drink. The opposite was the case among men aged 45+. Rates were lower among women in all age groups. (KHS Q 6.10 and 6.11)

Graph 13: Substance use during the previous month, Inuit by sex and age group



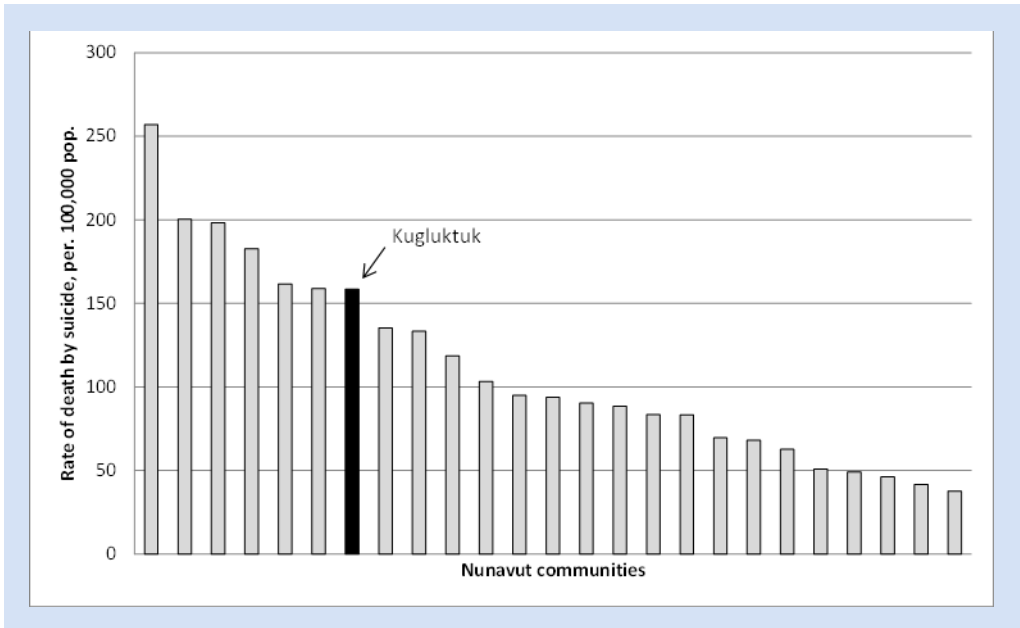
More than a third of Inuit men aged 18-44 reported having smoked a joint during the day before their interview. (KHS Q 6.10a and 6.11a)

Graph 14: Substance use during the previous day, Inuit by sex and age group



Over the 15 year period 1999 to 2014 Kugluktuk had the seventh highest suicide rate among Nunavut communities². To the degree that the suicide rate can be understood to be a barometer of distress (and arguably historical trauma) in the community, Kugluktuk is among the most distressed communities in Nunavut.

Graph 15: Rate of death by suicide by Inuit, 1999-2014, by community

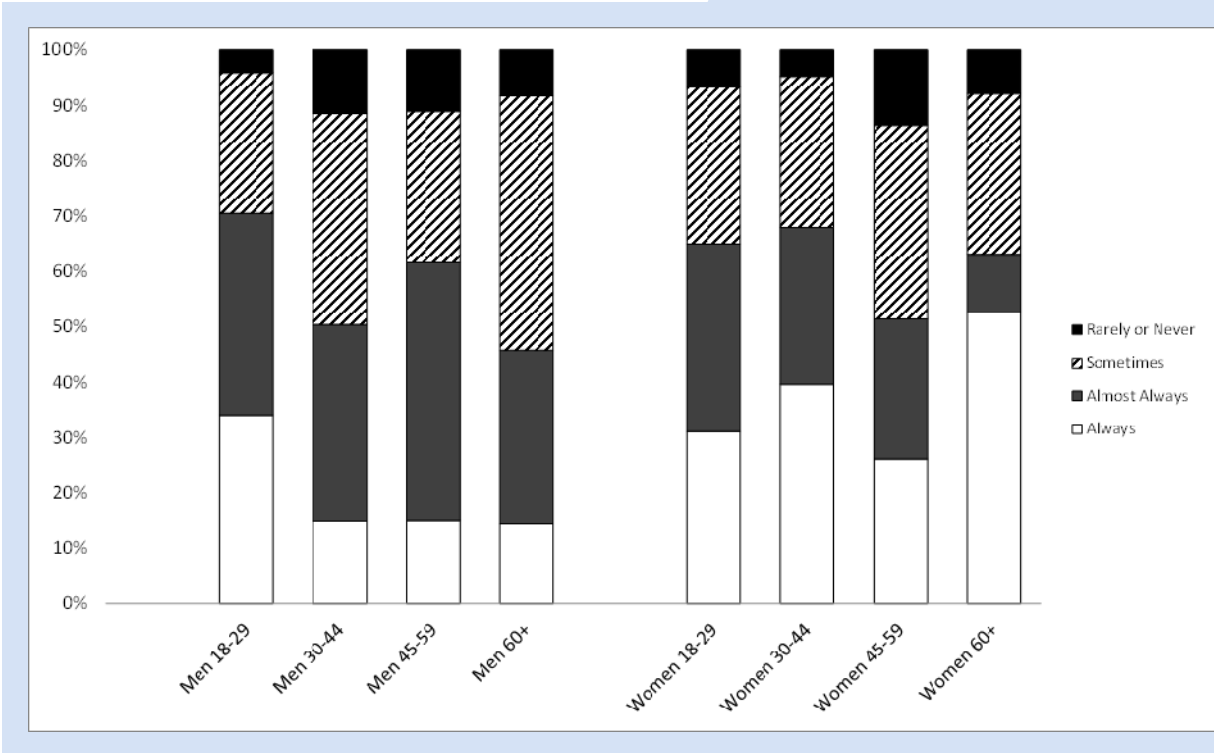


²Calculation by Jack Hicks using data from the Office of the Chief Coroner of Nunavut and the Nunavut Bureau of Statistics.

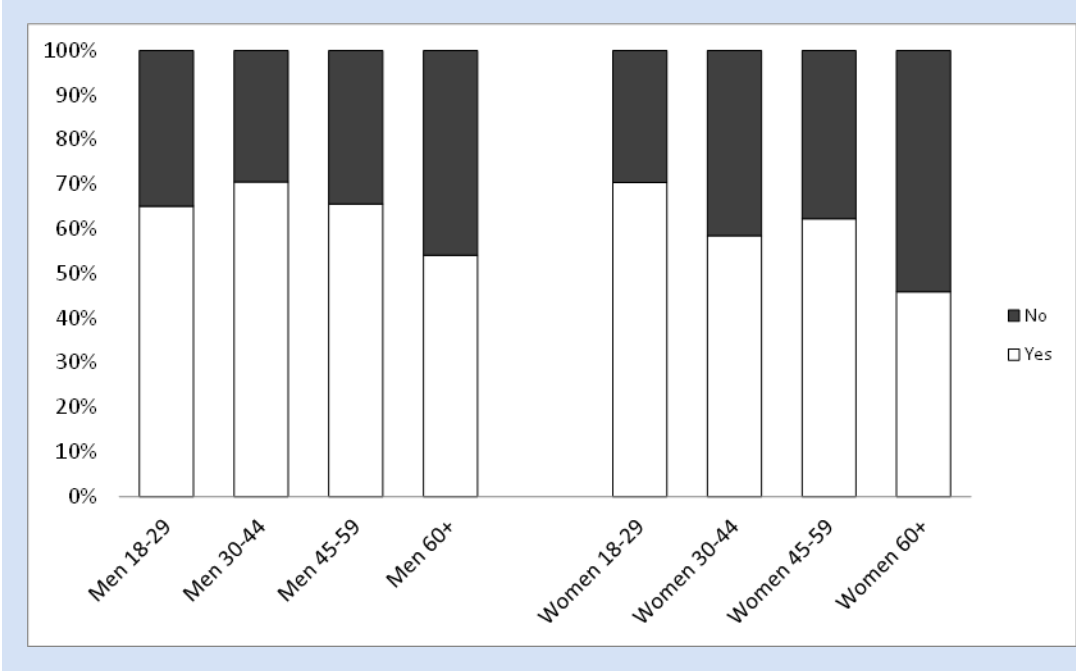
Food Security

8% of adult Inuit reported ‘Rarely or never’ having enough food before each payday, with another 30% reporting ‘Sometimes’. (KHS Q 6.7) 64% of adult Inuit reported their household was short of food at some point in the previous year. (KHS Q 6.8)

Graph 16: “Do you and your family have enough food before each payday?”, Inuit by sex and age group

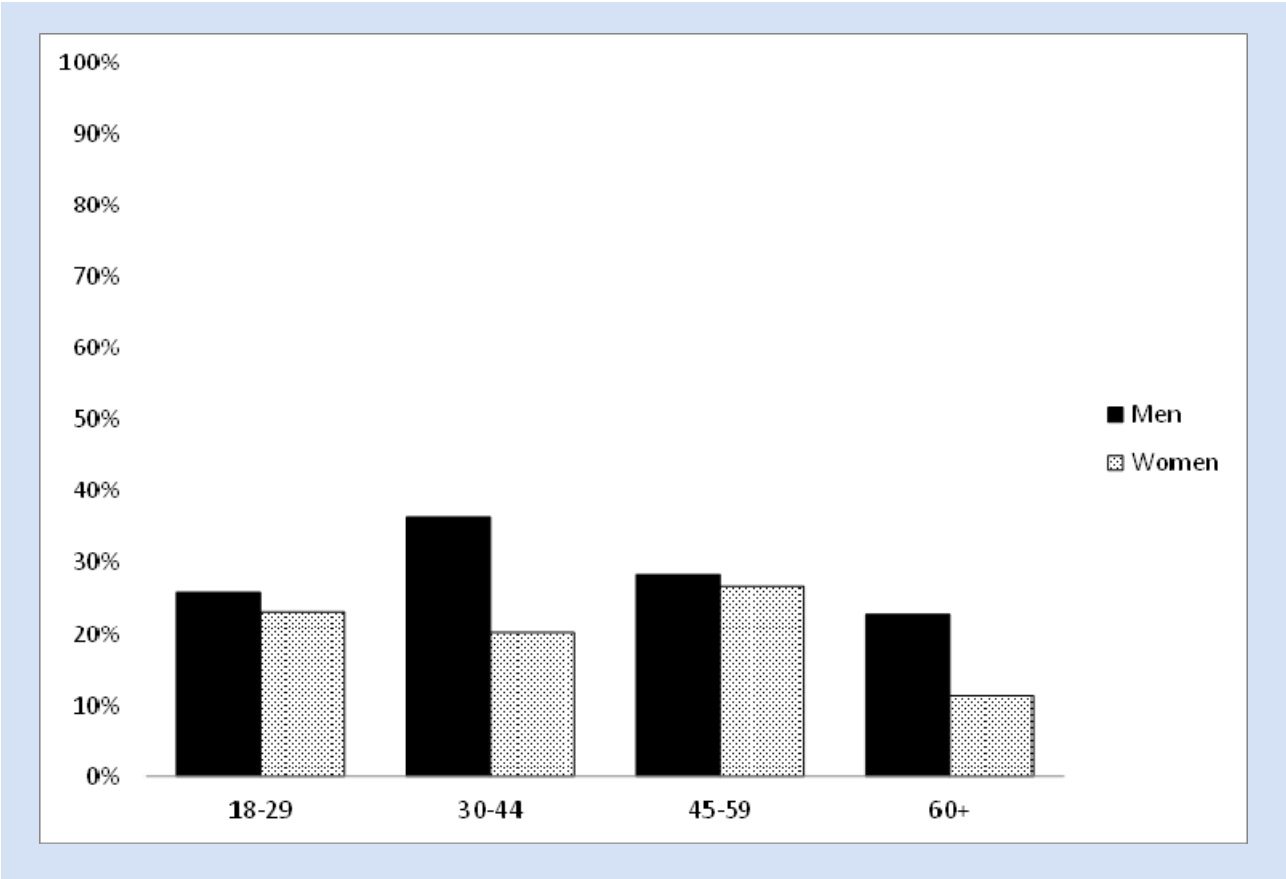


Graph 17: “Was your household short of food at any point in the last year?”, Inuit by sex and age group



Just over 15% of adult Inuit consider themselves to be living in poverty. (KHS Q 6.9)

Graph 18: “Do you consider yourself to be living in poverty?, Inuit by sex and age group

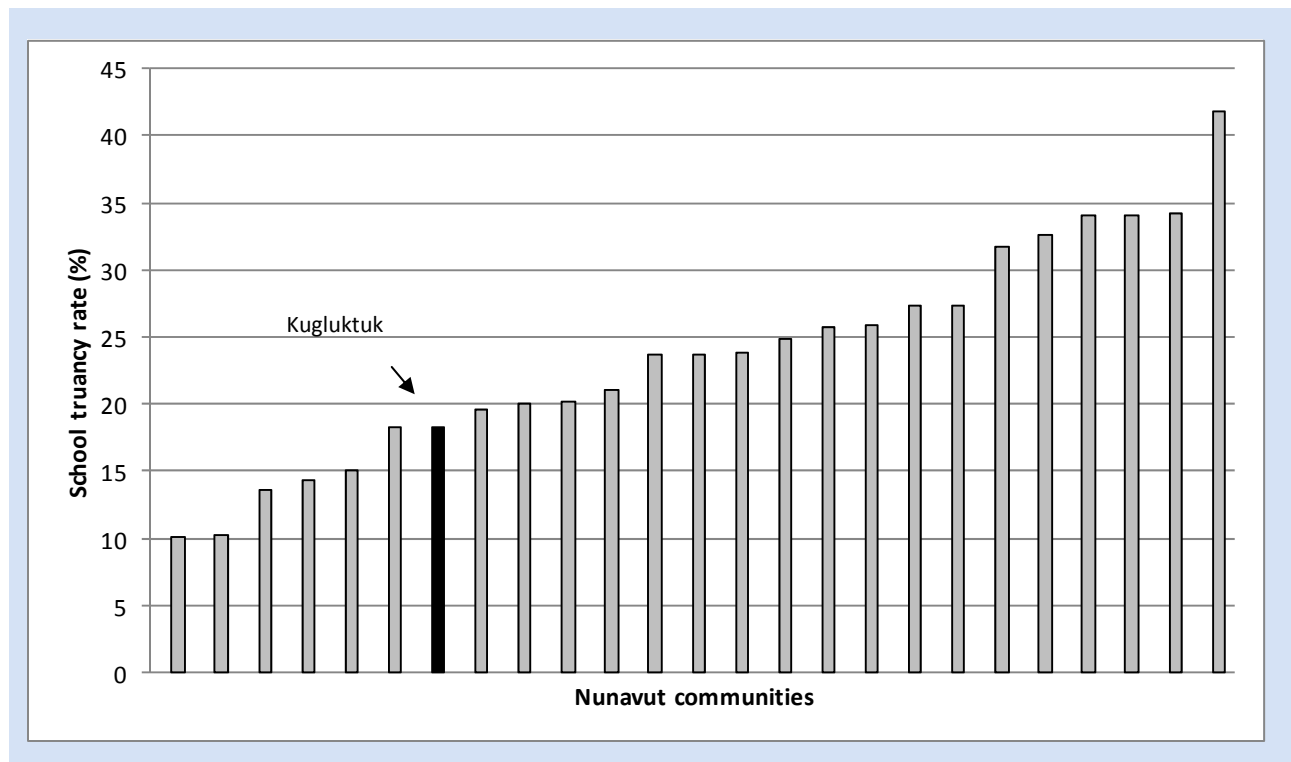


Education & Training

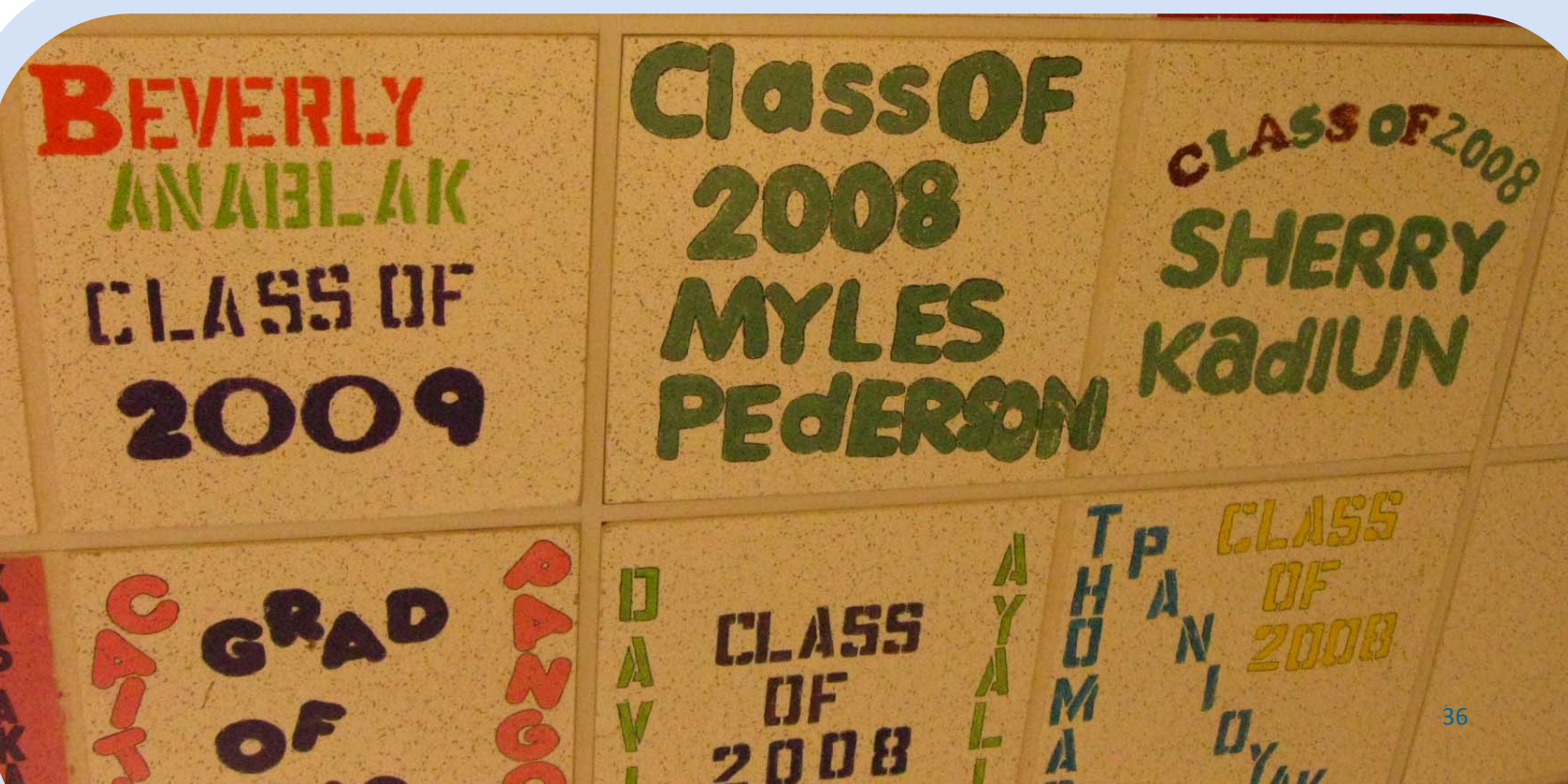
The Nunavut Bureau of Statistics has published data on the rate of truancy at school at the community level³. For 2010/11 there was a very significant difference between the highest truancy-rate communities and the lowest truancy-rate communities:

³<http://www.stats.gov.nu.ca/Publications/Historical/Education/Nunavut%20Public%20School%20Truancy%20Rate,%202001-2002%20to%202010-2011.xls>

Graph 19: School truancy rate, 2010/11 school year

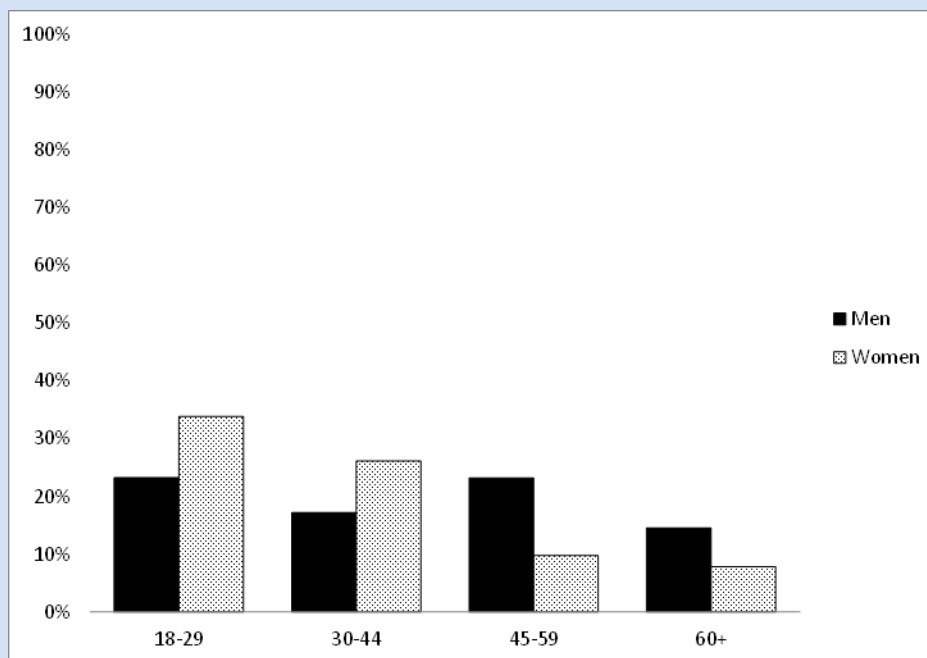


At 18.3% Kugluktuk was towards the lower end of the scale, perhaps because of initiatives the community has made regarding school attendance in recent years.

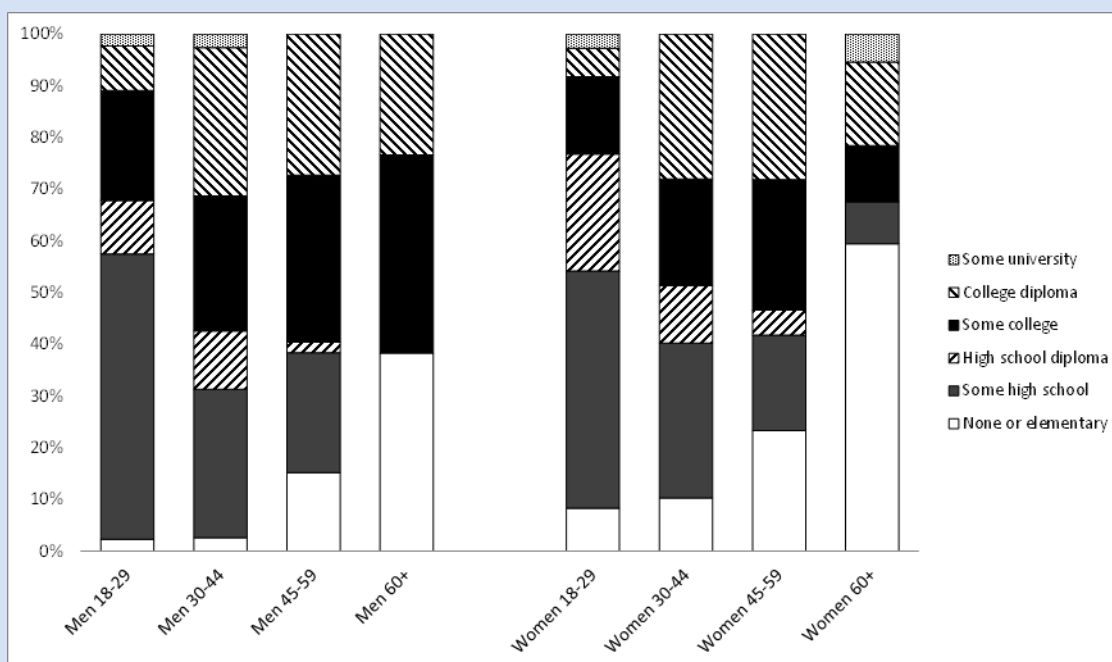


The high school graduation rate and the 'highest level of schooling' are rising more quickly among younger Inuit women than among younger Inuit men. (KHS Q 2.3 and 2.5)

Graph 20: High school graduation rate, Inuit by sex and age group

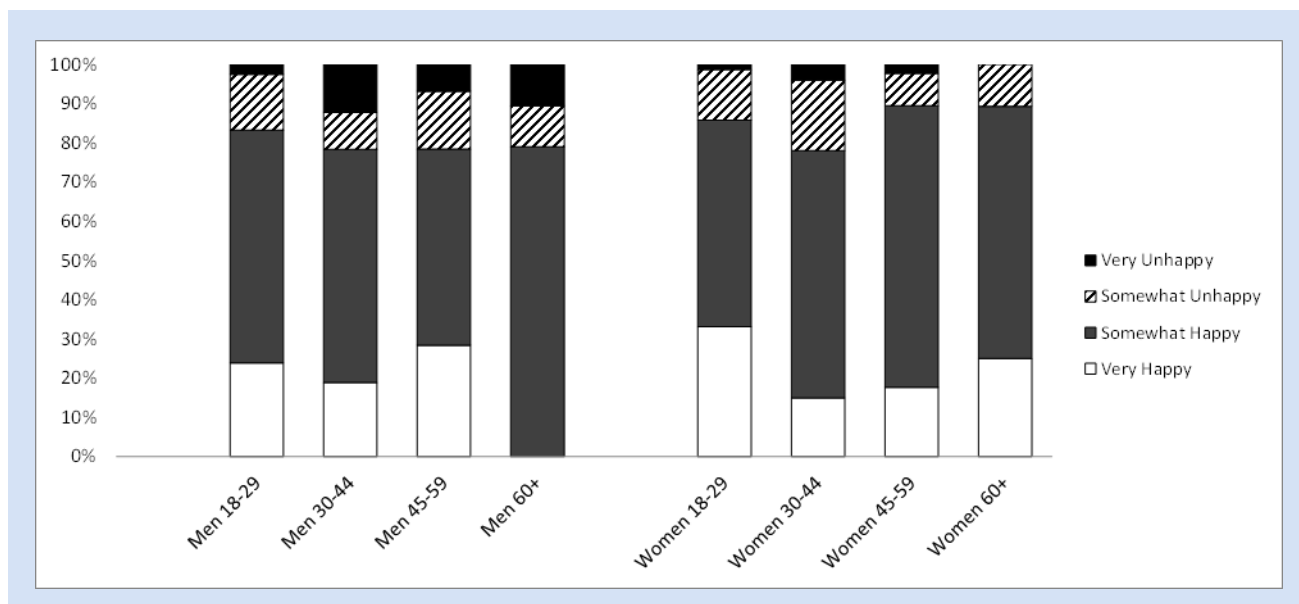


Graph 21: 'Highest level of schooling', Inuit by sex and age group

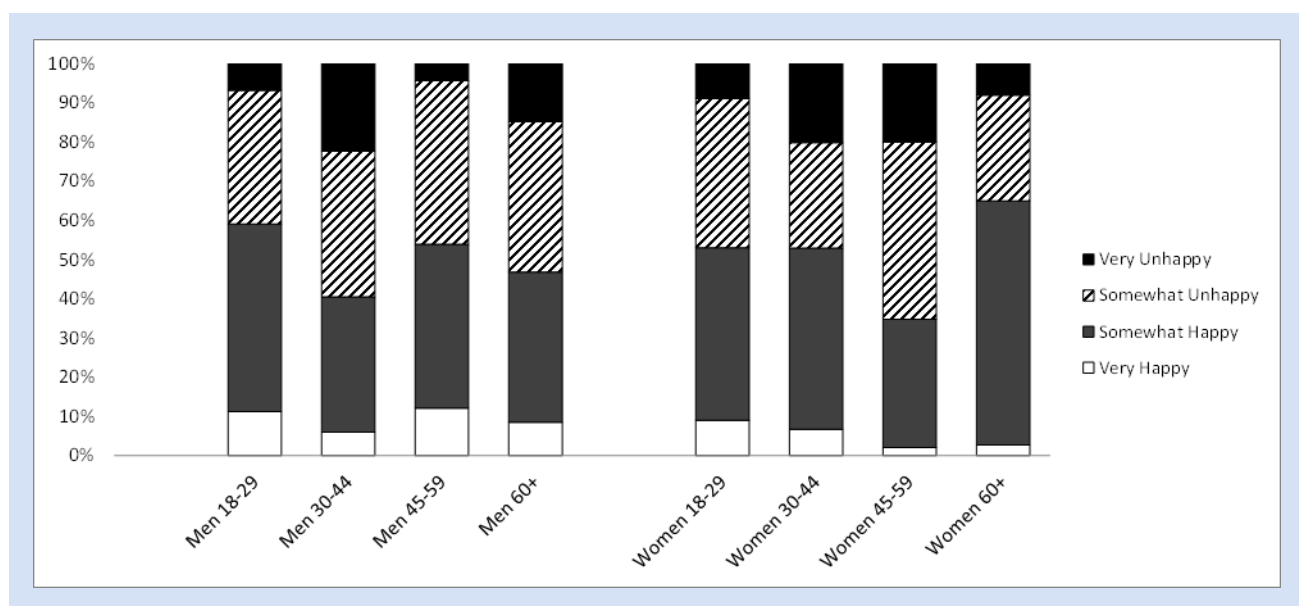


Kugluktukmiut are, overall, more satisfied with the school system than with the health system.
(KHS Q 8.4 – 8.6)

Graph 22: Satisfaction with the school system, Inuit by sex and age group



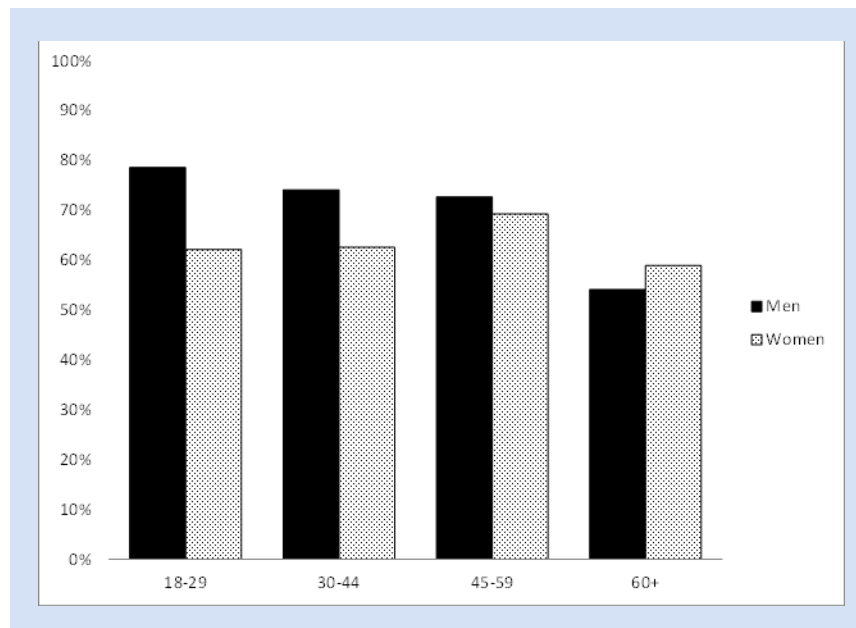
Graph 23: Satisfaction with the health system, Inuit by sex and age group



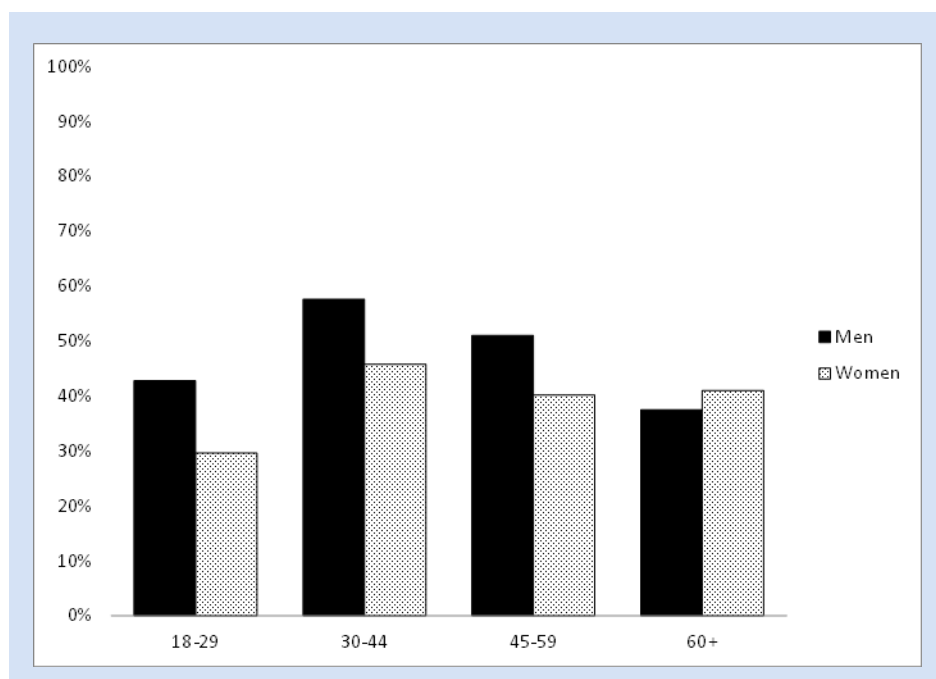
Employment and Economic Activity

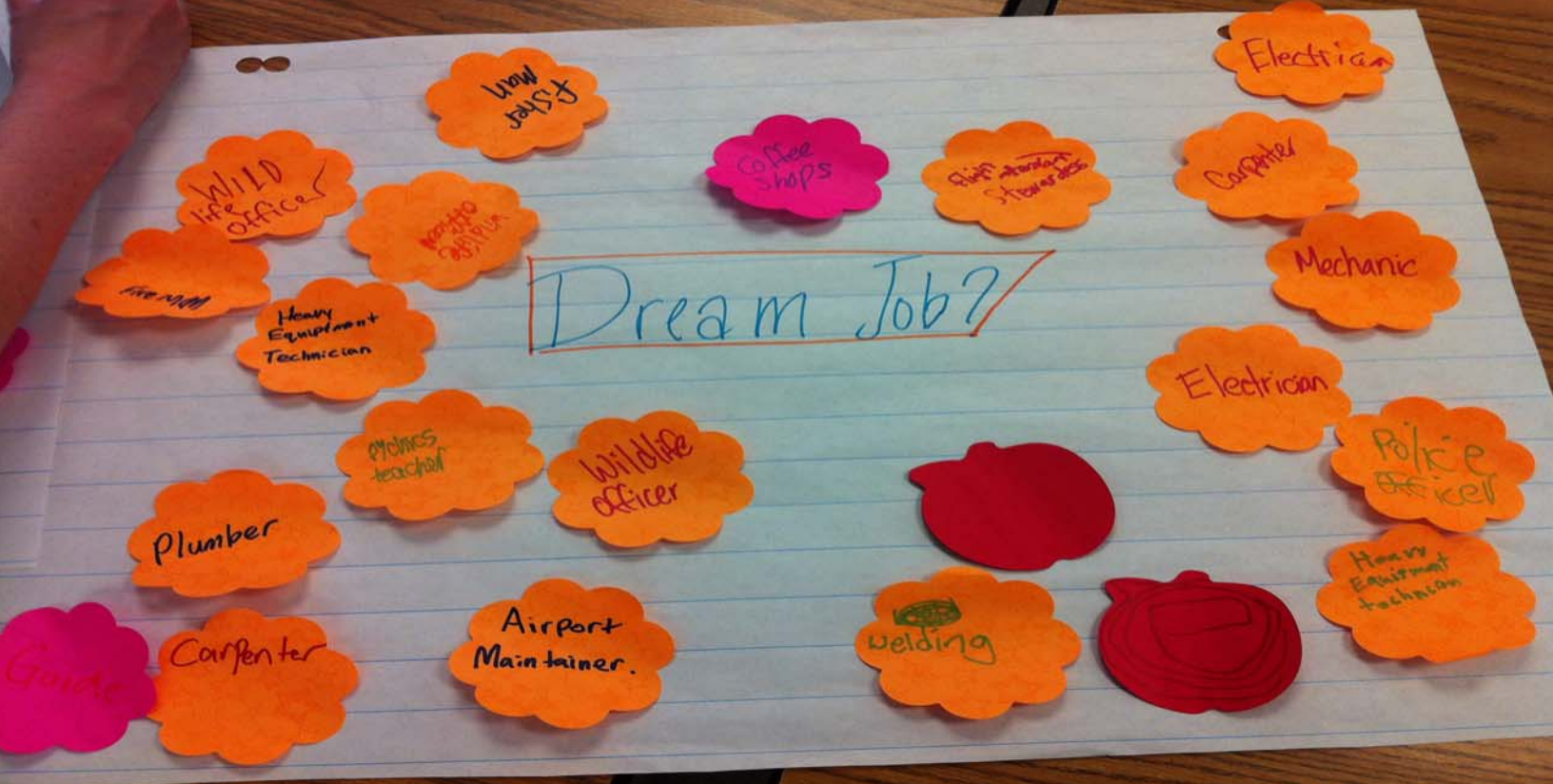
Almost two-thirds of adult Inuit (slightly more men than women) worked at a job or business at some point in the previous year, but a much smaller percentage (just over 40%; again slightly more men than women) had worked in the week prior to being interviewed. (KHS Q 3.1 and 3.3)

Graph 24: Worked at a job or business at any time during the past 12 months, Inuit by sex and age group



Graph 25: Worked at a job or business in the week prior to being interviewed, Inuit by sex and age group





From these variables we can gain a clear understanding of the current and recent wage labour activity of the Inuit population of Kugluktuk between the ages of 20 and 44, disaggregated by ‘Highest level of school’:

Table A: Current and recent wage labour activity of the Inuit population of Kugluktuk between the ages of 20 and 44, disaggregated by ‘Highest level of school’

	Worked Last Week		Didn't Work Last Week but Worked In Past Year		Didn't Work In Past Year		As % of Row		
Total	243		136		142				
by Sex									
Men	139	57.2%	75	54.3%	41	29.1%	54.5%	29.4%	16.1%
Women	104	42.8%	63	45.7%	100	70.9%	39.0%	23.6%	37.5%
by Age Group									
20-24	48	19.8%	37	26.8%	34	23.9%	40.3%	31.1%	28.6%
25-29	121	49.8%	75	54.3%	78	54.9%	44.2%	27.4%	28.5%
30-44	74	30.5%	26	18.8%	30	21.1%	56.9%	20.0%	23.1%
by Highest Level of Schooling									
Elementary	13	5.3%	8	5.8%	11	7.7%	40.6%	25.0%	34.4%
Some high school	73	30.0%	56	40.6%	74	52.1%	36.0%	27.6%	36.5%
High school diploma	33	13.6%	22	15.9%	21	14.8%	43.4%	28.9%	27.6%
Some college	58	23.9%	41	29.7%	13	9.2%	51.8%	36.6%	11.6%
College Diploma	54	22.2%	12	8.7%	23	16.2%	60.7%	13.5%	25.8%
Some university	8	3.3%	0	0.0%	0	0.0%	100.0%	0.0%	0.0%
BA or BEd	4	1.6%	0	0.0%	0	0.0%	100.0%	0.0%	0.0%

If one were to define the 'mine-ready workforce' as persons between the ages of 18 and 64 who have graduated from high school and/or attended college, Kugluktuk has an Inuit 'mine-ready workforce' of 508 persons – of whom 53% were working at the time of the survey and 47% were not.

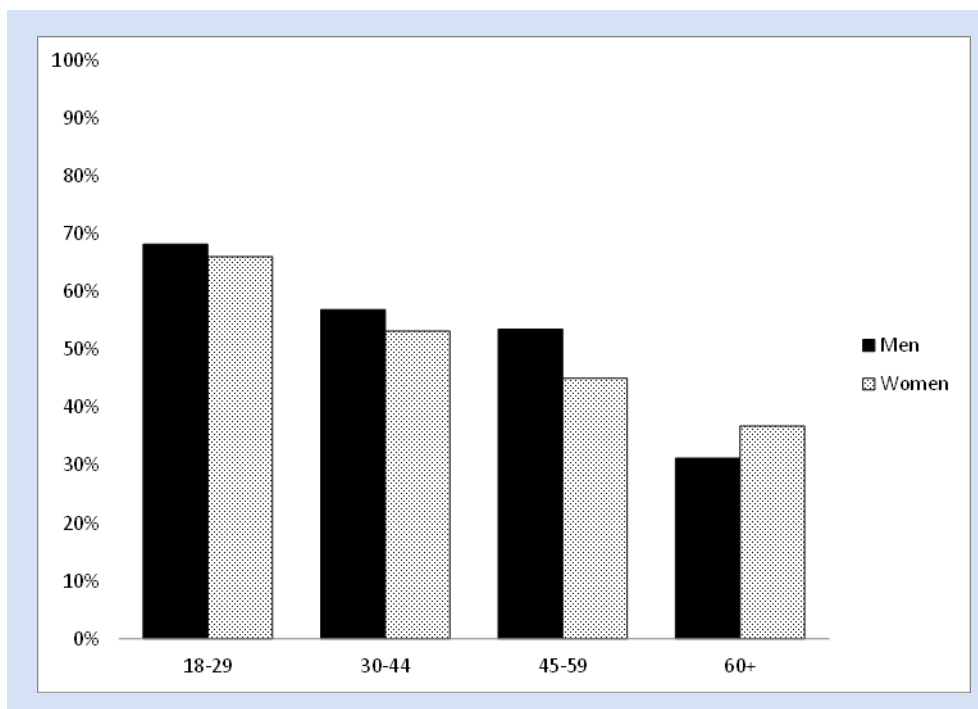
Table B: 'Mine-ready Workforce'

		Working at Time of Survey	Not Working at Time of Survey	Total
Total		272	236	508
by Sex				
	Men	150	110	260
	Women	122	126	248
by Age Group				
	18-24	43	37	80
	25-34	85	73	160
	35-44	53	42	95
	45-54	51	46	97
	55-64	40	36	76
Men by Age Group				
	18-24	26	18	44
	25-34	38	35	73
	35-44	33	20	53
	45-54	27	17	44
	55-64	26	20	46
Women by Age Group				
	18-24	17	19	36
	25-34	47	40	87
	35-44	20	22	42
	45-54	24	29	53
	55-64	14	16	30

Among those who were not working, the primary reason was a belief that there were no jobs available. Other reasons included caring for children and elder relatives (care responsibilities are especially significant among female respondents); going to school; spending time on the land hunting or fishing; illness or disability; and waiting for recall or for another job to begin.

43.5% of adult Inuit received Income Support in the previous year – including more than two-thirds of Inuit aged 18-29. (KHS Q 1.7)

Graph 26: Received Income Support in the past 12 months, Inuit by sex and age group



According to GN administrative data, Kugluktuk's average monthly Social Assistance caseload increased from 135 in 2000 to 261 in 2013⁴. This increase of 93% over 13 years was similar to the increases seen in the three Eastern Kitikmeot communities, which contrast dramatically with the less than 10% increase experienced in Cambridge Bay over the same period. Nunavut-wide the increase was just under 40%.

Kugluktuk's annual Social Assistance expenditures increased from \$829,000 in 2004/05 to \$1,971,000 in 2013/14⁵. This increase of 137.8% over nine years more than doubled the territory's overall increase of 58.9%.

And finally the number of Social Assistance recipients (individuals who receive social assistance payments; there may be multiple recipients within a household) increased from 461 in 2005 to 766 in 2013⁶. This increase of 66% over nine years far exceeded the growth rate in rest of the Kitikmeot region, or the average increase for the territory as a whole.

⁴<http://www.stats.gov.nu.ca/Publications/Historical/Social%20Assistance/Nunavut%20Social%20Assistance%20Average%20Monthly%20Caseload,%202000%20to%202013.xls>

⁵<http://www.stats.gov.nu.ca/Publications/Historical/Social%20Assistance/Nunavut%20Social%20Assistance%20Expenditures,%202004-2005%20to%202013-2014.xls>

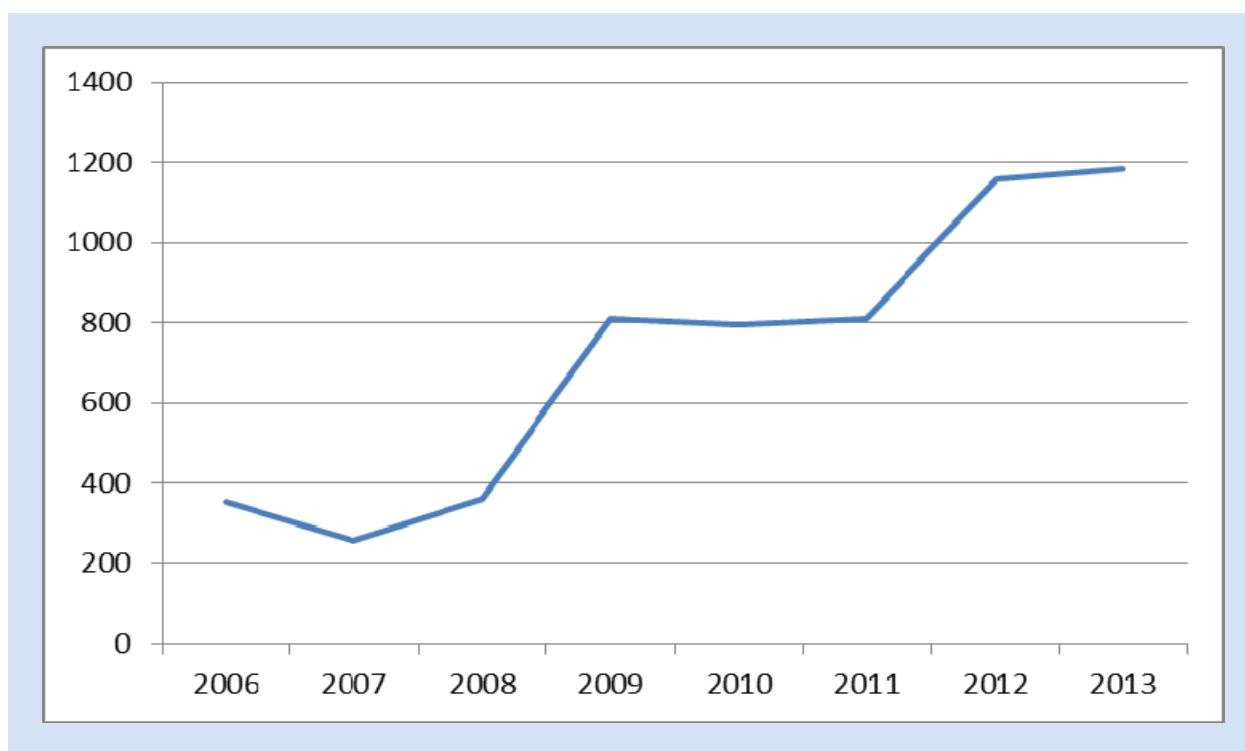
⁶<http://www.stats.gov.nu.ca/Publications/Historical/Social%20Assistance/Nunavut%20Social%20Assistance%20Recipients,%202005%20to%202013.xlsx>

Social Relations (including Crime)

According to statistics available on the Nunavut Bureau of Statistics website⁷, in 2013 Kugluktuk's rate of violent crime was the second highest of any Nunavut community – 55% higher than the Nunavut average and more than 12 times the Canadian average. Kugluktuk's rate of non-violent crime was also the second highest of any Nunavut community.

Data from the Kugluktuk RCMP detachment indicate that the crime rate has increased over the past several years.

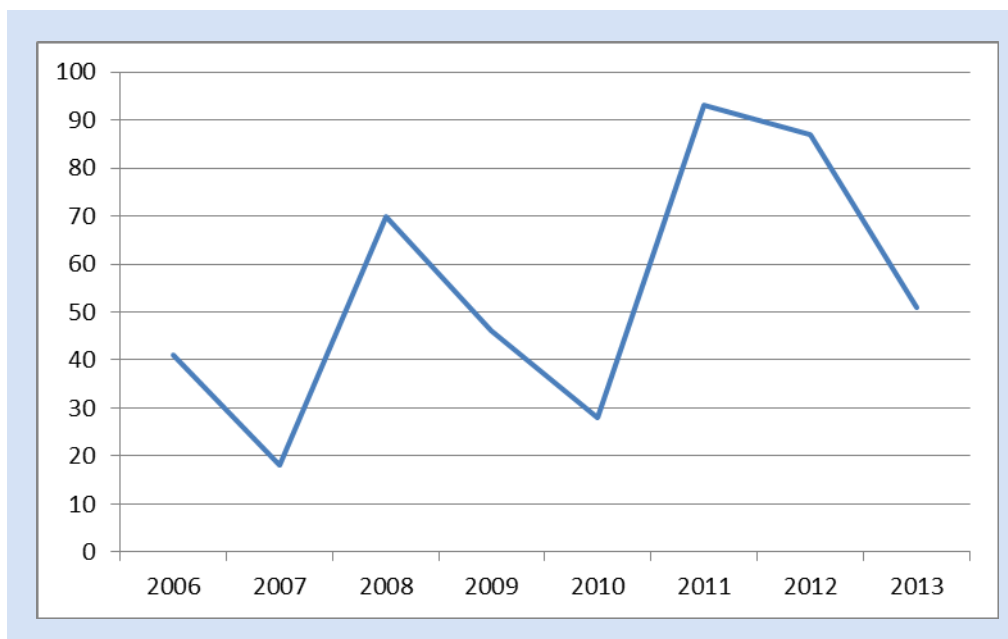
Graph 27: Total Reported Crime Occurrences in Kugluktuk, 2006-2013, as recorded by Kugluktuk RCMP detachment



⁷[http://www.stats.gov.nu.ca/Publications/census/Crime/Nunavut%20Criminal%20Violations%20by%20Region%20and%20Community,%201999%20to%202013%20\(16%20tables\).xls](http://www.stats.gov.nu.ca/Publications/census/Crime/Nunavut%20Criminal%20Violations%20by%20Region%20and%20Community,%201999%20to%202013%20(16%20tables).xls)

Most crimes in Kugluktuk are committed by adults. The youth crime rate has fluctuated significantly over the past several years.

Graph 28: Youth Crime Occurrences in Kugluktuk, 2006-2013, as recorded by Kugluktuk RCMP detachment



The RCMP also reports an overall increase in mental-health related crime occurrences in the community, among both adults and youth.

Community Services and Infrastructure (including Housing)

Detailed results for Kugluktuk from the 2009/10 Nunavut Housing Needs Survey (NHNS) are available on pages 21 to 24 of the file 'NHNS Fact Sheets - Nunavut, Kitikmeot and Kitikmeot Communities'.⁸

According to the NHNS, in 2010 Kugluktuk had about 170 persons aged 15+ on the waiting list for public housing. "This represents nearly 1 person out of 5 for those aged 15 and over."

Of the 400 dwellings in the community occupied by usual residents,⁹

- 34% were classified as crowded based on the lack of enough bedrooms;

- 18% were described by the survey respondent in requiring major repairs; therefore,

- 45% were below housing standards – meaning they were either crowded or in need of major repairs or a combination of both.

In April 2014, the Kugluktuk Housing Association reported that they had 270 public housing units at an average condition rating of 72%. These units house between 900 and 1,000 people.

⁸<http://www.stats.gov.nu.ca/Publications/Housing/Fact%20Sheets/NHNS%20Fact%20Sheets%20-%20Nunavut,%20Kitikmeot%20and%20Kitikmeot%20Communities.pdf>

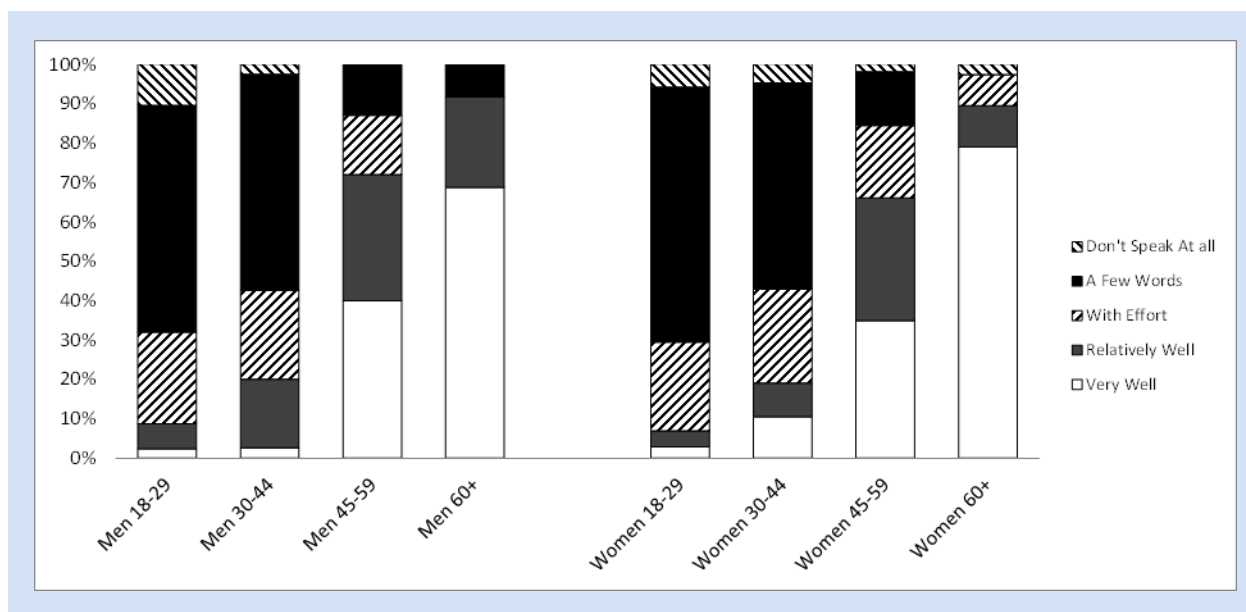
⁹Another 30 dwellings were unoccupied or occupied temporarily by persons who considered their usual home elsewhere.

Kugluktuk has a licensed childcare centre with space for 4 infants and 40 preschoolers, but no school-age children.

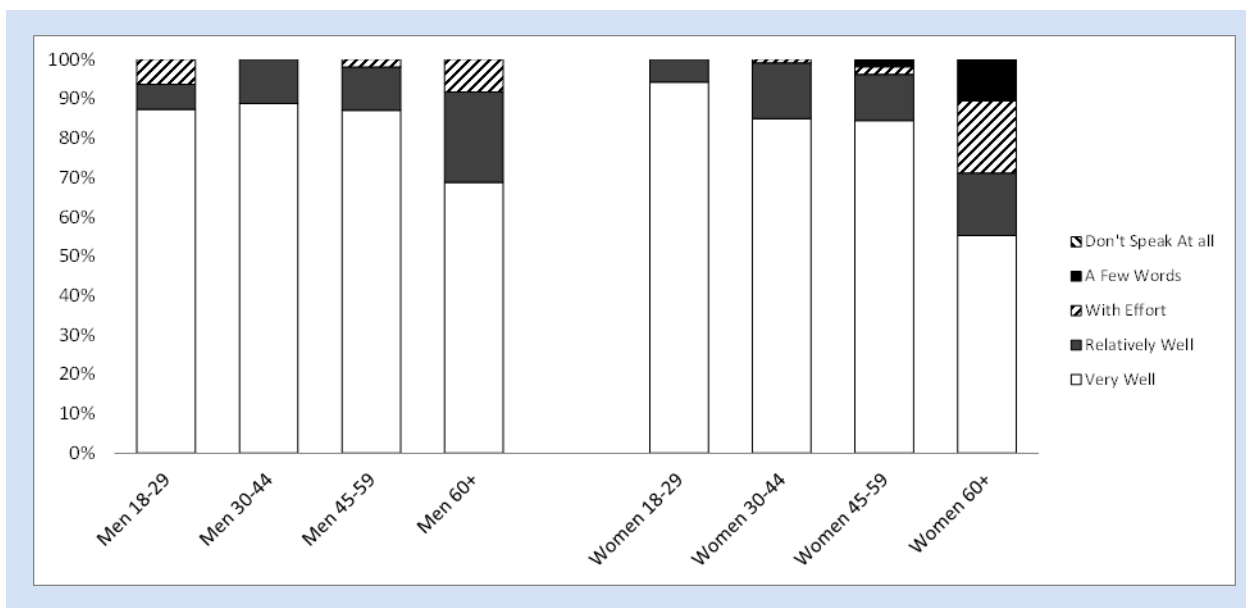
Cultural and Spiritual Well-Being

The Kugluktuk Household Survey questions about language ability show the degree of Inuinnaqtun loss among people younger than 60, but high rates of ability in English. (KHS Q 9.1 – 9.4)

Graph 29: Ability to speak Inuinnaqtun, Inuit by sex and age group



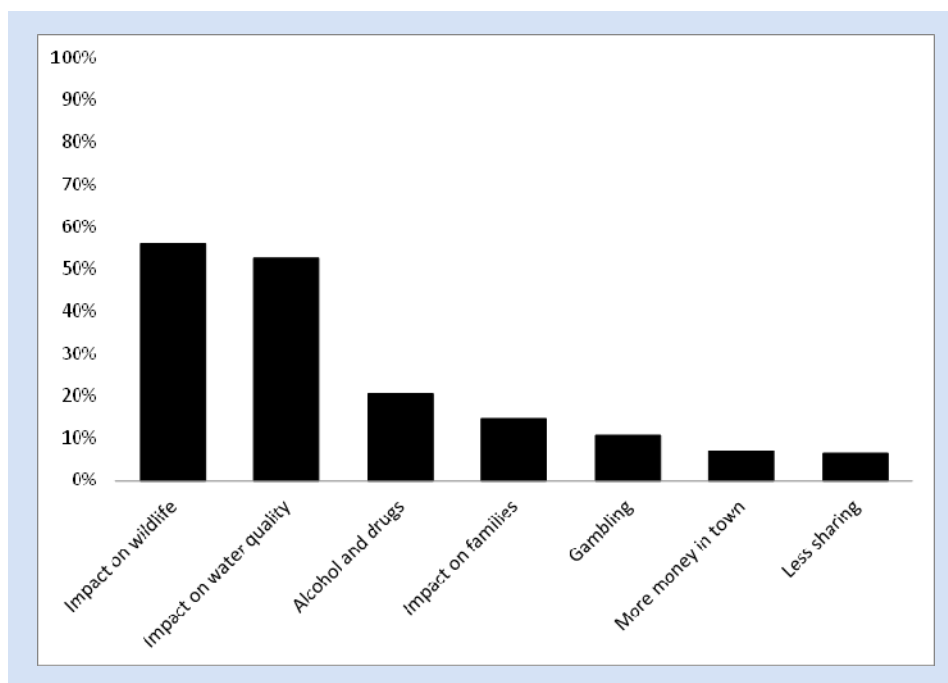
Graph 30: Ability to speak English, Inuit by sex and age group



Self-Determination

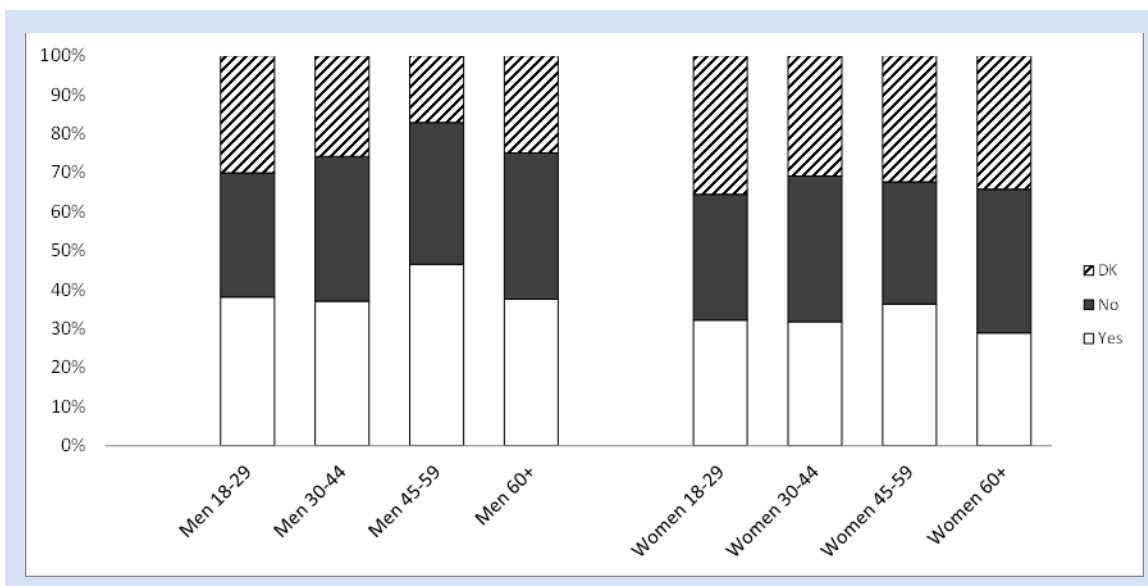
Overall, the greatest concerns about the possibility of a mine opening in the region are for possible impacts on wildlife and water. Women tend to be more concerned than men about possible social impacts. (KHS Q 8.7a – 8.7g)

Graph 31: Concerns expressed about a mine opening in the Kitikmeot region, Inuit respondents



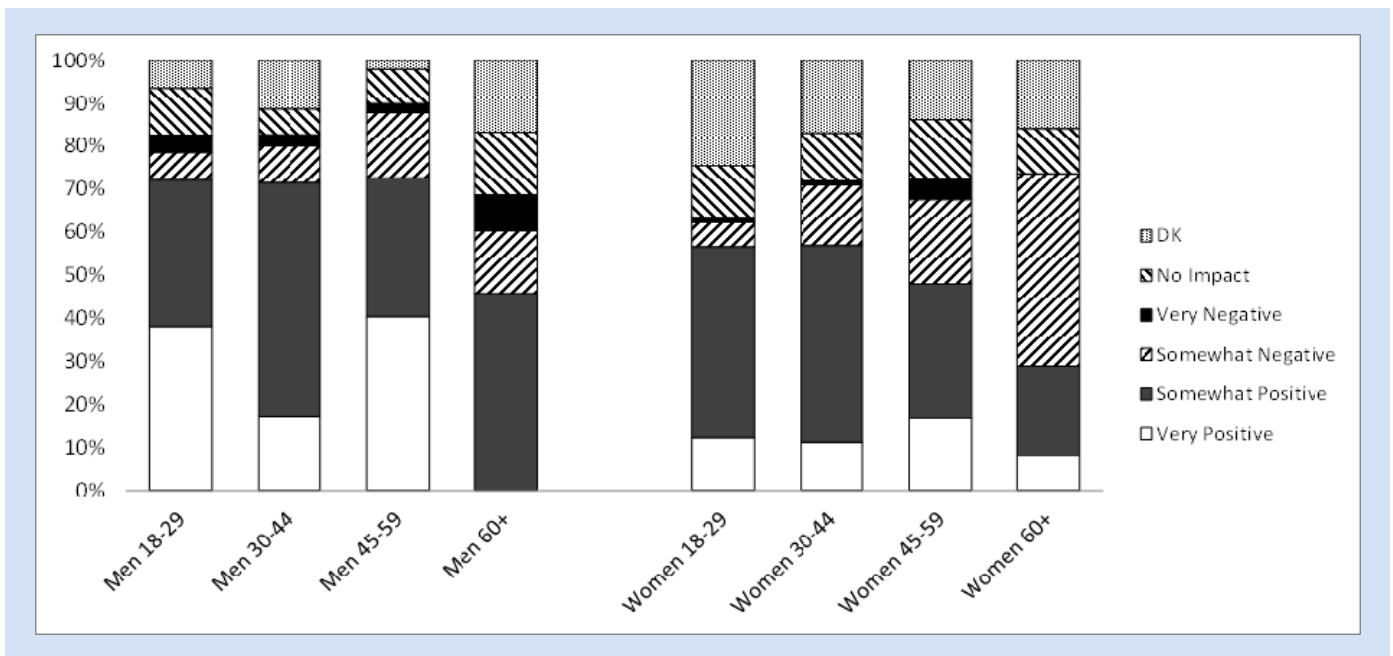
36.5% of adult Inuit feel that the community is adequately prepared to deal with the challenges that a mine in the region would bring; almost as many say it's not. 29.1% say they don't know. (KHS Q 8.8)

Graph 32: Belief that the community is adequately prepared to deal with the challenges that a mine in the region would bring, Inuit respondents



20% of adult Inuit in Kugluktuk feel that more mining would have a 'Very positive' impact on their lives, and 40% say it would have a 'Somewhat positive' impact. 12.2% say it would have a 'Somewhat negative' impact, and 2.9% a 'Very negative' impact. 10.7% say it would have no impact, and 13.4% respond that they don't know. Men are more enthusiastic than women. (KHS Q 8.10)

Graph 33: Perceived impact people think more mining will have on their life, Inuit by sex and age group



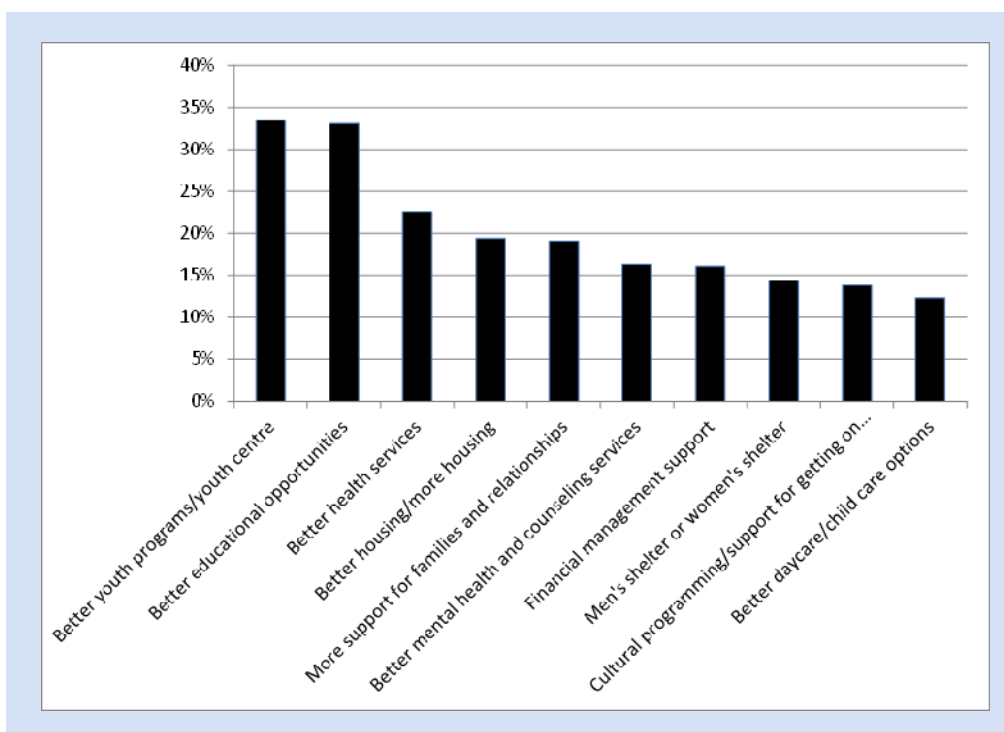
'Better youth programs/youth centre' and 'Better educational opportunities' are the two things that adult Inuit in Kugluktuk mention most frequently when asked 'What do you think is needed to better meet the challenges of mine development?' (KHS Q 8.9a – 8.9j)

Numerous other suggestions were made:

- Better health services
- Better housing/more housing
- More support for families and relationships
- Better mental health and counselling services
- Financial management support
- A men's shelter and/or a women's shelter
- Cultural programming/support for getting on the land
- Better daycare/childcare options

It should be noted that these were answers that Kugluktukmiut gave when asked the question. People were not asked whether or not they supported these options. Some people made one or two suggestions, others more.

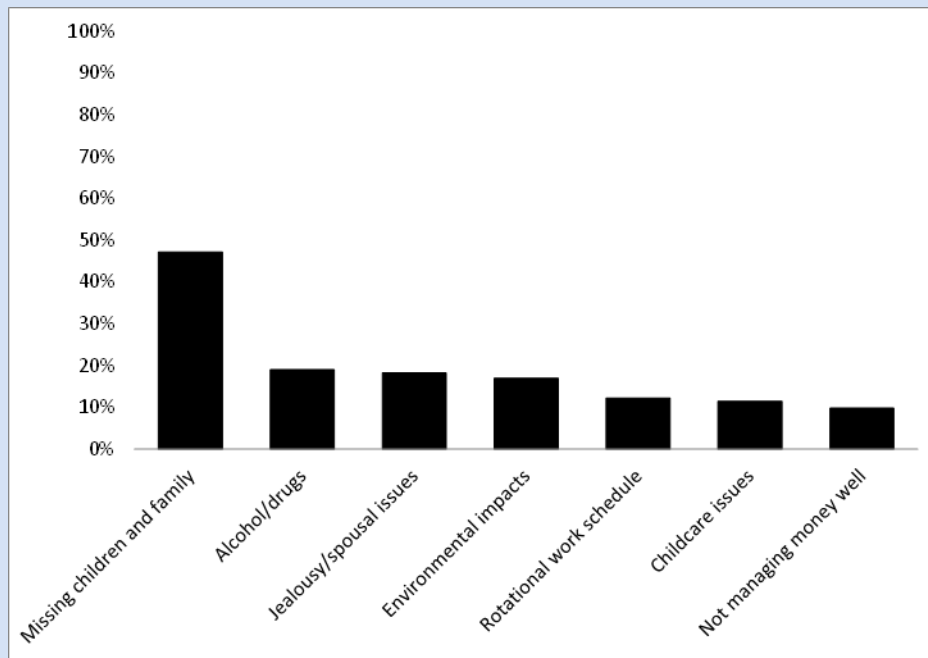
Graph 34: What people think is needed to better meet the challenges of mine development, Inuit respondents



'Income' and other financial benefits were the most frequently cited benefits of working at a mine, while 'Missing children and family' was the most frequently cited drawbacks of working at a mine. (KHS Q 8.11a - 8.12k) Again it should be noted that these were answers that Kugluktukmiut gave when asked these questions. People were not asked whether or not they supported these options. Some people made one or two suggestions, others more.

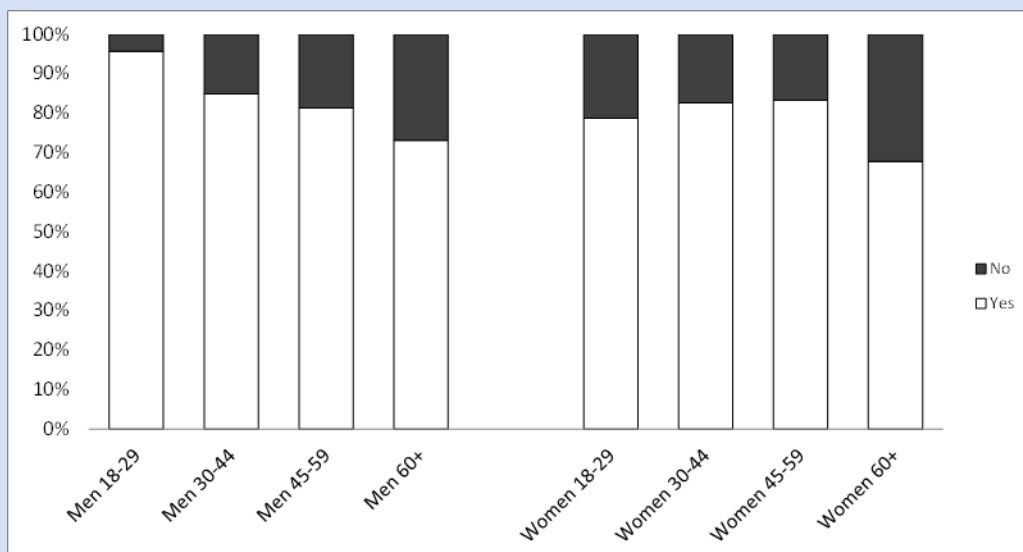


Graph 36: Perceived drawbacks of working at a mine, Inuit respondents



83.7% of adult Inuit felt that they would benefit from learning more about how to manage money, including 95.7% of men 18-29. (KHS Q 8.13)

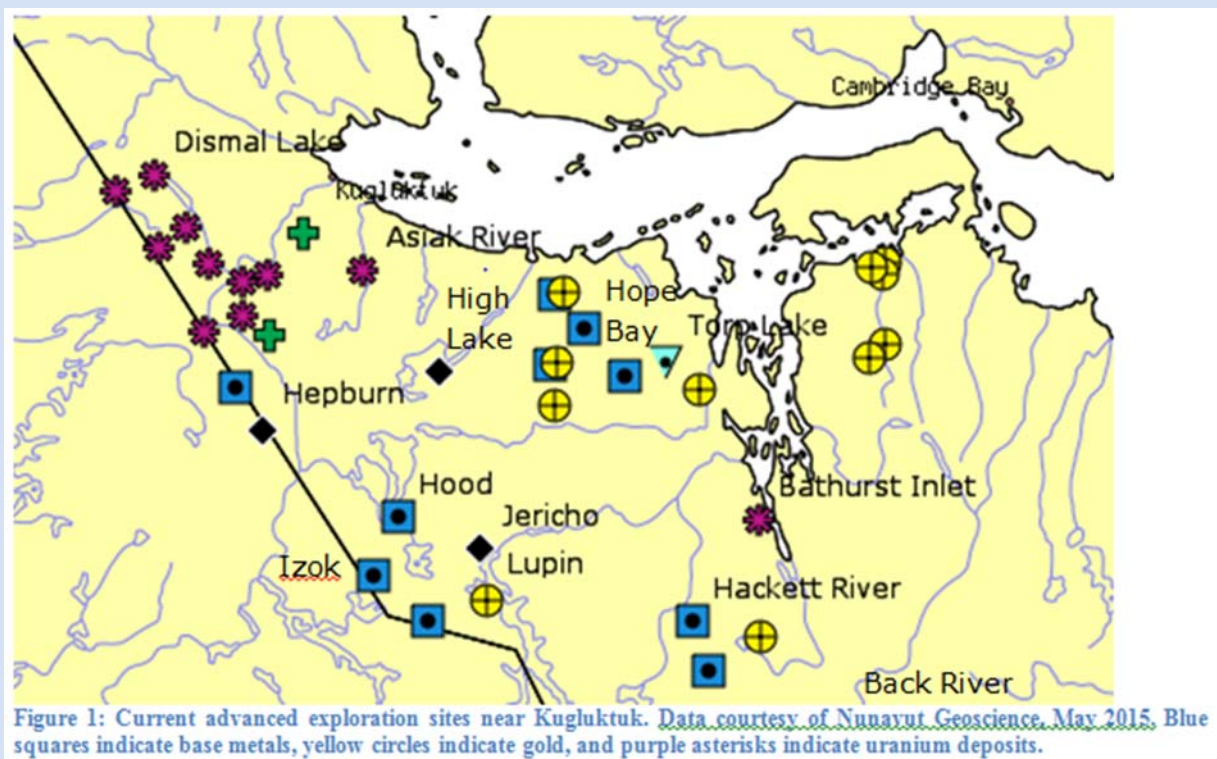
Graph 37: Believe would benefit from learning more about how to manage money, Inuit by sex and age group



Context and Drivers Impacting Socio-Economic Development

7.1 Major resource development projects anticipated in Kitikmeot region

There are a number of sites in the Kitikmeot region at **advanced stages of exploration**, but none are yet in operation. Some projects have begun **environmental assessment** review through the Nunavut Impact Review Board and their proponents are negotiating **IIBAs** and other agreements with the regional and territorial land claims organizations (KIA and NTI) and other relevant organizations. If all the projects listed below are successful in securing development permits, several mines will be built in the region in the next 5-10 years.



However, it is **difficult to predict** with any certainty how many projects will be approved and constructed. In 2012, one of the most advanced projects in the region – the proposed **Hope Bay** gold mine – closed when Newmont (the proponent/operator) unexpectedly abandoned the project. The site employed approximately 50 Kugluktukmiut at the time, as well as residents of Cambridge Bay and other Kitikmeot communities, and was expected to be a significant source of ongoing employment.

Expectations regarding start dates and mine lifespan fluctuate as **commodity prices** shift and feasibility studies continue. One of the most important factors impacting feasibility is the availability of cost-effective **transportation corridors** to service mines. The availability and reliability of transportation corridors in the Kitikmeot region is in many ways uncertain. With **climatic change**, the ice roads servicing mines in the NWT have become less dependable, and proposals to link mines in the Kitikmeot region to this network are also subject to the uncertainty of ice seasons. Similarly, for proposed mines located near the Northwest Passage, the feasibility of shipping supplies changes with fluctuation in the ice-free season. The feasibility of several proposed mines in the region would be significantly altered by the proposed construction of a port and road network in the Bathurst Inlet region (the Bathurst Inlet Port and Road project, or **BIPR**). This proposal is currently on hold, in part because of the significant costs of construction, and in part because of community concerns about the impacts it would have on regional wildlife.

The following projects are at advanced stages of exploration:

Back River

Location:	160km southeast of Bathurst Inlet
Company:	Sabina Gold & Silver Corp
Metal/Minerals:	Gold
Stage of Development:	Advanced stages of exploration and permitting
Expected lifespan:	4 years construction, 10 years operation
Anticipated start date:	2020
Anticipated employment:	Average 650 jobs during construction, 800 jobs during operation

Hackett River

Location:	110km south of Bathurst Inlet
Company:	Glencore
Metal/Minerals:	Silver and Zinc
Stage of Development:	Advanced stages of exploration
Expected lifespan:	15 years
Anticipated start date:	unknown
Anticipated employment:	800 jobs in construction 500 jobs during operations

High Lake

Location:	190 km southeast of Kugluktuk
Company:	MMG Canada
Metal/Minerals:	Copper, zinc, silver, gold
Stage of Development:	Exploration and baseline studies
Expected lifespan:	11
Anticipated start date:	2022
Anticipated employment:	500

Izok

Location:	255km southeast of Kugluktuk
Company:	MMG
Metal/Minerals:	Zinc, copper, lead, silver
Stage of Development:	Exploration and baseline studies; put on hold in 2014
Expected lifespan:	11 years
Anticipated start date:	2022
Anticipated employment:	710

Hope Bay Gold Project

Location:	75km northeast of Bay Chimo, 120km south of Cambridge Bay
Company:	TMAC Resources
Metal/Minerals:	Gold
Stage of Development:	Care and maintenance, Windy Lake and Boston Camps are beginning reclamation process for closure.
Expected lifespan:	10 years
Anticipated start date:	2020
Anticipated employment:	165 jobs

Jericho

Location:	350km southwest of Cambridge Bay, near Contwoyto Lake
Company:	Shear Diamonds Ltd.
Metal/Minerals:	Diamond
Stage of Development:	In production in 2006, transitioned to care and maintenance in 2007, currently deemed 'closed or abandoned'.
Expected lifespan:	n/a
Anticipated start date:	n/a
Anticipated employment:	2006 project created 160 jobs in the region, future employment is unknown

Lupin

Location:	Near Contwoyto Lake
Company:	WPC Resources
Metal/Minerals:	Gold
Stage of Development:	Care and maintenance. Operational from 1982 – 2005, it is currently closed but conducting exploration and baseline studies for future production.
Expected lifespan:	Unknown
Anticipated start date:	n/a
Anticipated employment:	n/a



7.2 What we know: a review of the literature

This section provides an overview of “what we know” about the **likely impacts and benefits** of mineral development on communities, based on academic, government, and non-governmental studies, as well as a review of proposed developments in the Kitikmeot region. Although the opportunities and threats posed by mining in Kugluktuk are shaped by the specific history and socioeconomic strengths and weaknesses of the community, there are also broad patterns that one can expect to see, based on the experiences of other communities and regions.



(Photo courtesy of Agnico-Eagle)

Historical experiences with mining in Nunavut

There have been several studies of the impacts of mines on Nunavummiut. Some examine historical mines, such as the Nanisivik mine near Arctic Bay, the Polaris mine near Resolute, and the Rankin Mine in Rankin Inlet (Bowes-Lyon et al, 2010; Brubacher and Associates 2002; Cater and Keeling 2013; Lim 2013).

Studies of the historical impacts of mining in Nunavut, drawing on archival evidence and extensive interviews with Nunavummiut, agree on the following points:

- Historically, mines were conceived, built, operated, and closed **without adequate involvement of Inuit**.
- Inuit in communities adjacent to mines feel that the mines offered **short term benefits** to some in terms of jobs, business opportunities, and better educational opportunities, but these benefits were not long lasting. They disappeared after mine closure.
- Most of the benefits of mining flowed to mining companies, governments, and southern workers and administrators.
- Communities adjacent to mines, or who contributed labourers, were found to have increased rates of **alcohol and drug use, crime**, and reported cases of **domestic violence**.

- Across the North there are persistent concerns regarding mine closure and the legacies of **contaminated mine sites**. There are reportedly 160 abandoned mines in the territorial north, 67 of which were reported to exhibit either chemical contamination or physical instability (Keeling and Sandlos 2009).
- Mine workers have expressed concern regarding the **lack of cultural consideration** in mine construction, particularly in regarding to **hunting and trapping** areas, and at the mine site itself, where work culture tended towards Southern conventions which Inuit employees at times found alienating or difficult to navigate (Cater 2013; Keeling and Sandlos 2009).



Contemporary experiences with mining in Nunavut

There is one operating mine in Nunavut today: the Meadowbank mine near Baker Lake. Several studies have been undertaken since the mine opened examining its impacts and benefits for the community of Baker Lake and other Kivalliq communities (Bernauer 2011; Pauktuutit 2014; Bowes-Lyon 2010; Kusugak and Roy 2015). They have found that:

- The Meadowbank mine has provided a number of **educational and employment opportunities** for local Inuit. 21% of mine and contract construction workers were local Inuit. This represented a total gain of 258 jobs for Inuit workers, 73% of whom were employed by the company directly. Gains in training and financial reward have been particularly impactful for Inuit women, who make up 60% of the workers at the Meadowbank mine.
- Meadowbank has also invested in employee training and mobility programs, with the goal of promoting Inuit from lower-skilled work to more skilled employment.
- Although progress is being made on employee retention, **retention issues** and employee **turnover** remains a significant issue at the Meadowbank mine.
- The opening of the Meadowbank mine has also resulted in the bolstering of other **local businesses**, contributing further gains in local employment.
- Employment at the mine has in some ways supported the **traditional economy**. Wages from mining, and mining related jobs, have facilitated investment in harvesting equipment and helped to offset transport costs. Mining wages have also offered sustenance for those who are unable to engage in harvesting or in instances where wildlife is scarce.
- Consultations held with the community of Baker Lake prior to Meadowbank's opening have been spoken of favorably by community residents. This demonstrates that the **engagement of Agnico-Eagle with the community** prior to mine development helped foster support for the Meadowbank mine and future mining projects in the area.
- While employment provided notable monetary gains, a **lack of financial literacy** contributed to an increased **strain on social relations** in the community. Financial gains were noted to have heightened **jealousy** and contributed to a greater sense of **isolation** and **class division** between families.
- The pressures of mine work have also been linked to negative impacts within **families**. **Alcohol consumption in Baker Lake more than doubled** from the time since the mine opened. In the same period the number of **domestic violence incidences reported to the RCMP increased by over 40%**.
- The increased **in-migration of employees** places a strain on mental health, medical, recreation infrastructure and services already struggling to provide adequate service the community. The impacts of this strain were felt most strongly by **Inuit women**.
- The **two-week-in two-week-out** work schedule was noted to have mixed impacts. Two weeks off often allowed workers to participate in harvesting activities. Employees, however, noted that time off did not always line up with the hunting season. One report noted a **decrease in harvesting** activities, with several elders noting that the mine had reduced the availability of hunters and a **decrease in people available** to perform community tasks.



- The two-week-in two-week-out schedule has also had notable impacts on family arrangements. It was noted that the mine work schedule placed a substantial **burden for childcare** on older siblings or grandparents who were either too young or too old to care for children. Consequently children were found to be lacking in supervision. This correlated to challenges with high truancy rates.
- Safe and reliable child care is a significant issue for many, and a barrier to maintaining employment. Many workers find themselves forced to leave their **children in unsafe homes** while they are working, and express concern about potential **physical and sexual abuse** while they are away.
- The jobs that have been provided by the mine were noted to have been primarily for **unskilled workers**. Furthermore, the jobs were more likely to be **temporary** and were seen to provide limited opportunities to move into semi or skilled positions. The **turnover rate** for Inuit labourers was also found to be very high. Agnico-Eagle has recently invested in employee retention and training programs that may be mitigating this issue.
- The male-centered culture of mine sites and isolated location of employment was noted as contributing to **sexual harassment** experienced by Inuit women, particularly among those working as cleaning staff.
- Cases of **sexual assault** were reported by Inuit women to have occurred at the mine site.
- The mine site operations at times came into friction with the communal and family-oriented **values** of Inuit culture. Mine work was noted to be competitive and hierarchical, and at times unsympathetic to the familial obligations of workers.
- A number of **labour infractions** were reported by Inuit workers, among them reported cases of female employees being dismissed for pregnancy.
- It is too soon to determine the long-term **environmental impacts** of Meadowbank and its impact on wildlife. Effective and ongoing monitoring, enforcement, and adaptive management are crucial in order to avoid and mitigate environmental damage.

The 2007 Socioeconomic Monitoring Report of the Jericho Mine (Kitikmeot Socioeconomic Monitoring Committee 2009) contains detailed information about the experiences of Kugluktukmiut and other Kitikmeot residents working at the mine, including experiences with fly-in/fly-out shift work, the pressures of mine work on families, income issues, alcohol and drug issues, employment after mine closure, economic development, and more. It is a valuable resource for developing supports for current and future mine workers and their families, as well as for understanding the long term impacts and benefits of resource development in the region.

Making decisions about mining in Nunavut

The case for mining

Today, it is argued that the negative patterns of past development have been recognized and mitigated, and that Inuit are now in a position to **substantially benefit** from mineral development. Inuit are now in charge of their own territory, Inuit are running the corporations that stand to benefit from partnerships with the mining industry, Inuit organizations are negotiating impact-benefit agreements that specify benefits in terms of jobs, joint ventures, and other commitments, and, for those with the training and interest, work in the mining sector offers significant benefits.

Mining is considered the greatest potential contributor to Nunavut's **Gross Domestic Product** (GDP). Mining expansion in the territory is projected to cause real GDP to increase by as much as 17%. **Royalties** collected on Crown Lands and Inuit Owned Lands are expected to be significant contributors to federal and land claims organization revenues, and Nunavut's **corporate income tax** revenue is expected to contribute to territorial wealth. The Government of Nunavut anticipates that mining could provide up to 1500 new jobs for Inuit and eventually account for 12% of the territorial workforce (Nunavut, Department of Economic Development and Transportation 2009), including work directly in mines but also in **secondary business creation**, particularly in construction and infrastructure development.

A number of Inuit Impact Benefit Agreements (**IIBAs**) have been signed in the Kitikmeot region. Through these agreements millions of dollars are anticipated to be contributed to communities through scholarships, donations, and infrastructure and community projects. IIBAs are further expected to contribute to the education and training of Inuit, as well as to the monitoring and data collection capacity of the region.

Proposed **infrastructure** projects, from both mining directly and IIBAs, present a variety of secondary benefits. Given the particular vulnerability of the region to the impacts of climate change, there exists the opportunity to leverage infrastructure projects to improve climate change adaptability. Furthermore, community members may benefit from direct infrastructure use, as new roads may facilitate access to hunting areas.

"It's important to balance those things ... growth with conservation, growth in a smart way, so that we don't lose all the benefits of living here. Seven more mines means a lot more jobs."

Do benefits outweigh impacts?

In spite of these important potential benefits, however, support for mineral development in Nunavut today hinges on whether or not Nunavummiut are convinced that the anticipated benefits of mining outweigh the anticipated risks and impacts. Indeed, one of the most pressing questions facing Kugluktukmiut as they evaluate proposed mines today is whether the **social, economic, and environmental risks** of mining really have changed in the decades since the historical mines were in operation, and whether the community is adequately prepared to take advantage of the possible benefits of mineral economies.



(Photo courtesy of David Ho)

Some Nunavummiut argue that the **territory is not adequately prepared** to take advantage of mineral development. They suggest that the institutions, regulations, and decision-making processes created through the Nunavut Land Claim Agreement (NLCA) and the creation of the territory of Nunavut do not ensure the kind of **control over development** and its impacts that negotiators sought to establish. Others note that the current socioeconomic, cultural, and political **struggles faced by communities** in Nunavut radically limit their capacity to benefit from mining and manage the negative impacts of development (Brubacher 2012; Kunuk 2012; Inutiq 2011; Nunavummiut Makitagunarningit 2012a).

“Are they going to be ready for that? ... Is the life they have now preparing them for what’s to come in the future? Are they going to be able to make it through high school? By the time they’re done are they going to be ready and are they going to have enough self-confidence and have that drive and ambition to succeed outside the school? Are they going to want to work in a mine?”

Specific measures required by a mining company or other stakeholder to mitigate the impacts of a proposed mine or enhance its benefits are usually identified in the environmental assessment phase of a project. For example, a mining company might be required to monitor the impact of the mine’s activities on a specific population of wildlife as a condition of approval to build and operate the mine. Nunavummiut have already observed a **lack of monitoring and enforcement** of commitments made through this phase of the decision-making process and expressed **concern that mines are approved in the territory regardless of community input** (Kunuk 2012; Nunavummiut Makitagunarningit 2012a).



Other commitments are made through the **Inuit Impact and Benefit Agreement** phase of mine development. For example, a mining company might agree to a specific hiring target for Inuit from surrounding communities, or to develop and offer various training programs to support Inuit access to skilled work at the mines. These agreements can offer significant benefits to Inuit. However, sections of IIBAs are often **confidential** (even to members of signing communities) and breaches in the agreement are not necessarily known to the public, and can be **difficult to enforce** without legal action.

Further challenges relate to assessing, managing, monitoring, and responding to the impact of **multiple projects** in a given region. Without **detailed baseline** studies

of environmental and socioeconomic conditions across the territory, which form the basis for meaningful **cumulative impact studies**, it is difficult to predict impacts on the region as a whole, particularly on wildlife and on socioeconomic conditions in communities. Furthermore, without reliable and consistent **monitoring** and associated **management** responses, negative and serious impacts can occur.

Governance challenges

The NLCA, and the organizations it established, has created unique governance structures with important implications for community-level participation in decision-making processes. Several studies have examined the structure of institutions governing resource extraction in Nunavut and the capacity for Inuit to meaningfully impact decision-making about proposed mines (Bernauer 2011; Bowman 2011; Kulchyski and Bernauer 2014; Gladstone and Abele 2013; Price 2007; Nunavummiut Makitaganarningit 2012b). They have found that:

- The NLCA, while providing a number of checks and balances through the creation of co-management boards, has placed control of resource extraction most firmly with NTI and the Regional Inuit Associations (RIAs) and the federal government. This has created a complex governance structure and has raised concerns among some Nunavummiut that decision-making processes are not sufficiently democratic and lack input from local communities.
- Concerns have been raised that, because of the resource governance and land ownership structure in Nunavut, the territorial government receives very little direct revenue from resource extraction, but it is responsible for delivering core services in health, education, social services, housing, and other crucial components of community life.

- Operating as corporations, NTI and the RIAs face great pressures to create favorable conditions for investment in order to ensure their own economic viability. It has been suggested that the corporate structure of these organizations may inhibit opposition to extraction projects. In particular, it has been argued that the profit seeking structure of NTI and the RIAs poorly positions them to represent the interests of the traditional economy. They have been critiqued for their contradictory position advocating for harvesting practices, while also promoting mining operations that may endanger long term wildlife sustainability.
- Environmental impact assessment (EIA) processes are conducted by the Nunavut Impact Review Board, created through the NLCA. EIA hearings are one of the primary means through which communities learn about and provide input into the assessment of proposed mines. Concerns have been raised by Nunavummiut about the efficacy of this process, and about their capacity to impact final decisions about resource development.
- Concerns have been raised that a Kitikmeot Land Use Plan has not yet been implemented, limiting the capacity to make decisions about resource development on a regional scale.

Concerns specific to uranium

In 2011, a series of public meetings were held in Nunavut about uranium mining. Historically, Inuit were firmly opposed to uranium mining in the territory, and a position against uranium development was included in the NLCA. In recent years, NTI and the Kivalliq Inuit Association (KivIA) have changed their position on uranium development, as they consider opening a major uranium mining corridor in the Kivalliq region. At hearings held across the territory regarding uranium development, Inuit expressed the following views on this (Brubacher 2011):

- Concerns were expressed regarding the risks of radiation associated with uranium mining and how sites would be dealt with upon mine closure.
- Noting the particular environmental conditions of Nunavut, participants expressed concern of possible contamination of water in permafrost, and the potential for contaminants to be transported through dust blown off open-pit mine sites.
- The impacts that uranium mining would have on caribou and other wildlife were also raised. Community members commented on the impacts of the Meadowbank mine on caribou behaviours.
- A strong need for employment and ways to provide for future generations was noted by community members. Concerns about uranium mining, however, highlighted that mining less dangerous material might provide needed jobs and that alternatives to mining should be explored for economic development plans.
- The forum also highlighted the problematic nature of the consultation process itself. Community members expressed concern that forum panel experts were predominantly representative from industry and that the forum lacked substantive information regarding the risks of uranium mining. The background report provided to the public was written by the same firm hired to complete the Environmental Impact Assessment of the mine, and thus was perceived by some to be in a conflict of interest. Community members requested clearer information on both the risks and benefits of uranium mining and decision-making procedures. It was noted that this information should come from more balanced sources.

- Some participants expressed a lack of confidence in regulators' capacity to protect community and the environment.
- Some participants expressed concern that poverty and social suffering in communities is driving support for mines, even in the face of major concerns about negative social, economic, cultural, and environmental impacts.
- Greater involvement from youth in consultation processes was suggested, as were different formats of engaging in public participation in decision-making processes such as a plebiscite.

What works: positive experiences and success stories

There are few studies documenting net positive impacts of mineral development on communities, and/or determining the success of measures introduced to mitigate known risks.

However, a number of initiatives are underway across the North that may provide important models for the Kitikmeot region.

The Mine Training Society (MTS) in the NWT has been a key actor in preparing Indigenous northerners for long term work in the mining sector. MTS coordinates a range of training programs, assists with job placement, provides mentoring and job coaching, facilitates the removal of barriers to employment (such as criminal records), and is a key partner in ensuring benefits to communities from mineral development.

(Mary River mine, photo courtesy of baffinland.com)



At both the Meadowbank and Mary River mine sites Agnico-Eagle and Baffinland have provided space for Inuit workers to prepare country foods. Both have space in mine-site kitchens for employees to store and prepare foods that are harvested by employees on their time off. The Meadowbank mine has also provided access to soapstone carving equipment and space to carve (Cater 2013). This has helped maintain connections among Inuit employees to traditional practices, and has also provided an additional source of revenue through the sale of carvings to Southern workers on site.

An employee recruitment and retention program has also been launched at Meadowbank, with a focus on work readiness programs in communities and skill development and training opportunities for existing employees. Family support and counselling programs are also identified as important for retention and well-being of employees (Kusugak and Roy 2015).

Other measures that may positively impact mine employees and their families include:

- Work schedules and employment conditions that support traditional activities and family obligations;
- Additional health and wellness services provided by mining operation to alleviate strains on local resources;
- Alcohol and drug education programming for employees;
- Counselling services for employees and their families;
- Financial literacy training and support for employees and their families.

The Qikiqtani Inuit Association (QIA) has made efforts to ensure transparency around the content of the IIBA they negotiated in relation to the Mary River mine, as well as to provide regular updates to beneficiaries about implementation, grievance procedures, and available benefits (Akesuk 2015).

7.3 Knowledge Gaps

There are significant knowledge gaps remaining with respect to planning for resource development in Nunavut and in Kugluktuk in particular.

The most significant gap is around **cumulative impacts**. Although major development projects in Nunavut are required to assess the cumulative impact of their project as part of the NIRB process, it is difficult for a single proponent to assess regional-level impacts of multiple mines over a given time horizon. To date, there have been no comprehensive studies assessing the overall cumulative environmental and socioeconomic effects of multiple mines in the Kitikmeot region. Moreover, the effect of major **transportation infrastructure** (such as the network of roads and the port proposed as part of the BIPR project) on **wildlife**, particularly caribou, remains unclear. An independent, comprehensive study of the cumulative effects of these developments is essential in order for communities and regions to make informed decisions about proposed developments.

There is relatively little research **documenting long term, successful, sustainable mineral development** that meets the needs of communities adjacent to mine sites.

Many of the issues facing the community originate outside of the community, and/or are determined by policies, regulations, and decision-making structures over which Kugluktukmiut have no formal **jurisdiction**. For example, concerns about health, education, and housing are significant in the community, but these are governed primarily at the territorial level. Concerns about a lack of spending on public infrastructure and **lack of federal transfer** of revenues from mining to the territorial and community level are also largely beyond the influence of the community. Concerns about **resource governance** in Nunavut are also shaped by policies and practices determined largely outside of the community. Some Kugluktukmiut are active in these realms (the current Premier of Nunavut, for example, is Peter Taptuna, a resident of Kugluktuk), and there are opportunities to access and influence decision-making outside the community.

"My family has always been a traditional family. We do lots of hunting and what not. If say five, ten mines pop up just around Kugluktuk then how is that going to be affected? Will we be able to have clean drinking water? Or clean fish? Or healthy caribou? Or will the air be polluted?"



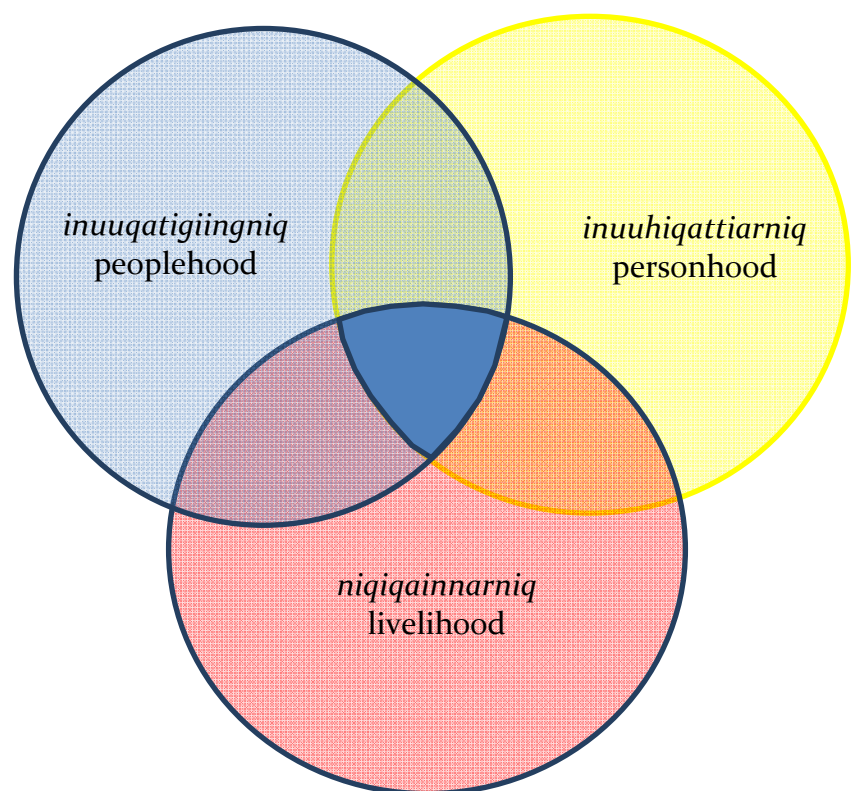


Community Readiness Assessment

8.1 An Inuit Approach to Well-Being

Typically, the elements of social, economic, and cultural life that are valued by a community are assessed and categorized according to “valued socioeconomic components” or VSECs. This is the standard approach in many settings, including various assessment processes in Nunavut, such as the assessment of socioeconomic impacts of proposed mines through the Nunavut Impact Review Board (NIRB).

For the Kugluktuk CRI, the team determined that it was more appropriate to assess what matters to Kugluktukmiut by drawing on **Inuit frameworks of personal, community, and cultural well-being**. We ground our understanding of what matters to Kugluktukmiut in the *inuuqatigiingniq*, *inuuhigattiarniq*, and *niqiqainnarniq* (peoplehood, personhood, livelihood) model articulated by Janet Tamalik McGrath (2011)¹⁰. Developed in conversation with the late, highly respected elder Aupilaarjuk, McGrath explains that well-being, in an Inuit framework, is based on the interrelation of collective and individual well-being, and grounded in collective and individual capacities to provide food and livelihood. **Peoplehood, personhood, and livelihood** are interdependent: all must be strong and valued for overall well-being.



¹⁰*Inuuqatigiingniq*, *inuuhigattiarniq*, and *niqiqainnarniq* are expressed here in Inuinnaqtun. In McGrath’s work, they are expressed in Rankin Inuktitut dialect.

It is essential to note that *niqiqainnarniq* (livelihood) is **not reducible to either waged work or the ability to eat** (*niqiqainnarniq* translates as “always having meat”). Although food is, of course, of fundamental importance to well-being, and waged work plays an important role in Inuit capacities to provide their families with food, *niqiqainnarniq* is not reducible to an ability to buy food or secure food from the land. Rather, it refers to cherished **skills, relationships, and practices** that **build individual and collective well-being** overall. What matters about “always having meat” is not just that people have their nutritional needs met, but rather that people are grounded in the skills and relationships that enable them to contribute to their community, provide for themselves and others, practice skills, nurture relationships with the land, and promote overall social, cultural, and economic well-being.

McGrath notes the resonance between “Aupilaarjuk’s triad” of *inuuqatigiingniq*, *inuuhigattiarniq*, and *niqiqainnarniq* and the **IQ Task Force’s** emphasis on the foundational importance of four primary relationships: relationship with the land, with family, with inner spirit, and with social grouping (IQ Task Force, 2002). The two models are compatible and both underpin the Kugluktuk CRI’s overall approach to assessing and characterizing the well-being of Kugluktukmiut.

What difference does it make to assess well-being in this way? Community members emphasized the importance of ensuring that the Kugluktuk CRI process draws, as much as possible, on **Inuit frameworks** of knowledge and practice. This is especially important given the focus of the CRI process on mineral development, and the expectation that a series of mines will be proposed in the Kitikmeot region over the next five to ten years. When Kugluktukmiut speak about their fears about the environmental impacts of large scale industrial resource development, it is common, in Qablunaaq (non-Inuit) frameworks, to understand this as a concern about ecology, or perhaps about food security. But within Inuit frameworks, it is clear that what is at stake in discussions of the land is **not just ecological integrity**, but also a fundamental set of **relationships** that enable social, cultural, economic, physical, spiritual, and collective well-being.

Within the *inuuqatigiingniq*, *inuuhigattiarniq*, and *niqiqainnarniq* model, the **interdependence of the land, the people, and the individual** is made clear. Expressions of concern about the environmental impacts of mines and the importance of ensuring jobs can be understood as two sides of the same, broader concern for community and individual well-being, and an expression of the interdependence of land and people. If a proposed mine threatens to undermine essential components of individual and collective well-being (including the ecological integrity of the land, support for inter-generational learning and relationships, and support for family well-being), then the desired effects of jobs will not be felt. As Aupilaarjuk made clear, earning and spending **money** is now a very important component of life in Inuit communities but it **does not alone guarantee well-being**.

The following discussion of what matters to Kugluktukmiut was developed through extensive interviews, focus groups, and meetings in the community, through consultation of previous reports and studies conducted in Kugluktuk, through consultation with academic, government, and non-profit reports, and through consultation with the CRI Advisory Committee and Project Coordinator.



8.2 What Matters to Kugluktukmiut: Components of Wellness

Land and Environment

A healthy, vibrant environment is essential to well-being among Kugluktukmiut. It is ranked as the **number one concern** about mining in the region, and was raised in every focus group and meeting as a valued component of life in Kugluktuk. Kugluktukmiut value the land as a source of **spiritual and cultural well-being**, as a source of country **food**, as a place to build **relationships** and **skills**, and as a crucial component of Inuit life. As such, a top priority for Kugluktukmiut of all ages is to **prevent damage to the land** and to wildlife in particular, to **protect the water** and marine **wildlife** from pollution, and to **support meaningful access** to the land for all community members.

Strengths	Weaknesses
<ul style="list-style-type: none"> • The land and environment is one of the most highly valued aspects of life in Kugluktuk • Terrestrial wildlife (caribou, muskox, grizzly bears, wolverine, various birds, etc.) and marine wildlife (seal, fish, etc.) remain healthy and accessible to hunters • More than 85% of adult Inuit spent time hunting, fishing, or gathering last year, and 26% describe themselves as “active” harvesters (2014 KHS data) • 55% of Kugluktukmiut feel very or somewhat satisfied with their ability to spend as much time on the land as they would like to (2014 KHS data) • The land is a key source of knowledge and skill development, especially important for young men • Key source of mental and physical health • Key source of inter-generational relationships • Key source of cultural and spiritual development • Key source of food. 78% are satisfied with their access to country food (2014 KHS data) • Hunter support program and community food-sharing sources of support and strength (although some concern about how these are used) • Wildlife Office and HTO staffed by/governed by strong hunters 	<ul style="list-style-type: none"> • Impact on land and environment is one of the top concerns about mineral development, but many feel that protections are not sufficient • Climate-related fluctuations in wildlife populations and travel conditions diminish access to land and increase risks • Pollution and disruption to wildlife caused by mineral development impact wildlife populations, migration routes, overall ecological integrity • Some Kugluktukmiut have no access to land, for financial, social, or other reasons. 45% of adult Inuit feel dissatisfied with their ability to spend time on the land, with especially high rates of dissatisfaction among men aged 30-44 and women aged 18-59 (2014 KHS data) • Although the majority of Kugluktukmiut are satisfied with their ability to eat as much country food as they would like to, over 20% are somewhat or very dissatisfied, with the most dissatisfaction among women and men aged 30-44 (2014 KHS data)



"[The elders] are concerned about the wildlife and the water and everything that's there. Because, you know, the animals that we eat and what they eat from the ground, it worries the people. And the lakes. Like, if they spill anything in the lakes or on the ground, that's the thing that they're most worried about. "

Social Relations

Healthy and positive social relations are essential to community well-being. This includes good **relationships between generations**, which is emphasized by Kugluktukmiut as both as sign of well-being and a source of well-being. Positive social relations also include **sharing** meat, providing **assistance** to each other, and **volunteering**. Signs of strained social relations include **property crime and violent crime**, lack of **respect for elders**, **bullying**, low **voter turnout**, and significant numbers of community members who **lack connection** and relationships with others. Kugluktukmiut emphasize the importance of **social services** and supports in ensuring community well-being, including programs and services that emphasize the development of positive community relationships. For example, many Kugluktukmiut identify the Ilavut Center as a source of community strength, and note that its reintegration programs are a model for community-building more generally. Inter-generational and community involvement in the well-being of **children** is also central to Inuit society and frameworks of overall well-being.

Strengths	Weaknesses
<ul style="list-style-type: none"> • High rates of volunteerism among some community members, especially among women aged 30+ and among men aged 45-60 • Women's group, elders' center, youth center, volunteer firefighters, search and rescue, Rangers, and other social groups provide essential social support and opportunities to nurture relationships • Elders highly respected and valued • Good turnout for community feasts, Frolics, and other community celebrations • Ilavut Center an important means of reintegrating offenders into community, building relationships, addressing historical and personal trauma • Crime rates are high, but they are reported to be significantly lower during times when there are tight controls on alcohol • Strong value placed on well-being of children; tradition of community involvement in teaching and nurturing children 	<ul style="list-style-type: none"> • Volunteerism and community support work heavily clustered among a small group of people • "Pillars of strength" in the community are often over-stretched and carrying a heavy emotional, financial, and social burden • Men have fewer social ties and supports (although a men's group formed as part of the CRI process, and is committed to addressing this issue) • Significant number of community-members are socially isolated, engaged in forms of self-medication (substance abuse, gambling), especially men aged 20-44 (2014 KHS data) • Kugluktuk has one of the highest crime rates in Nunavut, particularly in violent crime and property crime • Kugluktukmiut are concerned about the impacts of mines on alcohol and drug use, family relations, gambling, corruption, crime, and overall community social relations, especially their impact on women and children (2014 KHS data) • Indicators of child well-being are strained in Nunavut, including nutritional status, health status, child sexual abuse rates, emotional strain, and overall rate of adverse childhood experiences



"Back in the day when kids or someone in the community got in trouble, then the community worked together, especially the elders, to discipline that person. And now they don't feel like they have that role anymore, and the RCMP and the justice system has that role, but you know, it was better back in the day."



Physical and Mental Health and Wellness

Community health and wellness rests on good **individual** physical and mental health, but also requires supports for health and **well-being as families and as a people**. Kugluktukmiut are grappling with a **lack of access** to physical and mental health services, in the context of **inter-generational trauma**, colonization, and resulting impacts on overall social and cultural well-being. The relatively high levels of satisfaction that community members report regarding their physical and mental health are a testament to the **resilience and strength** of the community, and the high value placed on being positive and strong in the face of suffering. But, signs of individual and collective suffering are evident and significant, and require attention in order to support overall community well-being. **Food security** is a key indicator of overall well-being, given its importance in physical health but also its connection with overall cultural, economic, and environmental wellness. The well-being of **children and youth** is of particular urgency, given the importance of early childhood and overall childhood experiences in the long term health of the community.

Strengths	Weaknesses
<ul style="list-style-type: none">• Family relationships are a source of strength for many and promote good mental health• Those with reliable access to the land also report this as a significant strength in ensuring good mental health• 63% of adult Inuit feel they have very good or excellent physical health, and over 80% feel they have very good or excellent mental health. Men aged 40-59 report the highest levels of satisfaction with their health (2014 KHS data)• For many people, alcohol use is not as significant as it used to be, and the community has taken positive steps to address its impacts on individuals, families, and the community overall• There is a community fitness facility, the Complex, and other athletic opportunities available• Inter-generational relationships are a source of strength for overall well-being• 78% of adult Inuit report satisfaction with their ability to eat country food (KHS)	<ul style="list-style-type: none">• Only one adult mental health worker• No child or youth mental health worker• Lack of access to medical specialists (dentist, optometrist, prenatal care, psychiatry, etc.)• Approximately 50% of adult Inuit report dissatisfaction with health services available to them; and 43% are dissatisfied with mental health services available (2014 KHS data)• Lack of counselling services• Shortage of nurses• No men’s shelter; women’s shelter often at capacity• Many homes are food insecure. Only 28.3% of adult Inuit report that they always have enough food before each payday, and almost 40% report that they sometimes or almost never have enough food. This is especially significant for children’s health, but is also significant among elders, who have some of the highest rates of food insecurity in the community (among men aged 60+, for example, 54% report sometimes or never having enough food each month) (2014 KHS data)• High rates of suicide• High rates of marijuana use (2014 KHS data)• Extremely high food prices, especially for healthy, fresh foods

Education and Training

Kugluktukmiut value the forms of education and training available through the **school system** as well as through **relationships with the land and each other**. The community values and celebrates accomplishment within elementary, secondary, and post-secondary school systems, and many would like to see improvements to the school system as well as school **attendance** and **drop-out rates**. But Kugluktukmiut also value the knowledge and skills that are developed on the land, including learning how to make decisions, how to contribute to family and community, how to be wise and courageous, how to be ethical and respectful, and how to take care of self, others, and the land. A healthy Kugluktuk includes strong educational and training opportunities at all levels, including **support and access to land**.

"Nowadays you see our young people, there's so much of that drug thing going around ... We really want to figure out a way to help, to help our community to stay healthy, because some days it's really hard."

Strengths	Weaknesses
<ul style="list-style-type: none"> • Many families providing on-the-land experience and training to their extended families • Pre-trades program a great strength in the high school • Lower truancy rates than many Nunavut communities • Mentors and role models available in the community who have both academic and land-based skills and accomplishments • Strong support for improvements to education system particularly in relation to preparing students for jobs available in the mining sector • Strong support for a diverse and comprehensive educational system (not just focused on mining) 	<ul style="list-style-type: none"> • High drop-out rates from high school. In 2006 the high school graduation rate in Kugluktuk was 27%, Nunavut's was 38.1% and the national average 78.3%. • Post-secondary education options are almost entirely outside community and territory, forcing people to leave to pursue education • Difficult for community members to pass entrance exams for trades education • Many do not have access to the land or positive relationships with community members that can pass on essential knowledge and skills • Many of the factors determining quality and availability of education and training opportunities in town are determined at territorial or federal levels

Employment and Economic Activity

Employment and economic activity is crucial for the well-being of the community. This includes not just the **financial benefits** that come with employment and business activity, but also the **satisfaction and pride** that comes from a viable livelihood. Some families are doing very well economically, and young people who pursue education and training opportunities have a number of options for work in the community, as well as within the territory. However, a significant number of families rely on **income support** for their material needs, and are unable to find and maintain employment. There is a **lack of jobs** available in the community and **lack of skills and training** among Kugluktukmiut to take up skilled work in the mining sector and beyond. Some **local businesses** are doing very well, but others report significant barriers to establishing and maintaining businesses in town.

Strengths	Weaknesses
<ul style="list-style-type: none"> • A small number of local businesses but many are doing well • Small, locally-owned tourism companies doing well; opportunity to use land skills • ED&T and other GN departments, KIA, provide support for small businesses • Various GN departments, KIA, and Hamlet a source of employment for some; also Northern and Co-op, local businesses • Carving and sewing a limited but important source of income for many community members: almost 30% of adult Inuit report producing carvings, sewings, and other arts and crafts for sale last year (2014 KHS data) 	<ul style="list-style-type: none"> • Prohibitive start-up costs for many businesses • Lack of local financing options • 26% of adult Inuit consider themselves to be living in poverty (2014 KHS data) • 72.7% of Inuit in Kugluktuk reported making less than \$20,000 in 2013 (2014 KHS data) • 43.5% of adult Inuit received income support in the past year, including more than 2/3 of Inuit aged 18-29 (2014 KHS data) • The community's unemployment rate was 30.9% in the 2011 Census. This rate is comparable to the territorial average, but substantially higher than the Canadian average. • Underemployment is also an issue: many people with appropriate skills and training cannot find work in town. But, there is also an overall skills shortage in the community, and many skilled jobs are filled by non-Inuit from the south • Lack of business, entrepreneurial, and financial training • Lack of money-management skills • Lack of enforcement of local-purchasing regulations • Criminal records prohibit many community members from pursuing employment • There may be a disincentive to finish high school, in that many local jobs do not require high school completion (such as driving the sewage truck, working at the Northern, etc.). However, it is also important that community members without high school educations have access to paid work.

"Whether it's substance abuse or cards, I find that some children are not getting the sleep that they need, so they don't go to school. Their family is not big on education because of what happened to some of them. So, it makes it harder for them to enforce their children going to school and if they do go to school they get picked on because they haven't been going, they can't read, they can't write, and... they just quit school."

"You need a Grade 12, you need a clear criminal record history. University or college is preferable, sometimes it's required. And that's just not the reality of where Kugluktukmiut are right now. There are a handful of people who have gone to university or college and then there are the graduates and then there's everybody else. So, that can be discouraging if you're looking for work and you can't apply because your education doesn't match what they're looking for. But there are people that are really skilled, that could probably do the job better than someone who has a Grade 12 or a college certificate or diploma."



Community Services and Infrastructure

Services and infrastructure are crucial for the overall well-being of a community. The majority of **housing** in Kugluktuk is social housing, and although there are some newer and high quality units in town, there are also major issues around **overcrowding**, **poor quality** housing, and **lack of access** to housing. The community has a **daycare** that serves a relatively small but satisfied group of people in town. The community has steadily invested in spaces to support **meetings** and other gatherings, including a new **youth centre** and the recently completed **Ulu building**, which will house community culture and heritage functions, as well as provide community meeting spaces.

Strengths	Weaknesses
<ul style="list-style-type: none">• Meeting and gathering spaces available for elders, youth, and other community groups• Daycare is working well for some families (but overall, most families do not have access to affordable childcare)• Newer, well-maintained housing units are being built, and are an important source of stability for families that have access to them• Ulu building will provide new space for heritage and culture, elders, etc.	<ul style="list-style-type: none">• Overall relatively poor stock and quality of housing (overcrowding, majority of social housing units in need of renovation). In 2011, 46% of houses were found to be below housing standards, 34% of which was due to overcrowding.• Lack of housing and long-term care for elders• Social housing allocation process forces single individuals without children into undesirable housing arrangements (especially significant for young men)• Affordable childcare is not available to everyone. Many families must choose between paid work and caring for children• Impact-benefit agreements (IBAs) one of the only sources of collective financial benefit from mining in the community, as royalties and other profits from mining flow to organizations without a direct mandate to fund public infrastructure in the community

"It's crushing [not having access to housing]. Probably bigger than I realize, far bigger than I realize. Houses are small too, some of them. Like, I can imagine about ten people living in a small three-bedroom house."



Cultural and Spiritual Well-Being

Cultural and spiritual well-being is connected to all the other elements of wellness in Kugluktuk; it is inextricable from a **healthy environment**, overall **socioeconomic well-being**, overall **physical and mental health**, and the community's sense of **self-determination**. However, Kugluktukmiut point to specific activities, practices, and elements of life in the community that support their cultural and spiritual wellness. These include access to and relationships with the **land**, overall vibrancy of **cultural knowledge and practices** (including language, hunting and harvesting, sewing, and other practices), having a **sense of purpose** and worth, and the support found through participation in **churches**.

Strengths	Weaknesses
<ul style="list-style-type: none"> • Over 30% of Inuit report being able to speak, read, and write Inuinnaqtun very well or relatively well (2014 KHS data) • Inuinnaqtun immersion has been introduced to the elementary school system, and is a source of pride in the community • Churches are well supported and valued by community • High levels of pride in Inuit culture • For those who have access, the land is a very strong source of spiritual wellness • Elders are cherished members of the community and important sources of cultural and spiritual guidance 	<ul style="list-style-type: none"> • Over 60% of Inuit do not feel they can speak, read, or write Inuinnaqtun. Not surprisingly, ability corresponds with age, as younger Inuit report much lower levels of competency than older community members (2014 KHS data) • Prohibitive costs of hunting and travel equipment makes the land inaccessible to many community members • Lack of funding for local art and sewing activities • Those without paid work or access to the land feel disconnected, unable to contribute to the community, become isolated and can engage in destructive patterns • Struggles around suicide, intergenerational trauma, substance use, physical and sexual abuse, and other traumatic experiences place a profound strain on overall cultural and spiritual wellness in the community • Many express feeling torn between traditional Inuit values and ways of life, and the pressures of life in communities today • Elder abuse diminishes overall cultural and spiritual well-being

"I think that the community itself is extremely friendly, and also very traditional culturally, in terms of, you know, sewing and sharing, and all those strong traditions are pretty good here, in Kugluktuk. I would really hate for them to ever get lost. 'Cause they're such an important part of who we are."

Self-Determination

It is not incidental that the *inuuqatigiingniq*, *inuuhigattiarniq*, *niqiqainnarniq* model places “*inuuqatigiingniq*” (“being together” or **peoplehood**) before individual personhood and livelihood. Within Inuit frameworks of being-knowing-doing-accounting, relationships are fundamental, and a person’s wellness and place in the world is inextricable from the overall wellness of their family, community, and people. Within classic VSEC models, the term “fate control” is used to express a person’s sense of being able to control their future, and exercise agency over the way their lives unfold. The Kugluktuk CRI team determined that “self-determination” as both a people and as individuals better reflects what is at stake in the community in terms of relationships with an uncertain future. Nunavut is a territory shaped by both **colonial intervention and institutions**, and by **generations of Inuit relationships with the land and each other**, and the ability to exercise control over the future must be understood in relation to **Inuit values** as well as the various governance structures that shape decision-making in the community. In other words, peoples’ sense of control over their fate is shaped by forces and structures outside of the community, over which they have very little control, but is also shaped by a very strong sense of being Inuit, with a **responsibility** to ensure that life remains viable for future generations. Kugluktukmiut very much want to ensure a **vibrant future** for their young people, and are confronting challenges in that regard. Moreover, for many Inuit, securing individual wellness and control over the future is not sufficient for overall community well-being. Although Inuit greatly value individual decision-making and the exercise of individual wisdom in a particular situation, contributing to the **wellness of one’s family and people** is also highly valued.



“That’s the most important, I want my kids to be able to go hunting. Still be able to use the land, for his grandkids and everything.”

Strengths	Weaknesses
<ul style="list-style-type: none"> • Settling the Nunavut Land Claim and establishing the territory of Nunavut are a source of pride in Kugluktuk (although these have not resolved some of the pressures facing the community) • The Premier of Nunavut, Peter Taptuna, is from Kugluktuk • Inuit hold surface and subsurface rights over a substantial portion of the mineral-rich lands in the Kitikmeot region, and beneficiaries are in a position to benefit from mining on those lands • Kugluktuk has more experience with resource extraction than many communities in Nunavut, and many community members feel positive about the possible benefits it will bring 	<ul style="list-style-type: none"> • Many community members report dissatisfaction and concern about the capacity for Nunavut’s environmental, land use and impact assessment institutions to protect the land from the impacts of mining • Climate change threatens to destabilize established patterns in the region, with impacts on land and sea ice travel, harvesting, and wildlife, but also with major impacts on shipping and resource development patterns • Struggles with social, economic, and political well-being leave communities vulnerable to the promises of mineral development, some of which may not materialize • Adult Inuit are split over whether they think the community is adequately prepared to deal with resource development (36.5% say yes, 34.4% say no, with the remaining saying they don’t know). Many people feel torn within themselves about the promises and risks of mining. It is difficult to address this through formal hearings about proposed mines, which tend to encourage people to take a position “for” or “against” a development (2014 KHS data) • Many of the changes required to ensure the community benefits from resource extraction are out of the community’s control: they require substantial investment, restructuring, and/or changes in policy at the regional, territorial, or federal level. • Many of the factors that will impact resource development patterns in the region are also outside the community’s control, including fluctuations in commodity prices and investment patterns, industry priorities, climate change, and geopolitical shifts in the Arctic

8.3 How Are Specific Groups of Kugluktukmiut Doing? Profile of Community Cohorts

One of the defining features of Inuit society in recent decades has been the **mix of cultural continuity and cultural change** that has occurred during a period of rapid and profound social and economic transformation. If one considers Inuit society as it was 70 years ago (at the end of World War II) and how Kugluktuk is as a community today, it is clear that the strengths inherent in Inuit social relations have played a critical role in ensuring the survival of Kugluktukmiut as a **resilient** people who are optimistic about their future.

The speed and the intensity of the social transformation that has taken place has resulted in the lives of **younger members** of the community being quite different, in many ways, from the lives that have been lived – and are still being lived – by **older members** of the community. This transformation has also been a **gendered** one – Inuit women have experienced the transformation in ways which are somewhat different than the ways in which men have. In understanding “what matters to Kugluktukmiut” we have tried to neither overstate these differences nor to understate them. Processes of cultural continuity and cultural change are **complex**, and there is so **much which binds the generations together**.

“There’s a lot of volunteers here too. People do volunteer their time to have activities and classes. Like they have sewing class and sewing groups, volunteer efforts.”

Kugluktuk has strengths and weaknesses, opportunities and threats that affect the entire community. But, **not all people have access to the same supports and sources of strength**, and **not all people are affected in the same way** by the same challenges and struggles in the community. Similarly, **not all Kugluktukmiut are positioned equally** to take advantage of the opportunities that mineral development might bring, and some are **more vulnerable than others** to the threats that mineral development may pose.

Many Kugluktukmiut observe that the generation of **elders** that **grew up on the land** is equipped with skills and knowledge that have been sources of strength in their life. Those who went to **residential school** have faced struggles that have shaped their lives, individually and collectively, as well as the lives of their children and grandchildren. Their relationship with and use of the land has been a great source of strength and support.

And, as the data from the Kugluktuk Household Survey shows quite clearly, the **land remains of critical importance to young Kugluktukmiut**. Not all young people in the community have the level of knowledge that their elders do, but many have succeeded in becoming very competent hunters. The ability to obtain food from the land is still a great **source of pride** to the community, to families, and to the young people themselves.



"Ever since those mines started to get bigger the caribou are starting to go farther and farther."

When discussions about possible development scenarios take place, newcomers to Nunavut sometimes expect that younger people will focus almost entirely on the potential for **jobs** and that older people will focus almost entirely on the need to **protect the environment** – especially wildlife. But in Kugluktuk as in other Nunavut communities, community meetings have seen young people speaking powerfully about the need to ensure environmental sustainability – and older people reflecting on the need for employment opportunities for their children and their grandchildren.

To do justice to these nuances and complexities, the CRI team determined that a community readiness process would be most effective and useful to Kugluktukmiut and other stakeholders if it painted **as detailed a picture as possible of the variations within the community**, and identified specific groups that would benefit from specific supports or priorities. Below, we characterize a **series of “cohorts” within the community, by age and sex**. The cohorts were defined and the associated recommendations were developed through consultation with the CRI Coordinator and community leaders, consultation of the academic and grey literature, analysis of the focus group and interview data, and through knowledge of the history of colonization in the region.

These groups are not internally uniform. There is of course a wide range of experiences, strengths, and challenges faced by individuals within each group. But, there are also age-related patterns within the community, which are related to specific historical events and experiences that have shaped social, cultural, and personal well-being in the community.

Children 0-12

Key Features:	Kugluktuk is a very young community, with approx. 300 children between the ages of 0 and 12.
Challenges:	Many children in Kugluktuk live in stable households and have all their basic needs met. Some children experience food insecurity, parental substance abuse and/or violence, and/or neglect – being left alone or in the care of older siblings for long periods of time. And as in any community, some children have developmental delays and require extra support.
Resources:	Kugluktuk already has an impressive array of programs, services and activities for children: a pre-natal program, Moms & Tots, Cubs/Brownies/Girl Guides, 5-12 hockey, etc.
Recommendations:	<p>As a community, Kugluktuk should strengthen its efforts to improve the socio-emotional well-being of children. There is no better way to ensure a brighter future than to invest in the well-being of children – especially those who are at greatest risk of abuse and neglect. This can be a sensitive and difficult undertaking in a small community, but Kugluktuk has already made considerable progress in this regard.</p> <p>Kugluktuk already has one of Nunavut's lower school truancy rates, and the schools are a source of pride for the community. Why not strive towards zero school truancy? Every child, every day. Families that don't manage to get their kids to school are likely to be families that could benefit from support and/or intervention. A review of where children living in food-insecure homes obtain their nutrition could help improve their ability to obtain food at school, or at other points in the community.</p> <p>After-school programming is particularly helpful, and could be further supported.</p> <p>The community could consider developing more programs specifically geared towards young boys who are less interested in sports – e.g. music lessons, Boy Scouts, etc.</p> <p>The community could try to strengthen its foster care network by asking existing foster parents what training and support they would benefit from, and by seeking to identify possible new foster parents.</p>



Youth 13-19	
Key Features:	The teenage years are as critical for the well-being of individuals, families and the community as a whole. Succeeding in school and transitioning to the labour market are major challenges for many youth in Kugluktuk
Challenges:	<p>While more and more teenagers in Kugluktuk are graduating from high school, many teenagers struggle to do well in school. Too many drop out. Lack of support at home and bullying outside the home are often mentioned as determining factors.</p> <p>Some youth are not interested in the activities available to them (particularly youth not into sports), and others are burdened by problems at home and relationships.</p> <p>The Kugluktuk Community Survey did not interview youth younger than 18, so we do not know with certainty when substance abuse begins or at what rate it occurs among youth. Our sense, however, is that marijuana use has become widespread among teenagers in the community.</p>
Resources:	There are many programs, services and activities for youth who wish to take part in them, including a new Youth Centre, a very successful pre-trades program in the high school, and various sports and community leadership activities. Beyond high school there are many opportunities to students who have succeeded to that point. A young person who has graduated from high school has many prospects they can pursue.
Recommendations:	<p>As a community, Kugluktuk should continue to strengthen its efforts to improve the socio-emotional well-being of youth who are not attending (or succeeding at) school. Home supports are critically important, and the community has done much to support youth outside the home environment. Bullying is a problem for many young people in the community as it is across Nunavut.</p> <p>In a non-moralistic manner, the community could strive to inform youth about the dangers of early marijuana use. Kugluktuk is admired by many communities for the progress it has made on addressing alcohol-related problems; it could also become a leader in regards to marijuana-related problems.</p>

Men 20-29

Key Features:	<p>Many young men in Kugluktuk are happy with what they have accomplished. Many have succeeded in secondary and post-secondary education, many have jobs, many hunt and bring back country food to their families. Others have not yet reached the kind of life satisfaction they would like.</p> <p>As is the case across Nunavut, a trend can be seen where there are increasingly 'haves' and 'have nots' in the community. The key factor between the two groups is often education, and the key factor behind success in education is often home life/support as a child.</p>
Challenges:	<p>Kugluktuk is lacking in jobs, social housing, educational opportunities and recreational opportunities.</p> <p>Intergenerational trauma has placed a significant burden on many young men in Kugluktuk, sometimes resulting in serious mental health problems. There are limited resources to address trauma in the community.</p> <p>Self-medication with marijuana is common.</p>
Resources:	<p>Younger men are viewed as having a greater degree of openness about discussing their problems, and often receive support from family members and the rest of the community when they do.</p> <p>The land, and everything it means and offers, is an important resource to many young men.</p>
Recommendations:	<p>As a community, Kugluktuk should seek ways to support young men who are struggling. These could include programs to get people without good equipment out on the land, parenting programs, and money management programs. The latter could be link to public education about marijuana use – the financial aspects as well as the mental health aspects.</p> <p>The community could also push for better mental health supports in the community, especially around intergenerational trauma.</p>

Women 20-29

Key Features:	<p>As with young men, a trend can be seen where there are increasingly 'haves' and 'have nots' in the community – with education and home life/support as a child setting the stage for happiness later in life. For women, this often means being a healthy and caring mother themselves.</p>
Challenges:	<p>In addition to the demands of parenting, young women who are active in the community risk becoming burned out because the need for volunteers is so high.</p> <p>The lack of jobs in the community results in difficulty obtaining employment once children are in school. This results in some young women leaving the community.</p>
Resources:	<p>There are activities and organizations that young women can participate in if they wish to (and have the time to), but not as many as in larger centres.</p>
Recommendations:	<p>As a community, Kugluktuk should seek to provide opportunities for young women to gather socially, support each other, and build their skills (in a wider sense than college programs).</p> <p>Work already underway in the community to improve food security should alleviate a key source of stress among young mothers.</p>

Women 30-44

Key Features:	There are a considerable number of strong women in this cohort – busy at home, active in the community, taking courses, and participating in women’s groups.
Challenges:	<p>Domestic abuse is a heavy issue for many women in this cohort.</p> <p>Women between 30 and 44 often provide care to multiple generations – to their children/grandchildren (and sometimes nieces and nephews) and to their parents (and sometimes aunts and uncles).</p> <p>There is a lack of spaces for this cohort to meet individually, so they often meet in each other’s houses or at the Elder’s Centre.</p>
Resources:	<p>The women in this cohort provide many resources to each other through strong social networks and group participation.</p> <p>There is a Women’s Shelter in the community.</p>
Recommendations:	<p>As a community, Kugluktuk should place a priority on violence reduction.</p> <p>As these women are in many ways the strongest cohort in the community, the community should continue to invest in them by offering them whatever programming they themselves prioritize (which may include adult basic education, life skills, money management, parenting, peer counselling, etc.).</p> <p>Family programming could include fathers/men rather than just mothers and children.</p>

Men 45-59

Key Features:	Men this age were often among the first to attend residential school and to obtain wage employment. Many are active in the community (e.g. the HTO) and give a lot to the community. There are important role models in this cohort, men who will soon be elders.
Challenges:	<p>Men in this cohort often feel a burden of responsibility, both to their families and to the community. They seek to earn the respect they realize they are being accorded.</p> <p>Alcohol abuse is a greater problem in this cohort than marijuana abuse is.</p>
Resources:	<p>Spending time on the land is a very important resource for men this age.</p> <p>AA is active in the community.</p>
Recommendations:	The community could increase the support that it already provides to the Men’s Group, as this cohort has so much to offer younger men (and women) in the community – and is willing to support others, especially through teaching skills.

Women 45-59

Key Features:	The women in this cohort play an important role in the community. Some grew up on the land, and were among the first generation in the settlement. Many have taken a lot of training over the years, have a wide array of skills, hold wage jobs, and play a key role in their extended families – including providing the childcare that younger women in the family require to attend school and take training. Many also sew, making clothing for their kids and grandkids and volunteering their time teaching younger women to sew.
Challenges:	As with other cohorts, while many women in this cohort are healthy and engaged others are struggling. Some have suffered considerable domestic violence and/or have alcohol issues themselves.
Resources:	In addition to women's groups, some in this cohort make use of AA and the Alcohol and Drug Counsellor.
Recommendations:	As a community, Kugluktuk needs to reach out to the women in this cohort who are struggling. Peer counselling and counselling by elders may be an effective supplement to the more formal supports already in place.

Men and Women 60+

Key Features:	Men and women over the age of 60 are loved and respected by the community.
Challenges:	Some elders in the community have difficulty with younger family members asking them for money – to the point that they don't have much left for themselves.
Resources:	Elders support each other, often at the Elder's Centre. Most receive support from their families. There are opportunities to get out on the land, and to contribute to the community in a range of ways (some of which people are paid for). The community takes care to ensure that elders are provided with country food. In addition to support from their families, elders are well supported by the nurses.
Recommendations:	<p>As a community, Kugluktuk could conduct public awareness campaigns around elder abuse and investigate the structural problem of family dependency on elders for money.</p> <p>A research project could result in elders articulating what supports they would appreciate, and what changes in family behaviour might benefit them.</p> <p>Kugluktuk may have grown to the size where planning for an elders' home (similar to the one in Igloolik) should be initiated.</p>

8.4 SWOT Analysis: Strengths, Weaknesses, Opportunities, and Threats

We conducted a SWOT analysis in the community by way of a series of **focus groups and semi-structured interviews** with women, men, elders, youth, mine workers, hunters and others as identified by the advisory committee, as well as with representatives of key community agencies and organizations in health, education, criminal justice, housing, elders, youth, economic development, environment, and other sectors. As noted, local **training and capacity-building** was key to the CRI approach, and a number of community members were trained in SWOT analysis as part of the CRI. Their work facilitating and documenting community strengths, weaknesses, opportunities, and threats directly informs this report.

Focus groups and interviews focused on: a) understanding what works well in the community (**strengths**), including programs, services, relationships, assets, and general aspects of daily life that community members identify as positive features of living in Kugluktuk; b) understanding what does not work well in the community or is in need of improvement, and where the community is struggling (**weaknesses**); c) discussing what **opportunities** mineral development is expected to bring, and the priorities for taking advantage of resource extraction in the region; and d) discussing what **threats, risks, and barriers** the community associates with mining, including risks and threats that mineral development poses to individuals, families, and the community as a whole.

The interviews and focus group transcripts were analyzed using Nvivo 10 qualitative data analysis software. Nvivo is a useful tool in assisting researchers to identify and code themes from large data sets. In analyzing the data, a grounded approach was taken in which the themes and coding categories were developed primarily from the content of each interview and focus group. This inductive method to developing the thematic analysis gives prominence to the voices of the community members, allowing for the self-described needs and interests of the community to be accurately reflected in the coding results.

What Works Well in the Community (Strengths)

In discussing the strengths of the community, interviewees repeatedly highlighted the prominence of **traditional culture**. Hunting, fishing, sewing and drum dancing were cited as especially valued aspects of life in Kugluktuk. Additionally, community gatherings, such as Nattiq Frolics, were pointed to as positive aspects of community life. The importance of preserving tradition and heritage in the community was clearly explained by one resident who said “I would really hate for it to ever get lost. Cause they’re such an important part of who we are.” The elementary and high schools both have successful, ongoing programs and initiatives to link elders and youth.

Many Kugluktukmiut see existing **recreation** opportunities in the community as a source of strength. Specifically for younger residents, the opportunity to take part in organized sports was a major benefit to living in the community. Looking ahead, placing an increased emphasis on recreation, with respect to programming and funding, can play a significant role in bringing people together. Ensuring that programming is community-based and encourages participation from as many groups as possible is important toward fostering togetherness and a healthy Kugluktuk.





The **land** is a key source of strength in the community. Spending time on the land promotes overall wellness, including maintaining strong family relationships, learning valuable skills, developing a sense of self and community, developing personal strength and wisdom, and maintaining connection to history and culture, as well as providing an essential source of nutritious food. Time on the land also strengthens knowledge of the surrounding environment, enabling Kugluktukmiut to better monitor the impacts of development as they unfold.

Many identified strong community **participation and volunteerism** as a source of community pride and strength. Although this work tends to rest on the shoulders of a relatively small number of people, the tremendous support it offers to the community was noted and celebrated by Kugluktukmiut.

Community organizations such as the Rangers, volunteer firefighters, and other groups were identified as important sources of community and **mentorship** for men. The **Ilavut Centre** is considered an asset in the community and an important model for integrating people into community relationships.

In recent years the community has invested in a **youth centre** and a **multi-purpose building** (the Ulu building) that offers important meeting and gathering space. This is a source of strength and will enable community organizations to further their work.

Almost 30% of the community is involved in producing carvings, sewings, and other **arts and crafts for sale**. This is both a source of income and an important venue for maintaining traditional culture. Community members also identify the locally-owned tourism companies and wildlife guides/operators as an important strength. These businesses provide seasonal work for many residents and allow for the maintenance of valued land-based skills.

Although many community members struggle to gain academic and trades credentials, there are many gifted mechanics, carpenters, electricians, and other trades peoples in the community who have learned their skills from family and other mentors. Many identify this as a source of strength and pride. The **pre-trades program** is highly valued by the community, not just because it prepares students to enter the workforce, but also because it provides incentive and support to stay in school.

Finally, relationships with **elders** and overall **family relationships** were identified as a core strength of the community. Although these relationships are strained by a range of factors, they remain essential sources of strength and pride in the community.

What Does Not Work Well in the Community (Weaknesses)

Kugluktuk was described in many of the interviews as being a **community in transition**. Like many communities in Nunavut, Kugluktuk is experiencing a cultural change as they adapt to the technical and cultural influences of southern society. The introduction of southern ways of life was identified by respondents as helping to create a division within the community, particularly amongst older and younger generations.

The structure of Inuit families and communities – including the transmission of traditional knowledge – has been significantly impacted by the effects of **colonialism**, including disruption in traditional life ways, **intergenerational trauma**, relocation and settlement, and the long-term effects of the residential school system. These factors have negatively impacted the well-being of Inuit, and often manifest as violence, suicide, and substance abuse problems at the family and community level. As we outline more fully below, **mental health** was repeatedly identified throughout the CRI process as the community's primary concern, and as an area that is sorely lacking in services and supports.

Many of the effects of colonialism have resulted in the **erosion of intergenerational closeness**, particularly between the oldest and youngest members of these communities, which has subsequently been linked with problems among youth. This disconnect between elders and youth is perceived to have the effect of increasing feelings of cultural identity loss. Re-establishing a meaningful relationship between elders and youth is understood as an important step toward establishing a healthy community.

The value of intergenerational bonds to fostering a healthy community is best understood in the words of community members:

“You know, we learn from our elders, we watch our elders, we hear our elders, and what they do we see. We learn from them and what we learn from our elders we pass it down to the youth so that they can learn from us. Because they’re thinking if we do this [community readiness initiative] for our community, it would be a good thing so that we could have a healthier Kugluktuk and we would all be working together.”

Overall, one of the most recurring themes in focus groups and interviews was the **absence of communal cohesion** within Kugluktuk. This lack of cohesion appears to be at the root of many issues in the community and serves as a significant impediment toward facilitating collective action. Many community members highlighted a need for greater communal togetherness in the form of; intergenerational relationships, partnership and collaboration between community groups, and shared spaces and programs for community members to come together.

Many of the issues that the community and youth are grappling with tend to be associated with a **lack of guidance and mentorship**. Propensity for criminal behaviour, tardiness from school, a lack of motivation and substance abuse were all discussed by interviewees as being linked to some degree to an absence of parental and communal guidance.

The impact that even small acts of mentorship can have on individual and community well-being is described by one community member:

“I find that a lot of the really troubled youth, that get in trouble a lot, break-ins and all that kind of stuff, some of those young boys, I’ve noticed that when you give them just a second of your time, their attitude changes. Like normally, they’re like, ‘Screw you all, I don’t care’, and then when you give them just a bit of attention their attitude changes, and they’re like, ‘Whoa I actually matter to this community.’”

Kugluktuk has many actively engaged groups that are doing valuable work in the community. However, participants report that these groups often work in isolation of one another. One community member described this as everybody “fighting the same battle on different fronts.” In response to this, many community members discussed the **need for an inter-organization liaison** who can help to broker communication between agencies and community groups. Collaboration between community groups and service providers was viewed as a way to maximize resources and provide much needed services to members of the community such as mental health counselling, financial management training, pre-natal care and parenting lessons. Overall, integrating community groups was identified as a key step toward fostering a healthy Kugluktuk.

Another important issue highlighted in the interview transcripts was a lack of community engagement and **social isolation** amongst certain demographics. Specifically, concerns were raised about the isolation and disconnection experienced by many men in the community. Many community members stated that apart from large community gatherings, such as Frolics, there is a need to address and support a more expansive **role for men in the community**. Young men in particular indicate that they lack a sense of communal purpose and role. The uncertainty that many men feel with respect to their roles and responsibilities was identified as major factor in some of the parenting issues in the community. Many felt that the struggles of men in the community can be alleviated through the formation of a **men’s group**, and a group of men met in February 2015 to discuss this further. Overall, the community made it clear that a healthy Kugluktuk depends on healthy and involved men, with a strong sense of their role in making meaningful contributions to the direction of the community.

Nearly every person that we talked to expressed some level of concern for the status of **youth** in the community. Young people experience the effects of social and cultural change in ways which are unique to any other group in the community. As one resident stated:

“A lot of the kids are just left to their own devices... there’s a conflict of whether you want to live... the white man way or live the traditional way.”

Many young people are left vulnerable to some of the more detrimental elements of community life. Issues pertaining to crime, substance abuse and mental health tend to be experienced disproportionately by young people. Introducing such things as the youth centre is viewed by community members as a positive step toward mediating the issues facing young people. There is an urgent need identified by the community, however, for **youth mental health services** and **addictions counselling**. Above all else, interviewees pointed to a need for a more coordinated effort at the community level to help steer young people away from the lifestyle choices which continue the cycle of suffering in the community. In other words, young people must remain central to the conversation of improving community health.

Many community members discussed the **lack of communal social spaces** and opportunities to gather as being a significant obstacle toward encouraging community cohesiveness. Many residents cited a lack of places to just “hang out” as being a common thread between many of the issues in the community. Places such as restaurants, a games hall and a movie theatre were all mentioned as things that would help to combat boredom and improve life in the community.

There are weaknesses in the **education system** that directly impact the capacity for Kugluktukmiut to take advantage of the possible benefits of expanded mineral extraction in the region. Industry leaders and government officials have identified a **skills shortage** in the community as being a significant obstacle toward raising employment levels. This is confirmed to some extent by the Kugluktuk Household Survey conducted as part of the CRI. The **high dropout rate** amongst students is a significant concern in the community. There are a range of factors affecting dropout rates, including challenges in the home/family, lack of support for mental health issues, housing and food security pressures, lack of mentorship, and lack of local job opportunities or other goals to strive for, as well as weaknesses within the education system itself (many of which are not resolvable at the community level) . Some suggest there is a perverse incentive in town to drop out of high school, because several jobs in town do not require high school completion.

Lack of skilled workers and **low rates of postsecondary education** and training are also significant weaknesses identified by Kugluktukmiut. These are considered major barriers to taking advantage of resource development. Many report that the school system fails to prepare students for higher education in the South (for example, many students lack the science and math skills required to pass trades entrance exams). There are almost no post-secondary options available in town; Nunavut Arctic College occasionally offers shorter programs, but most prospective students are forced to attend school outside the community. This puts many young people in a difficult position of **having to leave home** to pursue higher education. Coupled with the **lack of employment opportunities** in town, many young people are left unprepared to enter the workforce.

Substance abuse is identified as a source of concern for many Kugluktukmiut. The community has come together around alcohol issues over the years and made great strides in managing its effects on overall community well-being. Currently, **marijuana** use is significant (according to the household survey 23% of all respondents had smoked marijuana the day before) and is of particular concern for youth. Community members also reported concerns about **gambling** and particularly the pressures this places on families with limited income. Many identified substance abuse and gambling as sources of weakness that might be exacerbated by an influx of cash from participation in the mining industry.

Community members also report concern about crime, particularly **property crime** and **violent crime/family violence**. Spousal violence is an area of significant concern for many Kugluktukmiut, and the need for better violence prevention services, emergency services, mental health services, and broader family supports was identified by many respondents as a key need in the community. Many report satisfaction with the RCMP. The **Ilavut Centre** is appreciated by many as an important model for re-integrating people into the community, and is a valued community service and resource.

Health and social services play a critical role in supporting the health of any community. In analyzing the interview transcripts it became fairly clear that there were health and social issues within Kugluktuk that existing services are not adequately addressing. Generally speaking, residents voiced concerns with the availability and quality of health services in the community. One of the biggest concerns was the cost of bringing health **specialists** such as maternity experts, psychiatrists, orthodontists, optometrists and dentists into the community. Many residents stated that they would like to see permanent health specialists in the community. In addition to this, many residents and healthcare professionals who were interviewed pointed to a need for **more nurses** in the community. The healthcare professionals who spoke to us commented that nurses are often overburdened by the health needs of the community. Overall, discussions with residents highlight the need for a more expansive and accessible community health system in Kugluktuk.

Mental health services are of particular concern to Kugluktukmiut, ranging from professional mental health and psychiatric services, through to counseling, family and peer support, and culturally-specific healing services and supports. Many community members and healthcare professionals noted that mental health issues are a significant concern in the community, as the community copes with intergenerational trauma and other mental health pressures. There is currently only one adult mental health worker assigned to the community (and the position is currently vacant, with burnout being a common issue) and no dedicated child and youth mental health worker. This shortage of counselling and intervention services has serious impacts on mental health outcomes. Residents stated that Kugluktuk sorely needs more mental health supports and services. Specifically, counselling focusing on conflict resolution and coping skills were discussed as an important step toward improving mental health in the community. Interviewees also noted a need for additional supports for **youth mental health**.

Many also highlighted the importance of **family relationships, mentorship, and relationships with the land and culture** as central to good mental health. In addition to dedicated mental health services, then, Kugluktukmiut emphasize the importance of **coming together as a community** to support each other's well-being, and ensuring that the key foundations of overall health (healthy family relationships, relationships with the land and culture) are maintained and supported. As one elder stated:

Concerns over both the stock and quality of **housing** in Kugluktuk were raised by many community members. **Poor quality** housing and chronic **overcrowding** have a major impact on the overall health and well-being of residents and provide a real obstacle toward encouraging healthy lifestyle choices, including securing and maintaining employment. Housing officials report that the majority of the 270 housing units in Kugluktuk are very old and are in need of renovation. Although the entire community suffers from poor housing and overcrowding, community members report particular concern about the impact of housing issues on **children, elders**, and those who continually fall to the bottom of the housing priority list, such as **single men**.

Maintaining relationships with and **access to the land** is a key source of strength for many community members, but it is not accessible to everyone. Almost half the community feels dissatisfied with their ability to access this essential source of food, wellness, knowledge, and culture. A major barrier is the **prohibitive cost** of taking part in once widely accessible traditional practices, given the cost of fuel, food and equipment. Community members expressed a desire to see funding made available to help more community members get out on the land. Funding for art and sewing activities was also mentioned as improvements which could help to further promote traditional culture in the community. Participants emphasized that any pursuit of economic and social development ought to be oriented toward ensuring the long term maintenance of traditional culture, as its importance in the health of the community is paramount.



Opportunities Anticipated to Accompany Resource Development

Generally speaking, feedback gathered through the interviews and focus groups indicates that community members consider resource development in the region to be a significant source of opportunity. Mineral development is viewed as a way to increase opportunities for **employment** while initiating broader **economic development** and investment in the community. As one member commented,

"The more mines they open the better it is for town, personally. There's a lot of people without jobs. Mines make jobs, which make money, which makes people happy."

Jobs are the most common benefit and opportunity associated with mining. It is expected that jobs will provide necessary income for workers and families, but also that they will increase the overall self-esteem of workers and their sense of contributing to the community. The availability of well-paid work in the mining sector is also expected to inspire young people to complete their high school education and pursue further skill development.

The **economic development opportunities** associated with resource development were cited as a positive opportunity associated with mining, but this was also identified as an area requiring further attention, planning, and strategic development. Although spinoff economic activity is described as a major benefit of resource development, many respondents felt that the community required more support and planning in order to take advantage of these opportunities.

Many interviewees stressed the importance of developing economic activity beyond the mining sector. The potential of further developing the **tourism** industry is particularly important.

Many residents expressed a desire to use the beauty of the local environment as a means of attracting tourists to the community. The tourism industry provides an opportunity to develop locally owned and operated businesses. Small tourism companies such as KODA Adventures already operate in the Hamlet, offering jet boat rides for tourists coming ashore from cruise ships. One business owner described Kugluktuk as a "logistical gem" for the **cruise ship industry**, serving as an important gateway to other regions of the north. Others emphasized the strong fit between local tourism and the existing pool of highly skilled hunters. Tourism offers an opportunity for Kugluktukmiut to mobilize their significant land-based skills, generate income in town (rather than having to leave town for work or work the fly-in/fly-out shifts associated with mining), and work seasonally toward specific goals (such as buying large equipment).

Mineral development is also understood as an opportunity to support local **culture and heritage**. This can be done through investment in various initiatives and infrastructure, such as the new heritage center planned for the Ulu building. But it is also important to redistribute the wealth generated through mining to programs and supports that allow a broad range of community members to practice and enhance their land and culture skills, including expanding access to hunting equipment (such as the Hunters Support Program), sewing materials, and other costly materials and supplies.

It is also expected that mineral development will result in improved **recreational opportunities** in town, although the mechanism by which this will be achieved is not clear. This may be an area for IIBA negotiation.

When discussing the economic benefits of mining, interviewees highlighted the impacts that mining may have on **goods and services** in the community. The increased employment associated with mining was discussed as providing the necessary disposable income to support other desired businesses in town. Businesses that have had difficulty in achieving success in Kugluktuk, such as restaurants and tourism, were expected to benefit from mining development.

Kugluktukmiut very much want to see better integration of the **education system** with employment opportunities. Providing skill training that is clearly transferable was highlighted by community members as a way to increase the retention of students and prepare them to assume positions in the workforce. Creating post-secondary opportunities in town, similar to those offered by Nunavut Arctic College, was also pointed to as a positive step toward skills development. Ultimately, creating incentives and opportunities for community members to engage in **skills training** and education are imperative to fostering success at the community-level. Re-orienting education toward the job market can go a long way toward improving the employability of community members. Note, however, that many community members also express concern about gearing too much of the education system toward mining, and point out that the community will fare better overall if young people receive **better education overall**, and are supported to pursue a range of educational and vocational interests.

Many residents and officials interviewed expressed a desire to see **mining and community educators partner** toward providing youth with industry-specific skills. Partnering with mining and making young people aware of the opportunities in the mining industry was identified by interviewees as a way to retain students in the school system. As one community member stated:

"Get them before they're 12 so they get into the whole program and they see that mining is something exciting. It isn't using a pick and shovel anymore. It's about big machines and lots of processes and there's a big world of opportunity. Because you only learn what you know, or see what you know. So being able to have that opportunity to see it in action, really provides a lot of excitement and opportunity to learners."

Many industry officials highlighted the effectiveness of developing mentorship programs administered by human resources that pair workers with students in mine-related training programs. Installing a permanent mining liaison representative in the community can also help to raise awareness and offer guidance to community members interested in a career in mining.

Mineral development offers a key opportunity to **invest in children and youth**. The evidence is clear that investing in children, particularly from ages 0-6 but also throughout childhood and adolescence, is one of the best ways to ensure overall social, cultural, economic, and physical well-being in a community. Kugluktuk already has some key programs in place (such as Head Start, Canadian Prenatal Nutrition Program, a daycare, and other family supports) that facilitate this goal. In order to see significant, community-wide, meaningful shifts in areas of community concern, a long term investment in children and youth is essential.

Threats Posed by Resource Development

One of the biggest threats facing the community is the **gap** between all that is **promised** with respect to mineral development and the **actual capacity** of the community to take advantage of these opportunities. Many Kugluktukmiut believe that mining will bring increased incomes, better and more long-lasting jobs, better social and cultural well-being, better educational opportunities, more local economic development, better facilities and infrastructure, and the overall long term viability of the community, without negatively impacting the physical environment. Although some of these benefits may well materialize, it is by no means guaranteed. Many also express concern that the benefits of extraction will fall short of this vision, and that the negative impacts of development will far outweigh the positive impacts.

One of the greatest factors inhibiting environmental planning and protection in the Kitikmeot region is the lack of a finalized **land use plan**. The reasons for the delay in implementing a regional land use plan are beyond the scope of this report, but it is identified by Kugluktukmiut as a source of vulnerability as mineral development is considered in the region. A land use plan, based on the input of elders and others with extensive knowledge of the land, is one of the only mechanisms through which broader, regional decisions can be made about development that will promote the long term protection of essential wildlife resources, including caribou. Overall, community members express concern that the region is being faced with multiple proposed mines, and the possibility that these will open simultaneously. They identify a need to make decisions and plan mineral development in an **integrated, comprehensive, regional** way, rather than evaluate proposed mines in isolation.

The threat that most concerns Kugluktukmiut in relation to mineral development is **harm to land and wildlife**. It is essential that the community continue to provide input into various environmental assessment processes, that meaningful and comprehensive baseline and cumulative assessment processes be regularly undertaken in the territory, and that regulations and monitoring plans are enforced. As one community member stated,

“Mining is, it’s Inuit land, it’s destroying Inuit land when they mine. They can have all the safety practices and all the environmental practices to it, but when they do a mine, you’re carving out a big spot out of the land and how do you reclaim that?”

Residual effects of mining upon migratory patterns, water quality and air pollution were all raised as concerns not just with respect to cultural and environmental well-being, but also to public health in the community. As such, it is imperative that any mining development must include a meaningful assessment of environmental damage.

An identified barrier and threat to community readiness for mineral development is the **lack of capacity** and funding to support community involvement in **environmental assessment** and other decision-making processes. Specifically, there is a need to ensure that the Hunters and Trappers Organization (HTO) and the Hamlet can fully participate in the regulatory process. As it stands, both organizations lack the extensive expertise and resources required to participate in complex, lengthy, highly technical processes that nevertheless have enormous impact on the community. Many community members also identified a need for community organizations to **collaborate more directly in the negotiation of impact-benefit agreements** with mining companies.

Other barriers to taking advantage of the benefits of mineral development include **insufficient time, resources, and jurisdiction** to prepare a generation of high school graduates for **skilled work** in the mining sector. Many of the decisions and changes that are required to ensure a cohort of educated, skilled, mine-ready workers are made at the **territorial or federal level**. The threat, here, is that Kugluktukmiut do not have control over some of the key actions required to prepare themselves to take advantage of the many job opportunities available in the mining sector. The same can be said about health, mental health, and housing.

Without significant changes in the education system, there is a risk that Kugluktukmiut will primarily **occupy low-skilled positions** in the mining sector. Reflecting on this prospect, one community member stated:

"We go to the mining meetings and stuff and hear 'well we want to hire janitors, and we want to hire rock truck drivers.' As a member of council, and as a community member, I don't want to see everybody pushing a broom and driving a truck. Get them trained in office administration, get them trained in management, get them trained in plant operations."

The noted **skill gap** in the community with respect to science and technology, coupled with the desire to see community members take on high-skill positions in the mining industry, is a threat to Kugluktuk's capacity to meaningfully benefit from extraction. To the extent that Kugluktukmiut understand themselves as balancing the environmental and social risks of extraction against the economic and social benefits it promises, a failure for these economic benefits to fully materialize for many community members poses a significant threat in terms of overall community relationships with mineral development.

The barriers associated with developing viable **local businesses** were highlighted by many community members. Concerns were voiced about the difficulty in competing with non-locally owned companies, as well as the difficulty in securing start-up financing. Moreover, many residents noted a lack of financial training that might facilitate entrepreneurship in Kugluktuk. There were also issues expressed by existing business owners in relation to a lack of enforcement of regulations pertaining to local purchasing requirements. One community member described this as “stealing from town basically.” These issues are serious and demand greater attention from local, territorial and federal officials.

“The biggest problem we have is, they’ll get a lot of people who apply for the jobs, but they won’t pass the criminal record test, they won’t pass the drug test. That’s the biggest thing, the biggest drawback they have.”

Other obstacles that may prevent community members from taking part in mining development include **criminal records** and the long, costly process of securing a record suspension (pardon). Many industry and government officials interviewed outlined that there has been some progress on this issue in terms of easing some of the hiring requirement and providing legal assistance to community members. It is quite clear that steps such as these need to be heightened if mining development is going to be beneficial for Kugluktuk. At the community level, reinstituting the **justice committee** to prevent community members from getting criminal records in the first place is a step interviewees identified toward assisting those find employment in the mining industry.

Finally, many Kugluktukmiut worry that mining will result in a **loss of tradition** and cultural activities. As mentioned, Kugluktuk is already experiencing and negotiating the effects of cultural change. Mining may serve to intensify these changes, possibly impacting traditional activities such as hunting, fishing, sewing and other valued practices. Respondents to the Kugluktuk Household Survey identified impacts on **wildlife, sharing, and families** as key concerns. Mining may, as one community member put it, “push people to a Southern way of life.” These concerns represent a significant cleavage with respect to attitudes toward mining.

Some residents expressed concerns regarding the presence of **transient outsiders** into the community as a result of mining development, with associated impacts on health, **sexual health, drugs and alcohol, and crime**, as well as pressures on local infrastructure.

The **influx of money** that comes with mining is also a concern to community members. Although increased incomes will alleviate pressures on some families, it will exacerbate issues for others, particularly around how money is allocated, substance use, gambling, and pressures from family members for financial support. Over 90% of respondents to the Household Survey identify a need for financial management skills in the community.

"Certainly, in my opinion I think the financial management is something that people really need to learn. Because it's not a matter of getting rich, it's a matter of becoming wealthy. Wealthy in the sense of choices. Because if you understand financial management then you can make the decisions that will allow your family to be three steps ahead two years from now. Ten steps ahead ten years from now and so on and so forth. You can build up on the wishes of your family. Your kids want to go to school? Well these are the steps that you need to take. So, I think that's very important."

Mine workers noted that many of the current mining companies do not offer financial management training. Offering this type of training was pointed to as something that would prove beneficial for both workers and the community. At the community level, residents felt that the lack of training and presence of banking institutions served to impede efforts to develop financial management. Having a banking institution in town, as well as training offered by the Hamlet was viewed as necessary steps to accompany mining development.

Further threats to family relationships brought on by mineral development include the pressures associated with **fly-in/fly-out shift work**. Jealousy, issues with child care, the challenges of cyclical absence (including missing key family events and seasonal hunting opportunities), and disputes over money place a strain on individuals, relationships, and families.

Finally, an identified threat in the community is that the resource revenues that flow from mining will largely go to the land claims organizations and the federal government, and only a small percent will be redistributed for territorial public services and infrastructure. This places an **undue burden** on communities to secure **much-needed infrastructure and services** through other means, including IIBAs, that are not designed for this purpose. There is a risk, in other words, that a boom in mining in the region will not bring a corresponding improvement to public services and infrastructure in the community, and that a **class divide** will emerge between those who are positioned to personally benefit from mining, and those who are not.

"The hardest thing about working at the mine is just missing birthdays and holidays. But, that's, we all knew the gamble too when we signed up for two weeks in two weeks out."





Community Readiness Map

9.1 Vision

Kugluktukmiut believe that their overall wellness relies upon the interdependence of *inuuqatigiingniq*, *inuuhiqattiarniq*, and *niqiqainnarniq* (peoplehood, personhood, and livelihood).

Whether anticipating the benefits of jobs at proposed mines, or expressing concern about the potential negative impacts of mining, the **overall well-being of the community** is of primary importance to Kugluktukmiut. Kugluktukmiut wish to engage with the mining industry as a **strong people**, as a community of **healthy individuals and families**, in ways that support **sustainable and satisfying livelihoods**, and in ways that ensure the long term **well-being of the land** and peoples' **relationships with the land**.

To achieve this vision, there must be investment in the overall well-being of community members. In the following section we outline a series of **recommendations** that would support this vision, and position the community to enjoy the many possible benefits of resource extraction, and minimize known and expected impacts. The recommendations were developed in consultation with community leaders and stakeholders, with the CRI Advisory Committee and Coordinator, through interviews and focus groups, and through consultation with the academic and grey literature. The draft recommendations and priorities/next steps (Section 9.3) were **reviewed, discussed, and edited** through extensive meetings in Kugluktuk in May 2015 and ongoing consultation June and July 2015. There is **broad community consensus** about the content and scope of these recommendations, as well as the priorities for action, particularly around mental health. As we outline in Section 9.3, however, it is essential that community organizations and leaders continue to be involved in developing and prioritizing these recommendations, and lead the process of implementing priority items.

9.2 Recommendations

The following recommendations vary in complexity and challenge. Some are relatively straightforward and could be achieved in the short term. Others will require more time and more resources, but could result in substantial long term benefits for the community.

There are a number of actions that could be taken at the regional, territorial, or federal level that would have significant impact on the overall well-being of the community, would enhance the ability of the community to take advantage of the benefits offered by mineral development, and would mitigate some of the known risks associated with development. As a small Hamlet, Kugluktuk does not necessarily have the ability to affect decision-making at these levels. However, given that some of the pressures and challenges the community faces originate at these levels of jurisdiction, it may be in the interest of the community to work with other communities in Nunavut to push for changes that could result in significant improvement of the overall social, economic, cultural, and environmental well-being of the community. Although these levels of decision-making and influence require attention, they are beyond scope of this report.

The following recommendations focus on things that we believe can be accomplished at the community level. The recommendations can be viewed as reflecting **four overarching priorities**:

The **first** is to **address the mental health challenges faced by individuals and families**. Mental health is one of the most pressing priorities identified by the community. Kugluktukmiut are tremendously resilient and there are many positive initiatives underway in the community to promote overall well-being. However, the community is chronically under-served in terms of mental health and requires a multi-pronged, ongoing commitment to addressing the effects of intergenerational trauma, colonization, poverty, and overall social suffering in the community. In recent years the community of Kugluktuk has shown its determination to improve social conditions by, among other things, imposing restrictions on access to alcohol and opening a youth centre. The next steps may be to both strengthen the professional mental health services available in the community and strengthen the broad range of community-based activities that can support individual, family and community wellness.

The **second** is to **invest in the well-being of children**. There is a growing recognition across Nunavut that ensuring that children get off to a good start in life is essential if they are to mature into happy and successful adults. There is considerable evidence from around the world that supports this approach. Kugluktuk has a number of programs and initiatives in place that could be strengthened and expanded, and others that could be introduced to support child and family wellness.

The **third** is a **focus on employability in general**, as opposed to re-orienting the community entirely around employment in the mining sector. The mining sector can offer tremendous employment opportunities, and we believe these should be supported. But a community with a critical mass of well-educated and skilled people will be better positioned to take advantage of a range of employment opportunities and better able to manage the positive and negative impacts of mining than a singular focus on preparing a handful of people to secure jobs in the mining sector. The mining sector can only benefit the community as a whole if the community has a more well-educated and healthy labour force overall.

The **fourth** is to **ensure access to and well-being of the land and wildlife**. The land is not only a source of country food, which is itself enormously important to well-being in Kugluktuk. It is also central to mental health and wellness, culture and language, the development of skills and judgment, and the building and maintenance of relationships. Without access to the land, and without ensuring the long term health of wildlife populations, well-being in Kugluktuk will be seriously undermined.

The recommendations are **organized by socioeconomic theme** (e.g., Land and Environment; Health and Mental Health, etc). Within each theme, they are organized in **ascending age** of target group (i.e., beginning with recommendations targeting children, through to adults and elders, and ending with recommendations that target the whole community). Recommendations that are directly relevant to more than one theme are cross-referenced within the table. Note that the recommendations outlined in the table below are **not organized in order of priority**. **Section 9.3** discusses priority items and next steps for implementation.





Land and Environment						
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/ Partnerships
LE 1	All community members	Lack of regional baseline data with which to measure and understand environmental change in the coming years	HTO, KIA, NIRB, GN Dep't of Environment; development proponents provide some baseline data as part of the NIRB review process	The Hamlet and HTO should lobby KIA, NTI, the GN and the GoC to ensure that high quality environmental and social baseline data is in place before mining restarts in the region, to supplement limited baseline data collection required as part of individual development proposals	Appropriate and accurate data with which to understand change	KIA, NTI, GN, GoC, NIRB, HTO, Hamlet
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/ Partnerships
LE 2	All community members	Need to understand regional cumulative impact of mines	HTO, KIA, NIRB, GN Dep't of Environment; development proponents provide some cumulative impact information as part of the NIRB review process	The Hamlet and HTO should lobby KIA, NTI, the GN and the GoC to ensure that plans are made for study of the cumulative impact of mines on the environment and society within the Kitikmeot region, to supplement the more limited cumulative assessment that is required for individual development proposals	Appropriate and accurate data with which to understand change	KIA, NTI, GN, GoC, NIRB, HTO, Hamlet
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/ Partnerships
LE 3	All community members	Lack of land-based community healing initiatives	Individual leaders within the community; Ilavut Centre; HTO	The Hamlet's Wellness Committee should co-ordinate land camps, outpost camps for healing, land-based school events, etc. and support processes necessary to plan, implement and maintain land-based healing events and spaces, e.g. meeting spaces, feasts with country foods, provision of equipment, etc	Community-driven healing events at land camps and outpost camps	HTO, Wellness Committee, Elder's Centre, Ilavut Centre

Land and Environment						
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/ Partnerships
LE 4	All community members	Lack of capacity and resources at both the Hamlet and the HTO to meaningfully engage in the regulatory and environmental assessment process	Some funding provided by NIRB to support community input into regulatory process	The Hamlet and HTO should work together to secure funds for a full time position that would be dedicated to reviewing regulatory and EIA documents, communicating their contents to community members, and coordinating community input into NIRB and other regulatory processes. Currently, KIA provides input on the lands aspect of development, but the HTO and Hamlet have limited resources to fully participate in the wildlife/environment and socioeconomic dimensions of NIRB and other planning and review processes.	Land, wildlife, and socioeconomic expertise in the community will more fully inform the assessment process and outcomes	Wildlife office, KIA, GN, HTO, Hamlet
LE 5	See ET 3					

Health and Mental Health						
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/Partnerships
HMH 1	Children 0-5	All pre-school aged children should be able to benefit from a strong Head Start program, and all parents can benefit from the programming at the Head Start program	Existing Kugluktuk Aboriginal Head Start Program	The Hamlet's Wellness Committee should review the needs of the Head Start program to determine what (if any) additional resources it requires to provide the best possible programming to all pre-school children (and their parents)	The strongest possible Head Start program	Experts in the operation of Head Start programs in isolated communities
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/Partnerships
HMH 2	Boys 0-12	Limited activities for boys in this age range	Grizzly Cubs sports program, Youth Centre space	The Hamlet should call for -- and then support -- a group of volunteers to start up after-school or weekend activities for young boys (e.g. Boy Scouts, music lessons, etc.)	Positive mentorship for young boys who aren't necessarily into sports. Provide an opportunity for leadership development.	Volunteer group to partner/support after-school activities at Jimmy Hikok Ilihakvik and the Youth Centre
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/Partnerships
HMH 3	Youth 13-19	Need for mentorship	Youth Council, Youth Coordinators, Youth employees	The DEA should organize after-school programming (e.g. Recreation and Reading Aboriginal Youth Mentor Program) that supports a holistic approach to children and youth physical activity, nutrition and education programming	Increased after-school programming and mentoring	DEA, Youth Centre, schools, mining companies might provide financial support

Health and Mental Health						
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/Partnerships
HMH 4	Youth 13-19	Marijuana use has become widespread among youth in the community	Health Centre, Youth Centre	The Hamlet should, in a non-moralistic manner, strive to inform youth about the dangers of early marijuana use. Kugluktuk is admired by many communities for the progress it has made on addressing alcohol-related problems; it could also become a leader in regards to marijuana use.	Decreased marijuana use among youth in the community	GN Dep'ts of Health and Family Services, youth centre, DEA, schools
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/Partnerships
HMH 5	Youth 13-19	There are many young people in the community with untreated mental health concerns	Health Centre	The Hamlet Council should pass a motion calling on the GN to create at least two 'Youth Mental Health Outreach Worker' (see also HMMH 14)	Better treatment of youth mental health issues in the community	GN Dep't of Health, Health Canada (including Territorial Health Investment Fund); Kugluktuk MLA (Premier Taptuna)
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/Partnerships
HMH 6	Women 20-29	In addition to the demands of parenting, young women who are active in the community are at risk of becoming mentally burned out because the need for volunteers is so high	Inadequate	The Hamlet should seek to provide opportunities for young women to gather socially, support each other, and build their skills (in a wider sense than college programs).	Women leading healthier lifestyles while providing leadership to the community	Pauktuutit, women's group

Health and Mental Health						
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/ Partnerships
HMH 7	Women 30-44	Domestic abuse is a serious issue for many women in this cohort	Women's shelter in Kugluktuk. Women also act as strong sources of support for others in the community	The Hamlet's Wellness Committee should place a priority on violence reduction. As a preventative measure, educational resources should be made more widely available through sexual health and relationship programming.	Women who are free from abuse and living in healthy relationships	Pauktuutit, other organizations
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/ Partnerships
HMH 8	Women 45-59	While many women in this cohort are healthy and engaged others are struggling. Some have suffered considerable domestic violence and/or have substance use issues.	In addition to women's groups, some in this cohort make use of Alcoholics Anonymous and the Alcohol and Drug Counsellor.	The Hamlet's Wellness Committee should encourage peer counselling, particularly by elders. This may be an effective supplement to the more formal supports already in place. Additional resources to help deal with the trauma of abuse.	Women who are free from abuse, living in healthy relationships and have a decreased dependency on alcohol and marijuana	GN Dep'ts of Health and Family Services; Pauktuutit, elders, women's group

Health and Mental Health						
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/ Partnerships
HMH 9	Men 20-29	Intergenerational trauma has placed a significant burden on many young men in Kugluktuk, sometimes resulting in serious mental health problems. Self-medication with marijuana is common.	Family members and friends	The Hamlet's Wellness Committee should seek ways to support young men who are struggling. These could include programs to get people without good equipment out on the land, parenting programs, and money management programs. The latter could be linked to public education about marijuana use -- the financial aspects as well as the mental health aspects. The Wellness Committee should also help push for better mental health supports in the community around intergenerational trauma (see HMH 5; HMH 14)	Men leading healthier lifestyles	GN Dep'ts of Health and Family Services, the churches
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/ Partnerships
HMH 10	Men 45-59	Alcohol abuse is an issue, and a greater issue than marijuana abuse for this cohort.	There is an active AA group in the community. Time out on the land is very therapeutic. A men's group formed in Spring 2015 as part of the CRI process	The Hamlet's Wellness Committee should support the development of a Men's Group	Men leading healthier lifestyles	GN Dep'ts of Health and Family Services, the churches

Health and Mental Health						
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/Partnerships
HMH 11	Men and women 60+	Some elders in the community have difficulty with younger family members asking them for money -- to the point that their own funds are almost depleted.	Few	The Hamlet's Wellness Committee should conduct public awareness campaigns around elder abuse, and investigate the structural problem of family financial dependency on elders. This may be an area to partner with researchers.	Reduction in the number of cases of elder abuse	GN Dep'ts of Health and Family Services, the churches
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/Partnerships
HMH 12	Parents	Lack of parenting skills in some cases	Churches	The Hamlet's Wellness Committee should co-ordinate monthly parenting workshops for parents, both men and women, for different age groups. Offer take-home packages as incentive.	Parents having a more pro-active role in raising their children, skills development in parenting	GN Dep'ts of Health and Family Services, the churches
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/Partnerships
HMH 13	Adults	Persistently high rates of suicide and suicidal behaviour	Some community residents trained in suicide alertness and intervention	The Hamlet's Wellness Committee should ensure that all community residents who wish to have an opportunity to take the Applied Suicide Intervention Skills Training (ASIST) program offered by Nunavut Arctic College, possibly by ensuring that at least one workshop is offered in the community each year. Mining companies and other employers could be encouraged to offer ASIST to their employees	Increased community capacity to identify and assist persons in distress	Nunavut Arctic College, mining companies and other employers

Health and Mental Health

	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/ Partnerships
HMH 14	All community members	Limited access to mental health services and providers	One full time mental health worker (currently vacant) and one social worker	The Hamlet Council should pass a motion calling on the GN to allocate two permanent mental health nurses and two mental health workers with a focus on adults (see also HMH 5 re: youth)	Improved mental health outcomes for adults and children and families; reduction in suicides	GN Department of Health, Health Canada (including Territorial Health Investment Fund), Kugluktuk MLA (Premier Taptuna)
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/ Partnerships
HMH 15	All community members	Lack of support for traditional approaches to mental health, lack of connection between traditional healers/elders and those in need	Elders, leaders in the community, Health Centre	The Hamlet's Wellness Committee should partner with elders, community leaders, and community organizations to increase access to traditional forms of wellness support, and improve cultural sensitivity of clinical services.	Improved mental health outcomes, improved and increased local capacity, increased sense of connection and pride with respect to culture and family relations	Ilavut Centre, GN Department of Health, Tahluqtiit Society, Society for a Healthier Kugluktuk, Elders Centre
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/ Partnerships
HMH 16	All community members	High rates of illness and poor health outcomes in the community	One full-time nurse and one part-time physician	The GN Department of Health should fund additional community health nurses (with a focus on nutrition, physical activity, and chronic disease) and a full-time physician	Improved health outcomes	GN Department of Health, Health Canada (including Territorial Health Investment Fund)



Food Security						
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/Partnerships
FS 1	Children and youth aged 0-18	Lack of nutritional food and access to food in some households affects ability to live healthy lifestyles and succeed at school	Breakfast Program at JHI and KHS; occasional lunch program at KHS; soup program JHI; Hamlet Christmas hampers	The Hamlet should develop a community-specific Food Security Strategy, with partnerships from different groups/organizations, with a focus on providing food/supplies/ volunteers for meals for children and youth but also educating and empowering families around food issues	Youth able to focus and excel in school without worry of hunger; increasing empowerment and community building around food	GN Dep'ts of Health and Family Services, Jimmy Hikoq Ilihakvik, Kugluktuk High School, Ilavut Centre, Hamlet Health and Wellness Committee, possible contributions from mining companies
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/Partnerships
FS 2	Children and youth aged 5-18	There is a need for stable, staffed lunch programs in the elementary and high school. Currently staffed by teachers during their prep time.	JHI staff making soup every day; KHS providing lunch every two weeks or so	KSO and Hamlet should work together to secure funding for elementary and high school lunch programs	Youth able to focus and excel in school without worry of hunger	KSO, Hamlet Health and Wellness Committee, JHI, KHS, GN Dep'ts of Health and Family Services
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/Partnerships
FS 3	Men and women 14-45	The high cost of equipment and supplies results in some families not having the means of transportation and/or guns and ammunition to hunt	HTO food distribution program, Hunters Support Program	The HTO should organize and develop a program that brings together experienced and non-experienced harvesters (including at-risk youth) to conduct hunting and harvesting trips each season to supply community with country food	Increased access to country food for families in need, passing on hunting skills to those who don't have the means to go out on the land to hunt	Dep't of Culture & Heritage, Rangers, HTO, mining companies

Education and Training						
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/ Partnerships
ET 1	Youth 0-19	For differing sets of reasons for different households, some children do not attend pre-school or school programs regularly (and in some cases not at all)	DEA	Community organizations should come together and commit to a goal of 'Every Child, Every Day' -- 100% attendance in pre-school and school programs except when children are sick	High rates of school success and higher investments made in children when they are in school. Identification of households that require support to help get their kids to (pre) school.	All community organizations
ET 2	Elementary school-aged children	Low attendance rates for some students; transportation a barrier	Small bus providing transportation for some students	KSO, DEA, and JHI should work together to secure funding to purchase and staff additional school bus services in the community	Higher attendance rates, greater educational success for at-risk students	KSO, DEA, JHI, Hamlet, ED&T
ET 3	Youth 13-19	High truancy and drop-out rates in junior high and high school	Grizzlies Athletics Association incentives to stay in school	The DEA should increase on-the-land experiences throughout junior high and high school (see also LE 3)	Higher attendance rates and higher graduation rates	Kitikmeot School Operations, HTO, Rangers
ET 4	Youth 13-19	Limited access to learning about possible careers/jobs	KIA, Career Development Officer assist with career planning and resume development	The DEA should direct the high school to conduct youth career days/ Career Fair/job shadowing/career forums, with an emphasis on hands-on learning and work placement	More awareness of types of jobs/careers available to students after graduation, and awareness of the college/university programs needed to get there.	Employers, Nunavut Arctic College, Mine Training Society

Education and Training						
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/ Partnerships
ET 5	Grade 12 students	Low number of students continuing on to post-secondary education/training	KHS School Counsellor	The DEA should implement a program whereby Grade 12 students are paired up with KHS alumni who have gone to post-secondary and are willing to provide mentorship throughout the Grade 12 year	More students attending post-secondary education	KHS alumni
ET 6	All community members	Limited employment training opportunities in the community. Locals having to leave home for trades programs.	High School Trades Program, Nunavut Arctic College, Career Development Officer, ED&T	The DEA should continue to support the high school pre-trades program	Increased number of individuals from the community, trained and employed in the trades field.	High School Trades Program, Nunavut Arctic College, Career Development Officer, ED&T, mining companies looking to hire locals
ET 7	All community members	Community residents feel they could be better informed about many aspects of the mining industry	Currently available information, and information sources	The Hamlet should inquire of AANDC and the mining companies if it would be possible to hold an 'Essentials of Mining' (http://www.fimesip.ca/node/64) course in Kugluktuk. KIA could also be contacted to see if a Nunavut-specific version of the course could be developed.	Greater understanding of the mining industry	AANDC, mining companies, KIA

Employment and Economic Activity						
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/ Partnerships
EEA 1	Community members who have a criminal record	Criminal records create barriers for those seeking employment and often cause people to be reluctant to participate in training and apply for employment. Requesting/obtaining suspension of criminal records is expensive and challenging.	KIA has been pursuing criminal record suspension on a limited basis for beneficiaries	The Hamlet should work with KIA to expand the criminal suspension services in the community and launch a one-year program to assist Kugluktukmiut with criminal records to apply for record suspension. The Hamlet and KIA should also contact employers to clearly specify their hiring practices around criminal records allowing certain people to work despite having a record.	To seek record suspension for as many Kugluktukmiut as possible, and to ensure that those who have a criminal record are not necessarily denied access to employment.	Kitikmeot Law Centre, Career Development Office, KIA, Hamlet
EEA 2	Community members seeking employment	There are number of minor barriers to employment that could be addressed through a modest community-wide effort	Up to individuals	The Hamlet should launch a one-time initiative to ensure that as many people of employable age have (A) security checks, (B) medical checks, and (C) driver's licenses. The initiative could identify ways to make these things easier for people to obtain in the future.	Minor barriers to employment are reduced	RCMP, Health Centre, Career Development Office, Hamlet
EEA 3	Community members seeking employment	Lack of job readiness skills and awareness of what mining sector work entails; high turnover rates and absenteeism issues at mine sites	Mine Training Society; industry	Industry should partner with the Mine Training Society to offer job readiness training courses and "career path" support to prospective and current employees	Higher retention and career advancement rates among Inuit employees	MTS; industry (Agnico-Eagle has reportedly reduced absenteeism and turnover rates at Meadowbank using this strategy)

Employment and Economic Activity						
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/Partnerships
EEA 4	Parents	Lack of childcare support for parents who want to engage in further education, skills development or other training -- or employment	Daycare Centre	The Hamlet should make childcare more accessible, particularly for single parents. This may require expansion of the existing centre or building an additional centre.	To ensure parents are well-supported while seeking education/training -- or while working	GN Dep't of Education, ED&T, Health and Social Services
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/Partnerships
EEA 5	Families and mine employees	Difficulty coping with a rigid 'two weeks on/two weeks off' work schedule		KIA should advocate with mining companies to allow employees to negotiate more flexibility with regard to leave to participate in seasonal harvesting activities and in the event of deaths in the family	Fewer workers quitting their jobs	Mining companies
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/Partnerships
EEA 6	Youth 13-19, Men and women 20-45	There is a need to increase financial literacy among community residents		The DEA should provide financial literacy courses in high school and at Nunavut Arctic College	Fewer money management issues, reduced stress in families	Nunavut Arctic College
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/Partnerships
EEA 7	Community	Perception that the community isn't benefiting from resource development as much as it could	IIBAs	The Hamlet should discuss with KIA and the GN to explore 'best practice' in Socioeconomic Agreements between industry and government, and their possible application to proposed developments in the region	Greater socioeconomic benefits to the communities	KIA, GN, Hamlet
EEA 8	See HI 2					

Community Services, Crime, and Justice						
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/ Partnerships
CCJ 1	Youth 0-19	The Youth Centre has given young people in the community a much-needed location to interact	Youth Centre	The Hamlet should continue its support for the Youth Centre	Stable funding for operation of the Youth Centre	Mining companies may provide financial support
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/ Partnerships
CCJ 2	Community members arrested for or charged with crimes	High rates of criminal records in the community which are a barrier to employment	RCMP and Justice committee are currently working together to offer crime diversion and restorative justice programs in Kugluktuk	RCMP and Justice Committee should seek funding to expand the crime diversion and restorative justice programs in the community	Fewer people with criminal records, integration of offenders into the community	Hamlet, RCMP, Justice Committee, Health and Social Services
CCJ 3	See LE 4					

Cultural & Spiritual Well-Being						
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/ Partnerships
CSW 1	Elders and Youth	Lack of intergenerational communication between elders and youth	Youth Centre, Elders Centre, JHI and KHS both have ongoing programs and initiatives linking elders and children/youth	The Hamlet should explore additional ways to bring the youth together and connect them with elders. This could range from recreational programs, such as hunting and fishing trips, to volunteer organizations that pair youth and elders together.	Stronger intergenerational connections and sharing of cultural knowledge, increased mentoring	Elders Centre, Youth Centre, JHI, KHS, Hamlet Health and Wellness Committee
	Target Group	Issues/Concerns	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/ Partnerships
CSW 2	All community members	Kugluktuk has a high crime rate	RCMP	The Hamlet should engage with the RCMP to investigate 'best practice' in community crime prevention -- and act on the findings	Reduced crime rate, a happier and safer community	All community organizations
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/ Partnerships
CSW 3	Women 20+	Lack of a space for healthy interaction (outside private homes)	Local sewing groups	The Hamlet should allow evening activities to take place in the Canadian Prenatal Nutrition Program (CPNP) Building for activities/ workshops for/by women	Women leading healthier lifestyles, healthier homes and families	Hamlet, women's group
CSW 4	See HI 6					

Housing and Infrastructure						
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/ Partnerships
HI 1	All community members	The housing shortage in the community has a great impact on school success, domestic tension, and employability	Existing housing stock	The Hamlet should continue to lobby the territorial and federal governments to increase funding for the provision of housing in the community	Reduced overcrowding of homes, resulting in a range of improvements to the well-being of families	Government of Nunavut, Government of Canada
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/ Partnerships
HI 2	Unemployed community members	Current rent structures are a major disincentive to seeking and retaining employment. Newly employed community members see their rent skyrocket, and so either do not seek employment or quit when their rent increases.		Kugluktuk Housing Association should work with Nunavut Housing Corporation, ED&T, KIA, and the Hamlet to modify the rent structure for newly employed community members	More incentive to seek and retain employment, overall less reliance on social housing assistance	KIA, ED&T, Hamlet, GN
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/ Partnerships
HI 3	Community	Mining companies sometimes abandon perfectly useable structures which could be put to good use in the community		The Hamlet should lobby mining companies to turn over to the community structures which are no longer needed	More facilities for use by community organizations	Mining companies

Housing and Infrastructure						
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/ Partnerships
HI 4	Families living in social housing	Low rates of home ownership; financial and infrastructural barriers to owning homes; overcrowded and poor quality housing	Nunavut Housing corporation programs	The Hamlet should raise awareness about programs available in Nunavut to support home ownership, renovation, and repair	More community members able to access home ownership	Nunavut Housing Corporation, Kugluktuk Housing Association, ED&T
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/ Partnerships
HI 5	Men 19-65	Increasing number of men left homeless due to mental health issues, overcrowding of homes, etc. No shelter for men to temporarily stay.	None	The Hamlet should identify a building that can be used as a men's shelter, or fundraise to build a men's shelter in the community	A safe environment for men to stay temporarily, allowing them the ability to focus on bettering their lives	Government of Nunavut
	Target Group	Issues/Concern	Current Resources	Recommendation	Desired Outcome	Suggested Agencies/ Partnerships
HI 6	Elders	Need for a long-term home care facility for elderly	One 4-plex unit that is wheelchair accessible; one designated home-care nurse for elders. Kugluktuk elders requiring full-time care are transferred to Gjoa Haven to be cared for there.	The Hamlet should lobby the GN to build and operate a long-term care facility for the elderly in the community	More elders able to remain in Kugluktuk, close to their families, as they age. Better inter-generational relationships.	Elders' facility in Igloolik an example of how the centre might be structured.



9.3 Priorities and Next Steps

There is strong consensus among community members, organizations, and various levels of government that **mental health** is the top priority for Kugluktukmiut as they prepare for major resource development. Improved mental health among Kugluktukmiut will have measurable impacts on nearly every indicator of individual and community well-being, will promote educational achievement, will improve economic and employment outcomes, will reduce crime and substance abuse, and will build overall community resilience and wellness. And, conversely, **without significant investment and improvement in individual and community mental health status, the community simply cannot take full advantage of the potential benefits of resource development.** Investing in mental health does not only impact an individual's well-being. It also promotes the overall well-being of children and families, improves employability and skills, and will build capacity in the community overall.

There appears to be **growing opportunity at the territorial and federal level** to support mental health services in communities. Mental health has long been identified in NTI's Reports on the State of Inuit society (see especially Nunavut Tunngavik 2012; 2014a and 2014b) as a crucial concern and has recently been identified by the Government of Nunavut as a top funding priority. Health Canada has earmarked \$32 million over the next three years to strengthen access to health services in the territory with an emphasis on mental health (Government of Canada, 2015), including \$3 million for mental health services and human resources capacity in communities. There is potential, in other words, to secure the necessary funding for much-needed improvement in mental health services in the community.

Accordingly, the **first priority** recommendation from this report is to **secure funding for several new mental health workers in the community** (recommendations HMH 5 and 14) and **support the development and maintenance of community-based and culturally-relevant healing and wellness programs and initiatives** (such as land-based healing initiatives, peer counselling, youth-elder programs, etc) (recommendations LE 3, HMH 8, HMH 9, HMH 15, CSW 1).

The **second priority** is to **ensure implementation** of the Community Readiness report and map, and promote community buy-in, momentum and leadership around key recommendations by **extending the term of the CRI Coordinator by six months.** There is strong consensus in the community that it is essential to implement the findings of this process, and ensure all the work the community has put in to the CRI is not wasted. Leadership in the community is essential if the CRI recommendations and objectives are to be achieved. The primary task of the CRI Coordinator during this time, we suggest, is to organize and coordinate a **three-day meeting in Summer or Fall 2015 bringing together community organizations, governments, and leaders to discuss the report and prioritize recommendations.** This meeting should be facilitated by a local community leader, and invitees should be required to review and comment on the final report in advance of the meeting, to ensure that the meeting focuses on how to move forward as a community from here. Invitees should include representatives from: the Hamlet, Justice, RCMP, Health, Education, KIA, HTO, Culture and Heritage, Elders Centre, Youth Centre, Career Development, ED&T, Wildlife, GN Environment, Ilavut, Social Services, Housing, Daycare, and local businesses. It should also include the leaders of the Moving Forward Together program, a program that recently received funding and has overlapping mandate with the CRI.

The **third priority** is to move forward with recommendations that have broad community support and could be implemented relatively quickly. These include a program to facilitate criminal record suspensions (**EEA 1**) and programs to improve financial literacy (**EEA 6**).

Criminal records are significant barriers to employment in the mining sector (and employment in general). Criminal records can cause people to be reluctant to participate in training, reluctant to apply for employment, and can prevent otherwise qualified people from securing work. Some employers are willing to hire people with criminal records, others are not.

Additionally, fighting criminal charges and obtaining record suspensions (formerly known as pardons) is incredibly challenging for communities that often don't have adequate legal services and/or the financial resources to pay for them. Having a criminal record is an issue that is closely connected with poverty, poor infrastructure, housing and living conditions in Kugluktuk. KIA has a program in place to assist beneficiaries in pursuing criminal record suspension, but there is only one lawyer available for the entire region, and many are not aware of this program. Accordingly, there is broad community consensus that a **widespread effort to pursue criminal record suspension** for eligible community members would make an impact on job readiness. Such a program should include efforts to build awareness about criminal record suspension and reach out to community members who may not be aware of this option.

There is also widespread consensus among community members that there is a need to increase **financial literacy** by providing workshops on money management and financial training. 84% of respondents to the Kugluktuk Household Survey indicated that they felt they would benefit from learning more about how to manage money. This should be seen as ongoing and not something that can be met by a single course one course or a single-pronged approach.



References

- Akesuk, Olayuk (2015). Mary River – Initial IIBA Implementation Efforts. Presentation at Nunavut Mining Symposium, Iqaluit, NU, April 2015.
- Bernauer, W. (2011). Uranium mining, primitive accumulation and resistance in Baker Lake, Nunavut: recent changes in community perspectives. Master's thesis, University of Manitoba.
- Bowes-Lyon, L. M., Richards, J. P., & McGee, T. M. (2010). Socio-economic impacts of the Nanisivik and Polaris mines, Nunavut, Canada. In J. Richards (ed.) *Mining, Society, and a Sustainable World*, Berlin: Springer, pp. 371-396.
- Bowman, L. (2011). Sealing the Deal: Environmental and Indigenous Justice and Mining in Nunavut. *Review of European Community & International Environmental Law*, 20(1), 19-28.
- Brubacher and Associates (2002). The Nanisivik Legacy in Arctic Bay – A Socio-Economic Impact Study. Report prepared for the Department of Sustainable Development, Government of Nunavut.
- Brubacher and Associates (2011). Public Forum on Uranium: Executive Summary. Report prepared for the Government of Nunavut.
- Cameron, E., S. Kittmer and A. Keeling (2013). Future Mining. In *Western and Central Canadian Arctic IRIS Assessment*, Laval, QC: ArcticNet, 4-18.
- CanNor. (2013). Community Readiness. Retrieved March 15, 2015, from <http://www.cannor.gc.ca/eng/1368817398699/1368817423354>
- Cater, T. I. (2013). When Mining Comes (Back) To Town: Exploring historical and contemporary mining encounters in the Kivalliq region, Nunavut. Master's thesis, Memorial University.
- Cater, T., & Keeling, A. (2013). That's where our future came from: Mining, landscape, and memory in Rankin Inlet, Nunavut, *Études/Inuit/Studies*, 37(2), 59-82.
- Finnegan, Greg (2013). Arctic Socio-Economic Indicators: Kugluktuk – a Case study. A Report prepared for CanNor.
- Gladstone, J., & Abele, F. (2013). Responsible Investment in the Canadian Territorial North? Some Considerations from Nunavut. Presentation at CURA. <http://carleton.ca/3ci/wp-content/uploads/wp-13-04-Gladstone-and-Abele-CURA-paper-May-20-13.pdf>

- Government of Canada (2015). Minister Aglukkaq Announces Actions to Strengthen Health Services in Nunavut. Press Release. <http://news.gc.ca/web/article-en.do?nid=952199>
- Hall, Rebecca (2013). Diamond Mining in Canada's Northwest Territories: A Colonial Continuity. *Antipode* 45 (2), 376-393.
- Hicks, Jack (2009). Toward More Effective, Evidence-Based Suicide Prevention in Nunavut. In F. Abele, T.J. Courchene, F.L. Seidle, and F. St-Hilaire (eds.), *Northern Exposure: Peoples, Powers, and Prospects in Canada's North*, Montreal: Institute for Research on Public Policy, 467-98
- Hicks, Jack, and Graham White (2000). Nunavut: Inuit Self-Determination through a Land Claim and Public Government? In J. Dahl, J. Hicks, and P. Jull (eds.), *Nunavut: Inuit Regain Control of Their Lands and Their Lives*, Copenhagen: International Work Group for Indigenous Affairs, 30-115.
- Inuit Circumpolar Council (2011). Circumpolar Inuit Declaration on Resource Development Principles in Inuit Nunaat. Nuuk: ICC.
- Inuit Qaujimajatuqangit (IQ) Task Force (2002). The First Annual Report of the Inuit Qaujimajatuqanginnut (IQ) Task Force. Iqaluit: Government of Nunavut.
- Inutiq, S. (2011). Makita Co-President Sandra Inutiq's Speech to the Government of Nunavut's Public Forum on Uranium Mining, 17 March 2011, http://makitanunavut.files.wordpress.com/2012/03/inutiq_gn_forums.pdf
- Keeling, A., & Sandlos, J. (2009). Environmental justice goes underground? Historical notes from Canada's northern mining frontier, *Environmental Justice*, 2(3), 117-125.
- Kitikmeot Socioeconomic Monitoring Committee (2009). Jericho Diamond Mine: 2007 Socioeconomic Monitoring Report. Prepared by Doug Brubacher Development Strategies.
- Kulchyski, P., & Bernauer, W. (2014). Modern treaties, extraction, and imperialism in Canada's indigenous north: Two case studies. *Studies in Political Economy*, 93.
- Kuliktana, Millie (2013). Live, Laugh, Love. Report of the Kugluktuk Women's Support Group Gathering, October 2013.
- Kunuk, Zacharias (2012). My Inuit Point of View. Submission to Nunavut Impact Review Board, Igloolik, Nunavut, 8 June 2012. <http://www.isuma.tv/en/did/zacharias-kunuk-formal-intervention-to-nirb-written-submission-june-8-2012>
- Kusugak, Pujjuut and Patrick Roy (2015). Developing the Labor Force and Employees of Agnico Eagle Mines. Presentation at Nunavut Mining Symposium, Iqaluit, NU, April 2015.
- Lim, T. W. (2013). "Inuit encounters with colonial capital: Nanisivik-Canada's first high Arctic mine". Master's thesis, University of British Columbia.
- McGrath, JT. (2011). Isumaksaqsirutigijakka: Conversations with Aupilaarjuk Towards a Theory of Inuktitut Knowledge Renewal. PhD dissertation, Carleton University.

Nunavut, Department of Economic Development and Transportation (2009). Parnautit: A Foundation for the Future: Mineral Exploration and Mining Strategy. Iqaluit: Government of Nunavut.

Nunavummiut Makitagunarningit (2012a). Hunters, elders and community members voice concerns at Nunavut Impact Review Board information sessions. <https://makitanunavut.wordpress.com/2012/06/03/hunters-elders-and-community-members-voice-concerns-at-nunavut-impact-review-board-information-sessions-5/>

Nunavummiut Makitagunarningit (2012b). Discussion Paper – Kiggavik Draft Socioeconomic Impact Statement. <https://makitanunavut.files.wordpress.com/2012/06/makita-socioeconomic-discussion-paper.pdf>

Nunavut Tunngavik Incorporated (2014a). Annual Report on the State of Inuit Culture and Society, 2013-14. Iqaluit: NTI.

Nunavut Tunngavik Incorporated (2014b). Annual Report on the State of Inuit Culture and Society, 2011-13. Iqaluit: NTI.

Nunavut Tunngavik Incorporated (2012). Annual Report on the State of Inuit Culture and Society, 2010-11. Iqaluit: NTI.

Pauktuutit (2014). The Impact of Resource Extraction on Inuit Women and Families in Qamani'tuaq, Nunavut Territory: a qualitative assessment. Ottawa: Pauktuutit.

Pauktuutit (2006). *The Inuit Way*. Ottawa: Pauktuutit.

Price, J. (2007). Tukisivalliaqtaq: The things I have now begun to understand: Inuit governance, Nunavut and the Kitchen Consultation Model. Master's thesis, University of Victoria.

Qikiqtani Truth Commission. 2010. QTC Final Report: Achieving Saimaqatigiingniq. Iqaluit: Qikiqtani Inuit Association.

Schlosser, K. (2013). History, scale and the political ecology of ethical diamonds in Kugluktuk, Nunavut. *Journal of Political Ecology*, 20, 53-69.

Stratos Inc. (2012). Mineral Resource Development Profile: West Kitikmeot, NU. Report prepared for AANDC.

