BOOM BUST COMMUNITIES
IMPACT ON RURAL AND REMOTE COMMUNITIES

Conference Report
2008 Canadian Rural Revitalization Foundation –
National Rural Research Network Annual Policy Conference
Inuvik, Northwest Territories
June 18-21, 2008

September 2008
Rural Development Institute, Brandon University

Brandon University established the Rural Development Institute in 1989 as an academic research centre and a leading source of information on issues affecting rural communities in Western Canada and elsewhere.

RDI functions as a not-for-profit research and development organization designed to promote, facilitate, coordinate, initiate and conduct multi-disciplinary academic and applied research on rural issues. The Institute provides an interface between academic research efforts and the community by acting as a conduit of rural research information and by facilitating community involvement in rural development. RDI projects are characterized by cooperative and collaborative efforts of multi-stakeholders.

The Institute has diverse research affiliations, and multiple community and government linkages related to its rural development mandate. RDI disseminates information to a variety of constituents and stakeholders and makes research information and results widely available to the public either in printed form or by means of public lectures, seminars, workshops and conferences.

For more information, please visit www.brandonu.ca/rdi.
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Prepared by:
Ryan Gibson, Research Affiliate

Submitted by:
Robert Annis, PhD
Rural Development Institute
Brandon University
Brandon, MB  R7A 6A9
(204) 571-8513
annis@brandonu.ca
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Acknowledgements

The conference organizers would like to extend acknowledgements to a number of organizations and individuals who made contributions to the event. Without these contributions, the event would not have been a success.

To the communities of the Beaufort Delta, conference organizers extend sincere gratitude for hosting the 2008 CRRF-NRRN conference. Your hospitality and generosity were much appreciated by conference organizers and participants. The opportunity for conference participants to visit and learn about your communities has made a lasting impression. The organizers would also like to acknowledge all conference participants who attended the event and contributed to discussions.

The conference would not have been possible without the generous financial contributions provided by: Canadian Heritage, Canadian North, Canadian Rural Revitalization Foundation, First Air, Health Canada, Human Resources and Social Development Canada, Indian and Northern Affairs Canada, Government of the Northwest Territories, National Rural Research Network, Rural Development Institute/Brandon University, and the Rural Secretariat.

We are grateful to the individuals who served as facilitators and chairperson throughout the event. Thank you for your willingness to contribute to the plenary and concurrent sessions to the event: Yvonne Carpenter, Heather Clemenson, Holly Dolan, Brenda Fleet, Greg Halseth, Bruno Jean, Michel Lemieux, Darell Pack, Eugene Rees, Sally Rutherford, Frances Shaver, Ray Silvius, and Melanie Swain.

Conference format was designed by a group of dedicated individuals from across Canada who participated in regular planning meetings. We would like to recognize their contributions: Robert Annis, Yvonne Carpenter, Peter Clarkson, Ryan Gibson, Rob Greenwood, Mark Shrimpton, Mike Stolte, Melanie Swain, Eugene Rees, Bill Reimer, Sally Rutherford, Deatra Walsh, and Judith Venaas.

We would also like to recognize the contributions of individuals from both the Government of the Northwest Territories and the Rural Development Institute: Marian Beattie, Jill Bucklaschuk, Yvonne Carpenter, Ryan Gibson, Sylvia Henry, Michel Lemieux, Bev Lischka, Alison Moss, Eugene Rees, Paige Rushton, and Melanie Swain.
Executive Summary

The 2008 Canadian Rural Revitalization Foundation-National Rural Research Network Annual Policy Conference was held in Inuvik, Northwest Territories from June 18-21, 2008. Boom Bust Economies: Impacts on Rural and Remote Communities was selected as the theme of the conference, an important issue among rural and northern communities across Canada.

The 2008 event represented the first Canadian Rural Revitalization Foundation-National Rural Research Network conference hosted in the Territories. The conference celebrated the 20th anniversary of the Canadian Rural Revitalization Foundation, the 50th anniversary of Inuvik, and National Aboriginal Day. The goal of the conference is provide a rural and northern policy forum in which community/First Nation leaders, post-secondary students, researchers, and government representatives can discuss rural development issues, opportunities, challenges, and network.

The three and a half day conference consisted of four plenary sessions, three breakout time-slots with two concurrent sessions in each time-slot where a total of eighteen research papers were presented, and one afternoon of community visits where delegates chose one of five activities. The mix of plenary sessions, community tours, and concurrent sessions worked well. Particularly, touring on the afternoon of the second day is an excellent way of providing networking opportunities and ensuring a local experience. The conference attracted 120 delegates from across Canada and internationally.

Ninety percent of conference participants rated the event as good and a participant remarked, “one of the best conferences I’ve attended—very informative, good “lessons learned” covered by most presenters, great place-based content but with lessons learned and transferable knowledge for others.”

Conference Highlights

120 participants from BC, AB, SK, MB, ON, QC, NS, NL, NB, NT, YK, and Australia. Participants represented community-based organizations, municipal leaders, Aboriginal and Inuit leaders, post-secondary students, researchers, provincial/territorial government, federal government, and industry representatives.

66% of participants attended the first CRRF conference

37.5% of participants declared themselves northern residents


16 in-kind supporters of the conference: NRRN, CRRF, Rural Development Institute (Brandon University), Northwest Territories Department of the Executive, Town of Inuvik, Town of Tuktoyaktuk, Town of Aklavik, Village of Ulukhuktuk, Northwest Territories Industry, Tourism, and Investment, Northwest Territories Municipal and Community Affairs, Legislature of the Northwest Territories, Canadian North, First Air, Gwitch’in Tribal Council, Inuvialuit Regional Corporation, Aurora College
Introduction

The 2008 Canadian Rural Revitalization Foundation-National Rural Research Network Annual Policy Conference was held in Inuvik, Northwest Territories from June 18-21, 2008. Boom Bust Economies: Impacts on Rural and Remote Communities was selected as the theme of the conference, an important issue among rural and northern communities across Canada.

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Inuvik was selected as the host community of the 2008 Canadian Rural Revitalization Foundation – National Rural Research Network Annual Policy Conference based on a relationship established through the New Rural Economy project. Over the past years, representatives from Inuvik have participated in CRRF-NRRN events. Representatives from the community were approached by the CRRF President to consider hosting the event.

The Canadian Rural Revitalization Foundation rural policy forums are held in rural communities to assist in achievement of CRRF’s mission to provide access to rural and northern research generate through Canadian and international academic institutions. The Inuvik event represented CRRF’s 20th policy forum.

Conference website
www.brandonu.ca/rdi/crrf2008.asp
**Inuvik, NWT**

During the mid 1950's, the government of Canada decided there was a need for an administrative centre in the Western Arctic. Aklavik, the traditional centre, was subject to flooding, erosion, and space limit, thus a search for a new site was launched, and the first survey teams went out in 1954.

On July 18, 1958, Inuvik, which means "Living Place" in Inuvialuktun, officially began, by proclamation of the 15th session of the Council of the N.W.T. By Municipal Ordinance, the area known as Inuvik obtained village status on April 1, 1967. Inuvik was the first planned town North of the Arctic Circle. In January of 1970, town status for Inuvik was achieved. Inuvik, as stated on the Town Monument, dedicated by the Rt. Hon. John Diefenbaker, was created as a model community to provide "the normal facilities of a Canadian Town." It was designed, not only as a base for development and administration, but as a centre to bring education, medical care, and new opportunity to the people of the Western Arctic.

Today, Inuvik is the government centre and transportation hub for the Western Arctic. It is the largest Town north of the Arctic Circle (population 3,451). Since 1979, Inuvik has been the end of the Dempster Highway, thus connecting the Arctic with southern communities. Inuvik is also the main headquarters for the oil and gas industry operating in the Beaufort Sea/Mackenzie Delta.

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**Town of Inuvik**

www.inuvik.ca

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**Canadian Rural Revitalization Foundation**

The Canadian Rural Revitalization Foundation’s (CRRF) mission is to revitalize rural Canada. Strong rural economies across the country is vital. CRRF achieves its mission through education and research for rural leaders in the community, the private sector and in government. CRRF seeks to broker mutually beneficial relationships built on improved understanding of common interest at all levels, to advance the fortunes of all partners and reduce rural dependency.

Economic and social restructuring, accelerated by globalization, is compressing the time between information, learning and action needed to sustain rural development. This presents challenges to rural populations accustomed to trial and error styles of learning, seasonal timetables, and complex institutional strategies to manage uncertainty. CRRF assembles creative and innovative individuals from rural and northern communities, governments,
universities and businesses to enable rural and northern populations to effectively counteract challenges. Specifically CRRF addresses:

- the need for jobs and wealth generating activities.
- the need for institutional flexibility within the private sector, and within social and governing organizations in rural Canada.
- the need for urban and rural people to assist one and other to seek ethical environmental and economic solutions to the problems of sustainability and rural dependence.
- the need for continuing learning to enable rural populations to participate actively in the economic life of their country.

Fulfilling these needs is important to rural people, their firms and farms, and to the Nation. CRRF and its pre-incorporation group have established a fourteen-year track record of commitment to long-range solutions to the urgent rural economic and social needs for rural Canadians.

CRRF is results oriented. Researchers have practical and academic backgrounds in industry, resource management and rural development. CRRF has delivered consistently annual innovative workshops and conferences in rural across Canada. Over 150 papers have been published from CRRF activities, including three books, a special edition of the Canadian Journal of Agricultural Economics and Farm Management, and a Working Papers Series. A national rural sampling framework has been created to improve the comparative quality of policy studies. A 32-site rural observatory was created. Research topics have included:

- revitalization of rural communities
- location, commuting and multiple livelihood strategies
- resource dependent rural places
- communications and the knowledge economy
- capacity-building
- rural social capital
- globalization and trade liberalization
- manufacturing and rural diversification
- rural services
- social cohesion and economic development
- governance
- low level economic trapping

Canadian Rural Revitalization Foundation
http://crrf.concordia.ca
National Rural Research Network

The National Rural Research Network (NRRN) is an important means of supporting rural research and making rural information more easily available. By bringing current and prospective rural researchers together with users of rural research findings, the Network will enhance shared understanding of the benefits of rural research for rural and remote communities, and will contribute to improved rural and remote policy and program choices across Canada. NRRN activities include information dissemination to share research data and event information; opportunities for personal interactions to help members consolidate and extend ties to other network members; learning events to provide opportunities for exchange of ideas and information among researchers and users of research.

NRRN is intended to help meet the research and information needs of people involved in all aspects of rural community development: community leaders in economic and social development; producers and producer associations; policy and program practitioners across all levels of government; rural researchers; and those who commission or who seek funding for rural research.

Conference Hosts and Planning Committee

The 2008 event was co-hosted by the Government of the Northwest Territories and the Rural Development Institute, Brandon University. Peter Clarkson (Department of the Executive, Government of the Northwest Territories) and Robert Annis (Rural Development Institute, Brandon University) served as co-hosts for the conference.

Since October 2007, a devoted group of individuals have served as a conference planning committee. Each member brought knowledge, perspective and experiences that enhanced the 2008 Conference. The Conference Planning Committee consisted of Robert Annis (Rural Development Institute, Brandon University), Yvonne Carpenter (Municipal and Community Affairs, Government of the Northwest Territories), Peter Clarkson (Department of the Executive, Government of the Northwest Territories), Ryan Gibson (Rural Development Institute, Brandon University), Rob Greenwood (Leslie Harris Centre for Regional Development and Policy, Memorial University), Mark Shrimpton (Memorial University), Mike Stolte (CRRF), Melanie Swain (Industry, Tourism and Investment, Government of the Northwest Territories), Eugene Rees (Industry, Tourism, and Investment, Government of the Northwest Territories), Bill Reimer (Concordia University), Sally Rutherford (CRRF), Deatra Walsh (CRRF), Judith Venaas (Industry, Tourism and Investment, Government of the Northwest Territories).
Plenary Presentations

A series of four plenary sessions were held to provide insights and facilitate discussions. The plenary sessions were organized into three categories: (i) Overview and Foundations of Boom Bust Cycles in Canada; (ii) Rethinking Boom Bust: A Policy and Private Sector Perspective; and (iii) Opportunities for Moving Forward in Boom Bust Communities. Each plenary session consisted of at least two presentations and the opportunity for discussions among conference participants and presenters. Plenary presenters were selected from a variety of sectors: local community organizations, government, private sector, and academia. Appendix A consists of copies of each plenary presentation. Copies of all presentations are also available on the conference website – www.brandonu.ca/rdi/crrf2008.asp.

Concurrent Presentations and Posters

To foster networking among rural researchers and enrich the discussions the conference invited individuals, community leaders, practitioners and public policy analysts who are interested in rural issues to submit a proposal for a presentation or a poster to the conference. Eighteen oral presentations proposals were accepted. The presentations were organized around six themes:

- Boom Bust, Natural Resources, and Enterprise
- Northern Housing, Health, and Education
- Youth Attraction and Mobility, Indigenous Knowledge Research
- Partnering for Success: Multi-Community Collaboration
- Economic Measures, Shadow Populations, and Civil Justice
- Work Related Migration and Mobility

Appendix B consists of copies of each concurrent presentation. Copies of all presentations are also available on the conference website – www.brandonu.ca/rdi/crrf2008.asp.

In addition the oral presentations, seven posters were presented at the conference. The titles of the posters were:

- Regional Round Tables: The Power of Collaboration
- Temporary Migration in Rural Centres: The Case of ‘Transitional’ Foreign Workers in Brandon, Manitoba
- Community Service – Learning Course Poster
- Healthy Lifestyles and Risk Behaviours of Saskatchewan Rural Youth
- Community Collaboration to Improve Health Care Access of Northern Residents
- Manitoba Community Schools: New Models for Community Economic Development
- The Impact of Participation in the Wage Economy on Traditional Harvesting, Dietary Patterns, and Social Networks in the Inuvialuit Settlement Region
Conference Participants

The conference attracted participation from across Canada and internationally. Strong participation was noted from northern residents and new researchers. A total of 120 participants attended the conference from every province and territory except Prince Edward Island and Nunavut. A delegation of researchers traveled from Alice Springs, Australia to participate in the conference. Conference participants represented community-based organizations, municipal leaders, Aboriginal and Inuit leaders, post-secondary students, researchers, provincial/territorial government, federal government, and industry representatives. Approximately 38% of participants declared themselves as northern residents1. For two-thirds of conference participants, the 2008 conference was their first CRRF conference.

Conference organizers made concerted effort to encourage the participation of northern community members, post-secondary students, and new researchers. Through the Government of the Northwest Territories, northern community leaders in the Beaufort Delta region were encouraged to participate through travel expense reimbursement. In many instances, northern community leaders and residents were involved in discussions during the trips to Beaufort communities. The opportunity for conference participants to interact with northern community residents increased understanding of northern community opportunities and challenges.

For students and new researchers, the conference offered a travel subsidy to assist with expenses of traveling to Inuvik. Students and new researchers were encouraged to contribute an oral presentation and/or a poster presentation at the conference. A special session was held to discuss opportunities and challenges of new researchers. Appendix C lists all conference participants that have granted the conference permission to print their information.

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1 Information was collected on the conference registration forms. Inclusion of the information was at the discretion of the conference registrant; data not available for everyone (n=24).
New Researcher Forum

A special session for new researchers and post-secondary students was held to explore engagement in rural and northern research and opportunity for network building. The New Researcher Forum was attended by post-secondary students, new researchers, government representatives, and university faculty. The session provided an opportunity to network with established rural and northern researchers from academia and government sectors. The session was well received by participants.

Beaufort Community Visits

To enhance understanding of the north, the conference organized a number of visits to communities in the Beaufort Delta: Inuvik, Aklavik, Tuktoyuktuk, and the Mackenzie Oil and Gas tour were organized. Communities embraced conference participants, provided tours of their respective communities, and engaged in open discussions about local issues. Unfortunately, the visit to Ulukhaktuk was cancelled last minute due to the unexpected mechanical challenges with the aircraft.

Aklavik

Aklavik is located on the Peel channel of the Mackenzie River Delta, 113 km south of the Arctic Coast. There is no summer road access; however, an ice road stretches across the Mackenzie Delta to Inuvik in the winter. Participants had the experience of flying and boating into Aklavik from Inuvik. After arriving in the community, participants were given a tour of the local community and had a discussion with local government representatives to discuss Aklavik’s history and the governance structures. The visit continued with visits to the Mad Trapper gravesite, the local health station, and local RCMP detachment.
**Inuvik**

Throughout Inuvik’s history, the community has had diverse economic, cultural, education, and industrial initiatives. The visit connected conference participants with local organizations, business, and community members. The visit explored northern tourism based in Inuvik, including visiting Arctic Nature Tours and the Western Arctic Visitor Information Centre. The visit provided a brief introduction to the volatility within the local construction market and a tour new housing subdivisions. Participants also learned about building in a northern environment, particularly the utiladors. A brief overview of land claims by Inuvialuit Development Corporation and Gwich’in Development Corporation was provided. The visit also included stops to a number of Inuvik’s tourism attractions, including the community green house, the Igloo Church, cemetery, and gift shops.

![Inuvik Photos](image1.jpg)

**Tuktoyaktuk**

Located on the shores of the Arctic Ocean and 150 kilometres north of Inuvik, Tuktoyaktuk is an example of the ‘boom bust economy’. The visit investigated how the boom and bust of the 1970s and the current economic activities have influenced the community with visits to the Northern Transportation barge facility and the camps. Participants experienced the Arctic Ocean, visit the Icehouse, Lady of the Lords Ship, and local churches. Tuktoyaktuk is known as the gateway for exploring pingo formations. The visit concluded with visits to the local fur shop and viewing of local crafts.

![Tuktoyaktuk Photos](image2.jpg)
Mackenzie River Delta Oil and Gas

The Mackenzie River Delta is rich with oil and gas developments. Conference participants had the opportunity to explore a number of recent developments through an aerial tour. The tour visited the Ikhil Gas Plant, Tuktoyaktuk, Mason Bay, Lucas Point, Swimming Point, Storm Hills, Farewell, Taglu, Niglintgak, Paktoa, Ellice Island, Shallow Bay, Parsons Lake, and Aklavik.

Conference Outputs and Outcomes

The Boom Bust Economies conference generated numerous outputs and outcomes. Outputs include: a three and a half day conference, four Beaufort Delta community visits, a conference report, a conference website, and 25 presentations (available on the website).

The outcomes of the conference include:

- increased awareness of opportunities and challenges faced by northern communities;
- increased transfer of knowledge among community leaders, researchers, and government representatives based on current research undertaken across Canada and internationally;
- increased north-south dialogue among rural and northern researchers, community leaders, Aboriginal and Inuit leaders, policy makers, students, and community development practitioners; and
- economic benefits for Inuvik and surrounding communities and businesses.
Conference Evaluations

Overall, almost 90% of conference participants rated the event as excellent. The table on the following page outlines conference participants’ evaluations of various components of the event. Below is a compilation of comments received from conference participants.

- The change of my “personal perspective” of northern communities—given it is my 1st time in The North.
- One of the best conferences I’ve attended—very informative; good “lessons learned” covered by most presenters; great place-based content but with lessons learned and transferable knowledge for others (e.g. recognizing local assets); local hosts were very good and energetic and friendly; refreshing and encouraging to see student participants
- Conference had a diverse program presentations, research and discussions papers; Event has covered economic and social impacts of the development on the rural and northern communities; Conference presentations were really full of data coupled with relevant thought provoking information; Networking opportunities with the research scientists, fellow economic development professionals from coast to coast to coast, was invaluable; Community visits were invaluable. My thanks to the organizers and guides, local people who so freely gave us an insight into this world.
- It was in Inuvik! Very positive, supportive environment and people; very interesting, informative speakers; loved the dancing and meeting some local people; enjoyed the energy and open reception to as a newcomer
- Lots of opportunities for networking; tours were great; social events great; perspective from Australia very interesting
- Location and community visits; very good topics, excellent caliber of speakers; conference material posted to website after presentation; reception on first day good for meeting people; smaller size conference allows more time to meet and talk with others
- Very participatory, welcoming, relaxed
- The speakers with long time perspectives, research that has a 10-20 year time frame
- Diversity of presentations
- Conference theme and presentation were relevant to boom bust economies. Diversity of subject matter was also very helpful to understand social aspects
- I enjoyed the speakers, most were very engaging and the field trips were exciting and useful. Evening activities were good and good attendance made them fun
- Information provided by northerners on their personal experiences
- The community visits, the people, the interaction with the Aboriginal population
Appendix A – Plenary Presentations

Boom, Bust and Boom and ‘then’ Bust
Ray Bollman, Statistics Canada

Boom, Bust and Boom ‘then’ Bust Communities
Ray D. Bollman
Statistics Canada

Presentation to the 20th Annual Conference of the Canadian Rural Revitalization Foundation
June 18 – 21, 2008
Inuvik, Northwest Territories
Boom, Bust and
Boom ‘then’ Bust Communities

Ray D. Bollman
Statistics Canada

Presentation to the 20th Annual Conference of the
Canadian Rural Revitalization Foundation
June 18 – 21, 2008
Inuvik, Northwest Territories
Introduction

- Boom and bust has been the history for many rural communities.
- The objective of this presentation is to search the numbers for:
  - ‘Boom’ communities
  - ‘Bust’ communities
  - Boom and bust communities
  - Boom then bust communities

Background

- A large part of rural Canada is now inhabited by settlers.
- Settlers came to rural Canada to export commodities (e.g., furs, lumber, wheat, nickel, etc.).
- The new exploitation of a new resource caused a ‘boom’.
- Historically, the introduction of machines for labour caused more commodities to be shipped with fewer workers.
- Thus, resource-reliant communities have experienced a declining workforce employed in the sectors for which the communities were originally established.
- To maintain their population levels, these communities must find a new good or a new service (e.g., tourism, etc.) to sell to people from away.

Conclusions

→ Boom Bust is (largely) due to a settler society that extracts / grows commodities – i.e. settler society communities never started as a “sustainable community”
Background

- I will look at boom bust in terms of the change of the population in the community.

Conclusions

- Boom Bust is largely due to a settler society that extracts/grows commodities - i.e., settler society communities never started as a "sustainable community".
- On average, a higher share of communities in predominantly rural regions have lower population growth rates.

Outline

Introduction

Background

Booming communities

Distribution of communities by their biggest 'boom'

The next set of charts show, for each community, the best 5-year population change over five 5-year intercensual periods from 1981 to 2006.

Communities are ranked by their best 5-year population boom - by the largest INCREASE in population in one of the five intercensual periods.

Note that the pattern of boom is quite similar as one moves from larger communities (the early slides) to the smaller communities (the later slides).
Boom Bust Economies
Conference Report

Conclusions

- Boom Bust (bigly) busts a bubble theory that unless (grow) commodities (the bulk) the bubble community never states as a "sustainable community"
- On average, a higher share of communities in predominantly rural regions have lower population growth levels.

- The share of communities with a bigger boom is higher:
  - for larger communities;
  - for communities closer to cities; and
  - for communities within predominantly urban regions

Outline

Introduction
Background
Booming communities
Busting communities

Distribution of communities by their biggest 'bust'

The next set of charts show, for each community, the worst 5-year population change over five 5-year intercensual periods from 1991 to 2006.

Communities are ranked by their worst 5-year population bust – by the largest DECREASE in population in one of the five intercensual periods.

Note that the pattern of bust is more dramatic as one moves from larger communities (the early slides) to the smaller communities (the later slides).
Conclusions

- Boom Bust (frequently found in rural society) and easiest to observe commodities; it is within rural communities that often start with a "sustainable community."
- On average, a higher share of economic loss in predominantly rural regions have lowest population growth rates.
- The share of communities with higher boom is higher; for larger communities, for communities closer to cities, and for communities within predominantly urban regions.

> A higher share of “big busts” is found:

- in smaller communities;
- in distant communities;
- in agricultural-reliant communities;
- in “other primary” communities; and
- in communities in predominantly rural regions.

BOOM BUST ECONOMIES
List of proposed slogans for the new Alberta license plate:
- Boom or Bust (4 votes)
- Follow me to boombtown (1 vote)
- In gopher we trust (1 vote)
- Land of oil and weed (1 vote)
- Half of Saskatchewan lives here (1 vote)
- Making Saskatchewan look good (1 vote)
- Go Riders! (55 votes)
Boom, Bust and Boom 'then' Bust Communities

Outline

Introduction
Background
Booming communities
Busting communities
Boom and Bust communities

Conclusions

- Boom Bust (or Pinto) busts a bubble society that extracts (grows commodities). It is a bubble society community that never started as a "sustainable community."
- On average, higher share of communities in urban/rural and urban/rural/urban regions have lower population growth rates.
- The share of communities with higher boom/more higher rate is lower in smaller communities, for communities that were cities, and for communities with or without urban regions.
- A higher share of "boom bust" is found in smaller communities, in rural communities, in "other primary" communities, and in communities in rural/urban/urban regions.

→ Boom Bust vs.
  → Boom or Bust vs.
  → Boom and Bust vs.
  → Boom then Bust
Conclusions

Among communities in predominantly rural regions, a greater percentage of the communities experienced a significant boom followed by a <10% "bust" during the 1991 to 2001 period.

The percent of communities with a bust following a boom is quite similar across community characteristics.
Conclusions

The percent of communities with a bust following a boom is quite similar across community characteristics.

However, the percent with a boom varies; and

Thus, the percent with a bust, given a boom, varies.

In other words, “Boom THEN Bust” is different than “Boom Bust” & “Boom or Bust” & “Boom and Bust.”
The degree of specialization of the community workforce (measured by a Herfindahl Index) is associated with a lower community population growth in the subsequent period.

The degree of specialization of the workforce in the region surrounding the community is, in addition, also associated with lower community population growth.

The strength of the community job market (as measured by the community labour force participation rate) is associated with a higher community population growth in the subsequent period.

The strength of the job market in the region surrounding the community is, in addition, also associated with a higher community population growth.

These results are in the context of holding constant:

- Community population density (positive coefficient)
- Regional population density (not significant)
- Size of nearest agglomeration (positive coefficient)
- Distance to larger agglomeration (positive coefficient)
- Distance to smaller agglomeration (positive coefficient)
Boom, Bust and Boom ‘then’ Bust Communities

Ray D. Bollman
Statistics Canada

Presentation to the 20th Annual Conference of the Canadian Rural Revitalization Foundation
June 18 – 21, 2008
Inuvik, Northwest Territories

 Boom Bust Economies
Conference Report
MACARONI'S
“Small Towns With Unusual Names”
vol.1 Canada

SHOW ME THE WAY TO BEERSVILLE!

Czar, ab
Ajax, ont.
Sarnia, on
Beaver, on
Cow Head, n.d.
St. Ours, que.
Dundas, on
Fort William, on
Nisku, al.
Upper Sheila, n.b.
Seven Persons, ab
Joe Rutt's Arm, n.f.
East Braintree, man
Cross Roads Ohio

© 2000 garth ukranetz
Some Sociological Suggestions for Smoothing Boom Bust Cycles

Derek Wilkinson, Laurentian University

What comes, What goes, What stays: Some sociological suggestions for smoothing rural boom-bust cycles

Derek Wilkinson
dwilkinson@laurentian.ca
June 19, 2008

The NRE framework

- New Rural Economy Project
- A decade of intellectual stimulation and support while concentrating on problems of rural Canada
- Exemplary interinstitutional and interdisciplinary research and training and community knowledge transfer

Outlook

- Brief NRE & INORD background analysis
- Elliot Lake transition analysis - retirements
- Sudbury's redefinition
- Cohesion
- Boom planning & transition needs
- Fly-in mining = Forestry = Tourism
- Aboriginal advantages
- Advice

CAPACITY

ASSETS
- Economic Capital
- Human Skills and Abilities
- Social Capital
- Natural Resources

PROCESSES
- Market
- Bureaucratic
- Associative
- Communal

VALUE OUTCOMES
- Economic prosperity
- Social and political inclusion
- Environmental stewardship
- Social and self-worth
- Health
- Safety/Security
- Social Cohesion

INORD & Regional Development

- Economics as a key to regional development
- New approaches emphasize production
- New emphasis on "agglomeration economies"
- Rural areas may not be able to survive on ( & won't prosper on) handouts forever
- They need to produce goods or services to sell outside the region or bring people in

The Elliot Lake Tracking Study

- Layoffs in EL announced in 1990 for Rio Algom and Denison
- INORD Longitudinal study of 1200 workers in 1990, 92, 94, 95, 96, and 98 plus....
  - Spouses, adolescents, refusals, no contacts
  - Institutional and community research
Assumptions
- The multiplier model was developed and extended to look at the transition
- It assumes that the commercial sector is dependent upon basic employment in mining
- Note that there is a tiny original autonomous sector of the population

Add institutional sector and extend the model over time
- Add institutional sector
- There’s a delay in the secondary effects of the multiplier
- Adding in that delay makes the model more realistic
- The delay affects both the commercial sector and the institutional sector

Political aspects of transition
- The preceding model does not focus clearly enough on the political aspects of transition
- Local businesspeople and homeowners are more committed to the community and tend to stay longer
- Some institutional employees can leave somewhat earlier

Simple multiplier model

Dynamic model over time

Political effects over time
Adding in retirements
- There were retirements. There were also bridge funding arrangements supported by province and feds to enable transitions to retirement
- Housing stock was an asset
- EL was sold as a “retirement living” community

Dynamic model with retirements

Population of Elliot Lake now

<table>
<thead>
<tr>
<th>Year</th>
<th>Population</th>
<th>Percent change</th>
</tr>
</thead>
<tbody>
<tr>
<td>1996</td>
<td>13,598</td>
<td></td>
</tr>
<tr>
<td>2001</td>
<td>11,956</td>
<td>-12.0</td>
</tr>
<tr>
<td>2006</td>
<td>11,549</td>
<td>-3.4</td>
</tr>
</tbody>
</table>

Half empty or half full
- There has been a decline
- There’s lots that is needed to continue
- BUT the community IS still there
- Prognosis was extremely bad in the 90s
- Consequently it’s a success

Some other specific influences

<table>
<thead>
<tr>
<th>Positive</th>
<th>Negative</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community interest (ased)</td>
<td>Distance from highway (cold war deteriorated)</td>
</tr>
<tr>
<td>Mayor</td>
<td>No university - only branch of college</td>
</tr>
<tr>
<td>Community cohesion &amp; neighbouring</td>
<td>Distance from political centres</td>
</tr>
<tr>
<td>Recovery grant support (U.S. Employement)</td>
<td>Uranium and radiation image</td>
</tr>
<tr>
<td>Natural resources, lakes, attractiveness</td>
<td></td>
</tr>
</tbody>
</table>
They didn’t plan for the bust
- Closure came as a surprise
- The community wasn’t prepared
- They had not thought about human capital and social capital during the boom
- They did have physical capital in the form of housing

Sudbury: Nickel capital?
- Sudbury known for mining – nickell & copper
- Two main companies, INCO & Falconbridge
- Slowdown during 80s & 90s
- Advised to diversify (based on Herfindahl index)
- General loss of population during 90s

Redefining Sudbury
- In 90s INORD studied the hidden sector: Mining SUPPLY AND SERVICES
- argued for the redefinition of the city
- Don’t diversify; specialize where we have a comparative advantage
- Did research; Got public support

Results of redefinition
- Change in City perceptions
- Sudbury Area Mining Supply & Services Association (SAMSSA)
- Northern Ontario Miner
- Employment in supply & services has now passed employment in mining
- Public support for planned direction

More is needed
- Pressure to close mining engineering at Queens and U of T and move the programs to Sudbury to increase the cluster
- Need to keep support from other communities (North Bay & Timmins)
- Need for industrial design program, more intellectual creativity
- Attract private sector and government support

INORD’s Sudbury lessons
- Diversify – don’t just export more unprocessed product - but
- Specialize in something that others will not be able to do as well
- Get connected to a university or college – education is a key for future
Summation so far

- Elliot Lake had invested in housing that they could capitalize on for transition
- Sudbury had small & medium firms initially developed to supply two local giants but now competing internationally, but not recognized
- Neither was automatic – required argument, lobbying, public support (i.e. social cohesion)

Social Cohesion

- Cohesion keeps people attached to the community
- They are motivated to work together
- Most community developments require multi-sector cooperation
- Education and voluntary sector are very important for cohesion

Planning during the boom

- Start plans during the boom (or before)
- Sequester some of the boom financing to invest in human & social capital
- Support enterprises that export goods or services
- Minimize sprawl & service efficiency

What’s needed in transition

- Connections with outside communities and governments
- For political support and funding
- For economic resources
- Social cohesion helps communities use these connections

Fly-in mining communities

- Certainly will be the wave of the future
- May be a partial answer
- But there'll still be effects on existing communities
- Environmental assessments need to be monitored

Forestry

- Difficult problem in Ontario because big companies have land tenure
- Local businesses cannot get wood
- Less centralized than mining – more coordination required, particularly among different communities
- But there could be cooperation around education and training
Tourism
- Advantage to good transport and to metro-adjacency
- Subject to currency fluctuations & travel costs
- Can shore up population with cottage conversions
- Could also be cooperation around education and training – emphasize services

Aboriginal advantages
- Traditional food lessens market dependence
- People are less likely to leave the community
- Cohesion can lead to investment in human capital and skills that maximize trade
- Band structure allows for collective decision-making and therefore investments

More aboriginal possibilities
- Sovereignty can give a say in the tax regimen for corporations and in environmental protection
- During boom, emphasize training (contracts in some nw ontario communities required technicians flown in not to touch equipment but to explain methods to local trainees)

Advice 1
- Maximize taxation during boom period
- Use revenue for community investment
- Fix transportation & internet access
- Invest in human capital and skills that can lead to exports
- Connect with university or college
- Train and educate in public schools for entrepreneurship

Advice 2
- Emphasize social cohesion
- Develop regional connections
- Connect with metropolitan areas – nearby and provincial capital
- Find some comparative advantage area
- Adapt elementary & secondary education to foster creative ideas for that sector

Armchair Advice – Don’t get sidetracked
- Do have a community plan without resources
- Don’t think of resources as the rainmaker
- Don’t think that resources will suddenly jump you ahead of your neighbours
- A regional approach will probably be the best plan to allow even growth for communities
- So the most important choices may be political
THE END! 😊 Thanks for ...

- David Robinson’s content suggestions
- The NRE team’s teaching and friendship
- CRRF’s lobbying for rural Canada & research
- Greater Sudbury’s and Laurentian University’s openness to innovation
- Your tolerance and attention
- Send comments/suggestions/requests to
  - dvilkinson@laurentian.ca
Extending the Boom, Avoiding the Bust

Mike Vaydik, NWT and Nunavut Chamber of Mines

Mining & Exploration Activity

- 1889 Pine Point Base Metal
- 1989 Trouva B aligned
- 1921 Norman Wells Oil
- 1931 Trouva F aligned
- 1932 Great Bear Uranium Rush - Eklorado
- 1938 YK Gold Rush - Con
- 1943 YK Gold Rush - Giant
- 1955 Ft. Rae Uranium – Raytrick
- 1965 Pine Point Lead Zinc Rush – Pine Point
- 1967 Coppermine Copper Rush
- 1970s Keewatin Uranium
- 1980s Diamonds

Yellowknife’s Con gold mine (1888-2013)
The razed Yellowknife Ghost

Rankin Inlet nickel mine (1967-1962) – a community builder
Boom Bust Economies
Conference Report

Pine Point lead/zinc mine (1964-1969) — a model mining town

Nantahak lead/zinc mine (1976-2012) — herd involvement

Polaris lead/zinc mine (1983-2003) — Canadian Arctic sovereignty

 Ekati Diamond Mine, producing since 1998 — Canada's first diamond mine

Ch�rik Diamond Mine, producing since 2002

Mining's Contributions to Infrastructure

Transportation
Community
Hydro Power
River boats used rivers as highways

Bush planes opened up new, isolated territories for exploration

Modern day ice roads are lifelines to mines and communities

Icebreaker transports across arctic islands for mining

Hydro built for the mines now supply communities with eco-friendly, cheap power.

Historical Employment Trends in Mining
Exploration and Mining are Important to the NWT

Contributions to the NWT Economy:

- 3 producing diamond mines and 1 long ten mine are generating significant employment, production levels and gross revenues.
- Value of Mineral Production in 2006: $1.6 billion
- Exploration for a variety of minerals is creating additional business and employment, and more importantly, is essential to sustain mining benefits.
- Value of Mineral Exploration in 2006: $130 million
- Reductions in cost of social programs.

Backbone of the NWT Economy

- Diamond Contributions to NWT GDP – 2006: An estimated 58.9% of Other industrial goods and services industry related to mining and exploration industry.

Growing Employment Benefits

- Cumulative Direct Northern Employment by Ekati, Diavik and Snap Lake Diamond Mines:
  - Other Northern
  - Northern Aboriginal

- Aboriginal Mine Contractors:
  - Site Services – Tl’cho Logistics
    - Tl’cho First Nation
  - Mining Operators – B&O Meyr Services
    - 3 Dome / Tiva Partners
  - Catering / Accommodations – Ekati Services
    - Yellowknife Dome First Nation
  - Security – SecureCheck
    - Kilimanjaro Corporation (Inuit)
  - Explosives – Western Demolition Explosives
    - Laxtae Ice Dome First Nation
  - Underground mining development
    - BCK mining, Diamond Mining

Unprecedented Business Investment

- Cumulative Total Spending by the Ekati, Diavik and Snap Lake Diamond Mines:
  - Northern Canada
  - Other Northern
  - Northern Aboriginal

Capital Expenditures in the Mining and Oil/Gas Sector
Diamond Exploration

- Slave Province
- Northern Mackenzie Valley
- Arctic Islands
- Churchill Province

Precious Metal Exploration

- Slave Province (gold)
- Victoria Island (PGE)

Base Metal Exploration

- Slave Province
- Mackenzie Mountains
- Wopmay “belt”
- Victoria Island
- Pine Point area

The Problems We Face

Diamond mine production will peak in 2014 and will wind down in the mid-2020s.

The industry is facing many challenges today that will affect our ability to place new mines into production by that time.

These problems include:
- Rising costs
- Access to land
- Complex regulatory issues
Rising Cost Threats

- Exchange rate
- Fuel costs
- Transportation
- Cost of living

Rising Costs

- Ice road business risk
  - Need to augment the ice road to the diamond mines due to climate change and increased volume of freight
  - Seasonal Overland Road & Bathurst Inlet Port could both reduce costs to service the diamond mines and improve access to other resources, NWT benefits.

- Fathom Mineral’s NICO project as well as other base metal projects require good transportation routes to truck out concentrates.

- Hydropower
  - Cheaper hydropower could reduce mining costs and create more power, sustain existing mining and make known deposits economic.

Lower Mining Costs

- Infrastructure Options
  - Bathurst Port & Road
  - Cheap hydropower
  - Seasonal overland road

- All face regulatory hurdles

Leverage Other Opportunities

- The North Slave Geological Province
  - Attractive geology
  - Many known deposits
  - Infrastructure poor
  - Opportunity
    - Commodity prices, sovereignty claims, political support can help build new mines & infrastructure.
    - Would make the economics plusher for NWT & Nunavut.
    - Cheaper transportation in diamond belt yard.

Exploration Warning Signs

NWT Exploration investment is falling while the rest of Canada is remaining constant. This may seriously impair our ability to replace our existing mines.

Protected Areas Restrict Land Access

- Increasing pressure to protect the environment around Nunavut could be detrimental to our economy in the long term.

- Total size of current national park reservations 14,364 km²
- Only 1½% of Canada

- Mining activity, port development, exploration only 0.003%
Complex Regulatory Issues

- Mining and exploration companies have to jump through a number of complex hoops to get projects approved.
- This affects exploration because even the smallest “green field” projects are being referred to costly and time-consuming environmental assessment.
- Companies are unable to invest in new mineral projects because of regulatory uncertainty.

Examples:
- Candidate Zinc [Private, Credit]
- Uli Energy: Bonanza, Uranium (Thelon)
- Hunter Bay Resources [Green Bear Lake]

Can we work together to bring some certainty?

What Can We Do to Sustain Mining?

- Invest in Geoscience, Diversify Mineral Products
- Infrastructure to the Regulatory Process
- Control Cost of Mining and Mining
- Review the Effect of Alienation of Exploration Hinterland
- Skills, Training, and Basic Education
- Infrastructure Investment

The NWT political map is as complex as the regulatory map.
To sustain the economy requires the cooperation of three levels of government: Federal, Territorial, Aboriginal.
Control and management of the land is critical if we are to sustain what is and will continue to be a land-based economy.

Let’s start planning today for a sustainable mining industry for the benefit of all NWT residents.
Together we can make it happen.
Managing Growth and Promotion Development: Avoiding Boom and Bust

Keith Storey, Memorial University

Industrial Benefits Planning

- Objective
  - Maximize sustainable social and economic project benefits to the local region and local groups
- Means
  - Capture benefits through royalties and taxes
  - Strategic expenditures on employment, business and infrastructure

Key Process Elements

- Education, Cooperation, Collaboration
  - Education and engagement
    - Government and community
    - Expectations management
      - Inform thinking
    - Proponent
      - Political, economic, social, cultural context
      - Local capabilities, values, aspirations
  - Benefits opportunities based on
    - Proponent's requirements
    - Local context
    - Local priorities

Case Studies/Themes

- Isthmus of Avalon, NL
  - Social impact management
- Saint John and region, NB
  - Industrial Benefits Planning
- Regional Municipality of Wood Buffalo
  - Cumulative effects management
- Vancouver Island
  - Targeted hiring
- Falkland Islands
  - Sustainable economic development
- PEI
  - SEIA Follow-up

Hibernia Platform Construction

Hibernia Construction Camp
Hibernia Platform Construction

- Actual Project Characteristics
  - Project delays – peak workforce: 2,265 – 5,780
  - Camp size 1,500 – 3,500

- Actual Effects
  - Limited in-migration
  - Little increase in crime
  - Little increased demand on infrastructure and services
  - Little increase in housing and other living costs

Saint John and Region, NB

- Potential projects
  - LNG Terminal
  - Oil refinery
  - Point Lepreau refurbishment/second unit
  - Potash mine, Sussex

- Effects over next decade
  - $44 billion in spending
  - 33,000 construction jobs
  - $14.2 billion in tax revenue

Saint John and Region, NB

Construction Boom

“It’s almost like the gold rush where everyone is going to rush in and there are going to be all kinds of high paying jobs.”

Post-construction Bust

“To me it looks like we’re going to have the the biggest bust we’ve ever seen.”

McNaughton consultant
April 7, 2008

Regional Municipality of Wood Buffalo

- Population
  - 2006 – 2010: 79,810 – 107,473 (35%)

- Housing
  - $469,304 average price as of July 2006
  - Rental rates highest in Canada, vacancy 0%
  - 2007 – 2011: 12,454 units needed
    - doubling-up, homeless shelters, couch surfing, campgrounds
    - more/larger camps

Regional Municipality of Wood Buffalo

- Infrastructure
  - Wastewater/water treatment – over capacity
  - Solid waste – nearing capacity

- Municipal/Community Services
  - Staff retention – wages, housing, stress
  - Day-care facilities/coasts – inadequate to meet demand
  - Food bank and soup kitchen – 100% increase 2005-2006
  - Pastew Detox Centre – 50% new clients first quarter 2006
Regional Municipality of Wood Buffalo

- Requirements/Solutions
  - Comprehensive oil sands development plan
    - Cumulative development planning
  - Time/funding for RMWB to catch up
  - Structural changes within government to support future growth

Vancouver Island Highway Project

- Project
  - 1994-2000 250km divided highway
  - 7 years $1.2 billion
- Benefits Initiatives
  - Priority – Women and Aboriginal employment
  - OJT initiative $2 million
  - Diversity seminars for contractors/supervisors

Falkland Islands

- 6 - well offshore oil exploration program
  - Four direct benefits
    - Limited industrial base, small population, oil employment
  - Project
    - Development of marine supply and support infrastructure
  - Short term benefits
    - Services/supply oil industry
  - Long term benefits
    - Services/supply squid-fishing fleet and tourism sector

Confederation Bridge Project, PEI

- 13km bridge PEI – NB
- Issues
  - Effects on fishery, birds
    - Ferry workers
- Follow-up
  - Monitoring of ice movement, fishery and bird life
  - Nothing on effects on ferry workers
Summary

- “Boom and Bust” need not happen
  - Can avoid trade off between benefits for a few against costs for many
- Managing growth and promoting development requires strategic planning
  - IBP approach emphasizes
    - determination of local priorities and capabilities
    - education and collaboration among stakeholders
    - monitoring for management

Thank you

- Questions?
- Comments?

kstorey@mun.ca
Globalization and Neo-Liberalism as Contexts for Rural Development in Coastal BC: The Case of Lax Kw’Alaams

Ralph Matthews, University of British Columbia

Outline of Presentation

1. Description of the Recent Social and Economic Transformation of Lax Kw’Alaams, B.C.
2. Review of Stakes and Land-Use/Metropolis Theorists: an Explanation for the Transformation of Lax Kw’Alaams from Bust to Boom
3. Review of Globalization Theory and its Relevance to Lax Kw’Alaams
4. Examination of Recent Neo-Liberal Strategies of Development and the Implications for Lax Kw’Alaams and other communities facing central shrinkage in their economic and social development

Lax Kw’Alaams: A Description

- Located geographically in the North West corner of Coastal BC
  - 300 kilometers northwest of Prince Rupert
  - Just south of the bottom tip of the Alaska Panhandle peninsula
  - Isolated from other communities
- A First Nations Reserve Community
  - One of six Tsimshian reserve communities (five in B.C. and one in Alaska)
  - The second largest First Nation community in British Columbia with a population of approximately 1,800 persons

Acknowledgement

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  - An “Initiative on the New Economy” grant for the “Resilient Communities Project” www.resilientcommunitiesproject.ca
  - A Community-University Research Alliance (CURA) grant for the “Coastal Communities Project” www.coastalcommunitiesproject.ca
Lax Kw’alaams circa 1998: Economic Well-Being
- Unemployment well over 80 percent
- Fish plant closed
- Logging largely ceased and Vancouver based logging company not operating near capacity in area
- Significant levels of out-migration to Prince Rupert, Vancouver and elsewhere
- Band Council several million dollars in debt
- Threatened with being placed in “Third Party” administration by INAC

Lax Kw’alaams circa 1998: Social Well-Being
- Community isolated (long ferry ride on open sea from Prince Rupert)
- Exceptionally high youth suicide rate
- High school dropout rate high, very few graduates in recent years
- Students in school performing approximately four grades below grade in which located
- Considerable out-migration to Prince Rupert, Vancouver, and elsewhere

Lax Kw’alaams circa 2008: Economic Well-Being
- Employment over 90 percent
- Band out of debt and managing trust investment earnings of millions of dollars. Opalted extensive investments under Coast Tsimshian Partnership Ltd - a company at term’s length from direct Band Council interference. All band members are shareholders and can receive dividends.
- Band manages large forest operation with annual allowable cut in excess of 800,000 cubic metres. Last year’s cut in excess of 55,000 cubic metres. Gross revenue from forestry in excess of $100 million.
- Fish plant remodelled and open.

Lax Kw’alaams circa 2008: Social Well-Being
- No longer isolated - nearby Cobble Arm and water taxi to Prince Rupert - journey less than an hour.
- New recreation centre with 30 metre indoor swimming pool, weight room, indoor basketball court, and youth centre.
- Schools reformed from private boarding, administered by independent First Nation school district. Over ninety percent of students now at grade level. Several high school graduates in 2007 - regular stream not dropouts.
- Youth suicide rate reduced by one for several years.
- New housing units. All income units with cars and guitar and some showing - better street lighting.
- In migration - returning residents & other Tsimshian communities

How did this change happen? The ‘fortuitous accident’ explanation…
- One explanation - they hired an experienced administrator as an ‘individual act’ explanation
- This Band Manager / Administrator was a Registered Professional Forester with considerable experience directing forestry operations in South America.
- He had expertise in developing new markets overseas.
- Also experience running hotels and restaurants.
- Thus, it should be said that this person’s business acumen was the reason for Lax Kw’alaams success.
The new administrator's economic actions
- Successfully sued previous logging company
- Stagnated Asian markets and travel
- Purchased local logging licenses, feeding into
  - The multi-million dollar purchase of Cascades Cellulose and
  - Timber futures and bond issuance (cont'd)
- GTP Ltd., the one of the largest forest holding companies in B.C.
- Re-introduced selective cutting process approved by B.C. Forestry
  - Reduced logging of sensitive sites
- Lax Kw'alaams currently suing the Government of Canada re
  - Prince Rupert area water port expansion, while laying up
    forestry property.

The new administrator's social actions
- Replaced school administration with US based group
- Undertook dramatic modern educational restructuring
- Developed adult education programs including BCIT carpentry
- Developed an extensive recreation centre and program
- Provided psychiatric counselling by existing psychiatrist and
  improved health care delivery.
- Improved public infrastructure (roads, housing, etc. etc.)
- Program of community social occasions based around school.

Problems with the ‘fortuitous accident’ - ‘One good man’ explanation
- Provides no explanation of why these acts were successful.
- Does not indicate how few actions come to be accepted by a
  hard-nosed or other processes.
- Does not locate action in the context of previous explanations of
development and underdevelopment.
- Provides an anecdotal explanation for such success of the
  context of localisation processes that are undermining local
  economies in coastal B.C. and elsewhere in rural Canada.
- Does not explain how such actions were successful in context of
  regulatory neo-liberal pressures of current B.C. Government.

GOALS OF THIS PRESENTATION
- To examine the changes that occurred in Lax Kw’alaams in the context
  of broader neo-liberal and localisation of coastal and economic change.
- To locate actions that cannot be understood solely in
  terms of ‘fortuitous accidents’ - the comprehensive context of
  regional and national forces.
- To locate actions that occurred in the context of
  economic, social and geographic frameworks of explanation.
- To note actions that occurred locally and must be
  understood in their context of coastal social, economic and political
  processes.
- To provide some insight into the relevance of Lax Kw’alaams’
development to situations in other communities.

2. Relevance of Staples and Hinterland –Metropolis Perspectives in
Explanations for Lax Kw’alaams’ Development

Staples Theory as related to Lax Kw’alaams’ Development

Staples Theory - Common from 1960-1990
- Stems from Harrod theories work on forests and fish
- Postulates that Canada's wealth is due to large
  resource (staple) base that allows it to have a
  "comparative advantage" in raw material export
- Advantage disappears when outside market demands
  for any one staple changes or costs of transport rise.
- Contrasts with model approaches to development i.e.
  First approach to understand Canadian development
  in other than capital accumulation and industrial
  development terms.
Limited Relevance of Staples Theory in Explaining Lax Kw’alaams’ Development

- **WHILE STAPLES THEORY** explains the decline of the staple-based economy, it fails to explain the development of other communities.
- **IT CANNOT SATISFACTORILY** explain the rapid development of Lax Kw’alaams’ economy except by postulating new factors.
  - However, it is largely incapable of explaining where these new demands come from, as the focus is on the supply-side and not on the demand-side.

**Hinterland-Metropolis Approach & Lax Kw’alaams’ Development**

- Focus on uneven development.
- The creation of regional dependency, 1950s.

Limited Relevance of Metropolis-Hinterland Approaches

- Metropolis-hinterland approaches can be effective in explaining the development of Lax Kw’alaams.
- When Administrator broke off long-standing relationships with the forest industry, he was interested in the demarcation of dependence.
- However, by creating new ties with Asia, he was simply shifting the kind of dependence relationships.
- The new migration labour streams were less to traditional neighbours.
- Thus, this explanation only explains the traditional causes of dependency, but is not good at explaining the processes of economic development.

3. Relevance of Globalization Theories as Explanations for Lax Kw’alaams’ Development

- Developed primarily from sociology, focus on the social network basic of global economies.
- The new economy is seen as not dominated by staples but by innovation. Knowledge and creativity, not resources, are seen as the essential ideology of economic development.
- People with such skills are seen as clustering in creative centres or hubs rather than in resource-based hinterlands.
- The analysis is much the same as the metropolis.

Relevance of early Globalization Theory to Lax Kw’alaams’ Development

- First theory to argue that commodities are not significant factors in economic development. Therefore, little relevance to Lax Kw’alaams development.
- Resource communities cannot be seen as isolated or separate from the processes of global economic development. Again, cannot provide an explanation for Lax Kw’alaams development.
- Developmental approaches are effective for any of the “hinterland” resources or resource communities.

Continued...
Relevance of early Globalization Theory (continued)

- Thus, globalization is seen as involving a “spiral of flows” related to the movement of capital and innovation based labour that flow primarily from hub to hub, leaving out “places in between.”
- The ability to become “hubs” in the “spiral of flows” is seen as critical to local economic development.
- Resource-based communities have little or no opportunity to become part of global innovation-based economies because they do not have the “innovation capital” necessary to become hubs in the global development process.

Weaknesses of early Globalization Perspectives

- Fails to realize that global economic development still requires resources as well as innovations.
- Does not recognize that both innovation flows and resource flows are factors in global economic processes.
- Does not recognize that 7 of 10 largest world corporations are resource based.
- Its neocolonial bias does not consider how local communities struggle to become directly part of global economy.
- Ignores role of nation state in facilitating access to globalization.

Relevance of Recent Globalization Theory to Understanding Lax Kw’alaams’ Development

- Developed mostly by geographers. Accepts that resource-based economies are part of the “space of flows” (of Harvey et al., 2003).
- Argues that processes of globalization do not just occur territorially, but are frequently the product of state actions.
- The focus is on “spatialization”, i.e. the state spatial strategy of militarizing some areas to enter the global economy while ignoring others (Oluwafemi, 2002; Bremner, 2003).
- The neo-liberal state in a global economy is seen as actively involved in the process of globalization and exploitation (i.e. spatial restructuring).

Relevance of recent Globalization Theory (continued)

- This latter theory best explains the economic development of Lax Kw’alaams:
  - How Aboriginal communities lost control of dependency – they never had control over natural resources and were subsumed under the concept of “spatial restructuring.”
  - Lax Kw’alaams is still subject to global market conditions, but the new are more part of capitalist than imperial dependency.
  - Arguments in research that multiple conditions contribute to dependency, rather than just one or two determining factors.
- Lax Kw’alaams development demonstrates that globalization can be a positive force for resource communities if they develop the “spatiality” to utilize its opportunities rather than becoming victims of its dependencies.

Relevance of recent Globalization Theory (continued)

- Argues that the processes of globalization can be leveraged for former hinterland areas by allowing them to throw off past histories of dependency (Tsing and Wei-Chung, 2003).
- Under such circumstances, former hinterland regions can develop their own economic ties to some degree on their own terms.
- Uses the concept of “wormholes” (cf. Star Wars and cyberspace), whereby the local hinterland becomes an important node in the global economy and essentially emerges on the other side (Sheppard, 2002).

Continued...

4. Neo-Liberalism Strategies for Local Economic Development – Implications of the Lax Kw’alaams’ Case
The Role of the State – provincial, territorial and federal governments

- If, as current globalization theory (dealing with globalization and spatiation) now argues, the state plays a key role in economic development, then we must consider that role.
- In particular, we must consider the role of what is known as ‘neo-liberal’ government.

Neo-Liberalism Strategies for Economic and Social Development

- Almost all western states have adopted a ‘neo-liberal’ strategy for economic development.
  - i.e. An approach to state regulation that is neither sectoral (uniform state) nor Keynesian (spatial state).

- Under neo-liberal regime, the state selectively engages in economic development directly or indirectly favoring certain industries, regions, and communities at the expense of others.

- The focus of neo-liberal state interventions is primarily to assist certain areas and their projects gain access to global markets, while removing regulatory restrictions on industry. Other communities and regions are encouraged to engage in ‘entrepreneurial’ strategies for local resource development.

Neo-Liberal Strategy in British Columbia

- Supports key urban regions through massive economic development strategies (e.g. Vancouver ‘Gateway’ Prince Rupert ‘Port Development’).

- Resource communities encouraged to engage in strategies of community-based ‘entrepreneurship’.
  - Communities required to accept economic risks for their own development while having reduced government infrastructural support for their activities (e.g. community forest allocations).

- Provides market liberalization for industry reducing regulatory market constraints (e.g. permit selected over licensing) and social policy constraints (e.g. abolish the “appropriateness” requirement re location).

The Relevance of the Lax Kw’alaams’ Case under a Liberal Economic Regime

- Lax Kw’alaams demonstrates the process whereby a local resource community can utilize its benefit, the loosening of ties brought about by a combination of globalization and neo-liberal regulatory policies.

- However, such success requires the capacity to engage directly in global resource markets (i.e. wormholes), and to diversify the local economy both locally and internationally.

Implications of Neo-Liberal Economic Strategy for Resource Based Communities

- Most small rural resource-based communities will see state regulation of local industries lessen and the consequent consolidation of industry in larger centres.

- With declining local industry assisted by changed state regulatory structures, boom and bust cycles threaten to become only busts.

A New Role for the Neo-Liberal State – Broader issues

- This process of positive local responses to globalization, can be harmed or assisted by state policy.

- It is paramount that we convive more senior governments of the importance of assisting local regions by remaining and maintaining their institutional and organizational capacity (i.e. this is NOT the time for retrenchment).

- Local communities should not be left to carry the entrepreneurial risk of transforming local economies. If that is the case then Lax Kw’alaams will always be the exception and not the pattern.
Acknowledgements

- The research and analysis reported here was made possible through two prior grants from the Social Sciences and Humanities Research Council of Canada (SSHRC):
  - An "Initiative on the New Economy" grant for the "Resilient Communities Project" [webpage link]
  - A Community-University Research Alliance (CURA) grant for the "Colombia Community Project" [webpage link]

- Professor Nathan Young, Department of Sociology and Anthropology, University of Alberta who is the co-editor of the papers on which this presentation is based.

Published Papers on which this presentation is based:

- Matthew, Ralph and Nathan Young (2004)

- Matthew, Ralph and Nathan Young (2007)

- Young, Nathan and Ralph Matthew (2007)
  "Reserve economies and neo-liberal experimentation: The case of British Columbia’s rural interior", Reserve Economy, Institute of British Geographers, IX(2), 176-186.

References Cited:

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  "The Role of the Natural Economy in Development: Oyama, UBC Press.


  "Integrating Global and Local Perspectives on Natural Resources and Development in the Western New England Economy", Journal of Geography, 102(2), 100-107.

- Young, N. and R. Matthews (2002)
Mitigating Boom Bust in the North: Working with the Private Sector to Ensure Local Benefits
James Thorbourne, Inuvialuit Development Corporation

MITIGATING BOOM BUST IN THE NORTH – WORKING WITH THE PRIVATE SECTOR TO ENSURE LOCAL BENEFITS

The Inuvialuit Settlement Region

Outline
• About IDC
• IDC Companies
• Local Economy
• Oil and Gas “Boom”
• How IDC is positioned to take advantage of opportunities derived from the “Boom” while trying to avoid financial impairment from a “Bust”

Three IFA Principles
Ensure Meaningful Participation in Northern and National Economies
Protect and Preserve Arctic Wildlife, Environment, and Biological Productivity
Preservation of Inuvialuit Cultural Identity and Values in a Changing Northern Society

LAND CLAIM
35,000 square miles of land
5,000 square miles include subsurface
Inuvialuit Development Corporation (IDC) .......
- Contributes to annual Dividend payments to Beneficiaries of the Inuvialuit Final Agreement - Approximately 3800 Beneficiaries over 18 years.
- Incorporated in 1977
- Initially Capitalized with $27 million

Local Economy has two drivers:
- Regional Service Center
- Support for Resource Exploration

Inuvik as Center for Regional Services
- Local Airline
- Grocery/Retail
- Medical Facilities
- Contracting
- Professional Services

Resource Exploration and Development
Support for Resource Exploration

• Additional Work for Regional Service Businesses
• New Opportunities Specific to Resource Exploration

Qualities of a Good Business Partner:

• Leaders in Field
• Proven Track Record
• Employment and Training
Inuvialuit Business List
Cooperation and Benefit Agreements

Other Economic Measures Derived from Land Claim

Summary of Key Points
• Ability to Expand and Contract
• Sector Diversity
• Geographic Diversity
• Contracts to Pay Capital Investment

• MGP?

Thank you
Questions?
The Boom Bust Effect of Research in the Arctic
Alana Mero, International Polar Year

Aurora Research Institute:
The Boom and Bust Effects of Research in the Arctic
Alana Mero: International Polar Year Coordinator

Mission Statement
Aurora College is focused on student success and is committed to supporting the development of our Northern society through excellence in education, training and research that is culturally sensitive and responsive to the people we serve.

Aurora College - Infrastructure
- Aurora Research Institute (ARI)
- Three Campuses
  - Aurora (Inuvik)
  - Yellowknife/North Slave (Yellowknife)
  - Thebacha (Fort Smith)
- 23 Community Learning Centres (CLCs)

ARI Functions
- College Research Resource
  - Institutional research
  - Program development
  - Instruction
- GNWT
  - Regulatory Agency – Scientist Act
  - NWT Research Agenda – Colleges Act
- Independent research programs
- Facilitate programs important to the NWT and to Canada

Inuvik Lab
- 44 years
- 9000 projects
- Fed – Territory – College
**International Polar Year**

- A period of concentrated scientific research in polar regions
- Current IPY is the 4th
- 1882 – 1883 – precedent for International Scientific Cooperation
- 1932 – 1933 – the "Jet Stream"
- 1957 – 1958 – Geophysical research
- 2007 – 2009 – climate change, and health and well being of Northern communities

**Canada’s Role**

- Canada has committed $150 Million
- Joint program by six Federal Departments
- Training opportunity for next generation of Northern researchers
- Communications and outreach component to raise awareness of Canadian North
- 4 Northern Coordinators

**IPY in the NWT**

- Forty-four Canadian projects
- 25 whole or in part in NWT
- Majority in Beaufort Delta
- International IPY projects in NWT as well
- Estimated that $30 – 50 Million to be spent in the North
- Travel, accommodation, equipment, wages, training and education

**Impacts**

- Projects range from single researchers
- To Circumpolar Flaw Lead Study and Inuit Health Study on CCG vessel the Amundsen
- Direct impact on 22 of 33 communities in NWT
- Some are staging areas
- Some are research sites
**Global Influences**
- Resource industry has driven most research in NWT
- Impacted by world commodity prices
- Begins with increased research
- Moves to regulatory process
- Research lessens during extraction phase

**Impact on Communities**
- Research has economic impact on communities
- Increased demand for services and personnel
- Spikes in research can stretch resources
- Residents may be trained for specific role
- Builds capacity, encourages education
When Research Ends

- Resources may become redundant
- Northern staff often entry level - laid off
- Includes Wildlife Monitors, Technicians, support staff
- Move to new employment
- When research demand returns need to train new staff
- Ongoing cycle

Benefits of IPY

- Significant benefits anticipated
- IPY is opportunity based funding
- Increased demand for field assistants, monitors etc.
- Research base broadened
- Findings to impact future research
- Next generation of Northern researchers

Long term research

- Opportunity based funding is short term
- Long term research contributes to scientific knowledge
- 45 years of permafrost research by Ross Mackay and team
- Very relevant to current climate concerns
- IPY may lead to further long term projects

What is ahead?

- Industry driven agenda
  - Oil and Gas
  - Pipeline
  - Continued diamond, metal, mineral extraction
  - Climate Change
  - Community Sustainability

Mallik Project

- Example of industry driven research
- Government of Canada and Government of Japan
- Gas Hydrates extraction
- $70 Million project
- 93% spent in the North
- Featured on this season of “Ice Road Truckers”
New roles new models

- Evolution continues
- Capacity is being added
- Private Sector is capable
- Partnerships allow northern participation
Appendix B – Concurrent Session Presentations

From Boom Bust Rural Economies to Sustainable Territorial Development: Lessons from the Experience of the Peripheral Rural Regions in Québec

Bruno Jean, Université du Québec à Rimouski

Introduction


La question : comment transformer ces économies locales pour les rendre plus soutenable à long terme ?

Objectif de la présentation : en se basant sur deux études de cas (la fermeture des panneaux marginaux et le projet de fermeture de la ville de Murdochville en Gaspésie), tenter les bases d’une nouvelle approche de développement rural durable capable de mieux régler les cycles propres aux économies rurales d’ambiancelement et d’affondrement.

Le cas de Murdochville (1)

- Ville minière (cuivre Noranda Mines) au cœur de la Gaspésie (minetown)
- Après la prospérité (boom) des années 50, en 2002, fermeture de la mine (bust)
- Démographie (boom) jusqu’à 3000 hab., maintenant 782 hab.
- Référendum (positif) pour la fermeture de la ville (raison : subventions de relocalisation) Schefferville syndrome

Le cas de Murdochville (2)

La relance de Murdochville reposait sur quatre « drivers » de développement local :

- Energie éolienne (usine de composantes et technocentre éolien – privée plus politique publique favorisant le contenu québécois et gaspésien ?)
- Centre d’appel – public (SAAQ) – décision politique
- Volonté collective locale (+ rôle des agents de développement)
Le cas des « paroisses marginales » de la Gaspésie (1)

- 1970 Décret gouvernemental visant la fermeture de 10 paroisses en Gaspésie (plan visant 85 des 200 municipalités du territoire (Bas Saint-Laurent et Gaspésie)
- Rationnel : épuisement des ressources forestières et ré-insertion des personnes dans les circuits de la production – consommation
- Suscito le naissance d'un mouvement social rural très fort et proposant un autre diagnostic de la situation et une autre vision du développement de ces territoires

Le développement économique rural hier: le poids des facteurs structurels

- Dotation en ressources naturelles
- Localisation favorable
- Investissement majeur (venant de l’extérieur)
- Le rôle des agents de développement: attirer des grosses entreprises venant de l’extérieur

Le développement rural durable

Une approche globale, territoriale, et intégrée du développement qui repose sur une triple harmonisation entre:

- des opportunités/contraintes économiques
- des opportunités/contraintes environnementales
- des attentes sociales (acceptabilité sociale)

Pour atteindre trois grandes finalités:

- La santé des écosystèmes
- La viabilité économique
- L’équité sociale

Le cas des « paroisses marginales » de la Gaspésie (2)

- C'est la mauvaise gestion des ressources (de type minière) qui a produit la situation actuelle
- On peut revitaliser des milieux par un autre approche de gestion « pérenne » (durable) des ressources, notamment des ressources forestières
- Il s'agit de faire de « l'Aménagement intégré des ressources » et la pluriactivité
- Donc une approche de « développement rural durable » avant la lettre.

Le développement économique rural aujourd'hui: la force des facteurs immatériels

- Milieu innovateur (learning regions)
- Capital social: partenariat et concertation
- Entrepreneuriat
- Paradigme du développement territorial
- Nouveau rôle des agents de développement: renforcer ces « capacités » à se développer

Cette perspective de développement rural durable implique de...

- Reconnaître la capacité des ruraux à gérer leurs ressources (mais cela suppose un accès aux ressources, donc par exemple à la forêt publique)
- Se méfier du retour actuel du vieux déterminisme géographique avec la préoccupation environnementale (rôle de l’expertise scientifique dans la décision politique)
- Admettre que les ressources rurales (comme l’eau) sont des « ressources territorialisées » qui peuvent (et doivent) servir de base au développement local et régional (consequences sur la prise de décision)
Le développement territorial durable et solidaire

- Basé sur une meilleure compréhension des liens d'interdépendance entre les économies rurales et urbaines
- Basé sur la reconnaissance du droit des communautés rurales de se développer en mettant en valeur leurs ressources naturelles disponibles sur leur territoire
- Expressif de notre solidarité et notre responsabilité en matière de développement durable à l'échelle de la région
- L'État doit alors offrir aux populations rurales des ressources publiques pour qu'elles continuent à réaliser une mission d'échange et qui intéressent toute la société

Miser sur les ressources territoriales immobiles de la région

Une condition gagnante, la valorisation des ressources territoriales immobiles

- Les ressources biophysiques (terre, eau, forêts)
- Le potentiel de la région
- Les ressources humaines et des savoir-faire
- Les ressources intangibles: capital social des populations, la gouvernance locale, l'entrepreneuriat local, etc.

Résultat : toutes les régions possèdent, en qualité et en qualité variable, des ressources immobiles d'importance. C'est pourquoi une démarche de diagnostic territorial prospectif et participatif est une région peut identifier ces ressources et un identifier un développement rural ou territorial durable ou durable.

Lessons from NRE2: New model of action for local elected officials

Sustain the growth of local social capital
- Greater acceptance of young people and women in local decision making
- Maintenance of community events that create social ties
- Intensification of networking with outside agents

Creating the conditions that will encourage the emergence of a new and innovative governance
- Elected officials who encourage citizen and community participation
- Citizens who get involved in order to define the stakes with elected officials and the private sector
- Active consultation and public-private-community partnerships

Conclusion

- Shifting from Boom Bust Economy to a Sustainable Rural Development approach need to adopt a New Rural Paradigm (Capacity building)

- The economic prosperity of rural communities is driven by local governance capacity and not only by their natural resources base

- Public policy must support local development but must target primarily the reinforcement of « development capacity » (and therefore governance) and not only target directly local economic development.

Boom Bust Economies
Conference Report
Towards Fairness in the Sharing of Natural Resource Revenue in the North: Reporting on a Policy Forum held in Fort Good Hope, NWT

James Stauch, Walter and Duncan Gordon Foundation
Key themes

- Respect the Northern values
- Build and build relationships that work
- Northern communities must have the ability to choose their own future
- Achieve fairness in the distribution of benefits
- Achieve fairness in the development of benefits for all communities
- Develop long-term benefits
- Dignity

Moving forward

- Create a common vision for the North in general and the NWT in particular
- Create a concrete framework for the distribution of benefits
  - Need to be workable and that vision must be led by a common benefit change
  - Ongoing government should be in the lead toward
  - An overall commitment and a community commitment
  - Compromise with the industry
  - Industry and develop

Specific Recommended Actions

- Track resource revenues, separate from other revenues
- Assess the current level of resource revenues
- Consider international experience with non-resource revenues
- Identify and address other fiscal instruments
- Address the marine environment
- Create the resource mechanism

Follow-up

- Soliciting formal responses from key governments - Aboriginal, federal, territorial
  - Hearing from the
  - Information sharing
  - Work on federal/territorial
  - UFA required throughput by negotiation teams (Cairns, September)
  - Pembina study (July) to oil and gas tax and royalty regime for Northern Canada
  - “A tentative” revenue-sharing proposal
  - Carbon tax on oil resource revenue strategy

Insights: What it did not achieve

- Significant interest in involvement from industry
- Participation from Government of Nunavut
- Addressing larger, more fundamental government-government relationships
- Specific, concrete activities undertaken
- Specific policies developed for revenue
- Effect control with Inuit Adequacy Policy
- No revenue sharing model for an Inuit
- Focused special area program for years

Insights: What worked

- Process
  - Use critical mass
  - Residential workshops
  - Government representatives
  - Aboriginal people as representatives
  - Ongoing involvement and follow-through
  - Collaboration between First Nations and governments
  - Implementation of the Tuktoyaktuk Inuit Policy
- Bridged “public policy” with “community development” (heads and heart)
- New relationships/networks created
- Follow-up actions
  - Long term deliverables
  - Government Development Foundation and Self
  - Information on community development
  - Eastern coast
Emerging questions

- Mackenzie Gas Project could be a lever - why promote in the absence of a devolution and revenue-sharing deal?
- Is the northern post-secondary education infrastructure up to the challenge?
- Local governance:
  - Funding gaps
  - Service delivery
  - Community resource development
- How do we better engage the people?
- What about a future Northern Follow-up?
  - Aligning modern governance with traditional values and decision-making
  - Maintaining and retrieving knowledge
  - Strengthening cultural education and adaptation in the communities
  - Adapting to climate change

Questions / discussion

James@GordonIn.org
+1-306-788-7788
www.gordonIn.org
# Going North to Work of Moving South: An Examination of Highly Qualified Personnel in Canada's North and South

Christian Houle and Michael McKenzie, Statistics Canada

## Motivation
- Where are the scientists and engineers in Canada?
  - In what sectors? How much? How much?
- A profile of Canada's Highly Qualified Personnel (HQP)
  - In science and engineering fields: Master's and Ph.D.
    - In Canada and abroad
    - In academia and industry
- How are they moving across geographical areas?

## Science and Engineering PhDs: A Canadian Portrait

<table>
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<tr>
<th>Employment and Population Sector</th>
<th>Employed PhDs</th>
<th>Full-time Equivalents (FTE)</th>
<th>Full-time Equivalent Engineers (FTE)</th>
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<tbody>
<tr>
<td>Total</td>
<td>57,065</td>
<td>40,495</td>
<td>100,349</td>
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<tr>
<td>Manufacturing</td>
<td>3,865</td>
<td>2,405</td>
<td>4,870</td>
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<tr>
<td>Mining</td>
<td>1,295</td>
<td>1,095</td>
<td>2,180</td>
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<tr>
<td>Agriculture and forestry</td>
<td>1,145</td>
<td>1,145</td>
<td>2,270</td>
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<tr>
<td>Health sciences</td>
<td>2,595</td>
<td>2,595</td>
<td>6,830</td>
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<tr>
<td>Education</td>
<td>10,025</td>
<td>10,025</td>
<td>20,050</td>
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<td>Retail and wholesale trade</td>
<td>2,045</td>
<td>1,095</td>
<td>2,180</td>
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<td>Transportation and communications</td>
<td>1,725</td>
<td>1,725</td>
<td>1,725</td>
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<tr>
<td>Other industries</td>
<td>22,225</td>
<td>22,225</td>
<td>22,225</td>
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<tr>
<td>Total</td>
<td>57,065</td>
<td>40,495</td>
<td>100,349</td>
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Cities and Growth: In Situ versus Migratory Human Capital Growth

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<th>Urban and rural class</th>
<th>Change from 1991 to 2001</th>
<th>Components</th>
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<tr>
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<td>Adjusted</td>
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<td>Net migration</td>
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<td>Net migration</td>
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<tr>
<td></td>
<td></td>
<td>Internal growth</td>
</tr>
<tr>
<td>Urban</td>
<td>609,230</td>
<td>0</td>
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<tr>
<td>Rural</td>
<td>497,820</td>
<td>10,220</td>
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<tr>
<td>Total</td>
<td>1,107,050</td>
<td>10,220</td>
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Definitions for North and South

- 60th parallel

- The North Line
  - Based on a statistical area classification of the North by Statistics Canada, reflecting a combination of 13 social, health, economic and climatic characteristics that delineate North from South in Canada (McIvor and Putterer 2000).

Eligibility of Northern and isolated communities for tax benefits
- 1999 Task Force, Ministry of Finance, Canada

An Examination of Highly Qualified Personnel in Canada’s North and South

| Industry/Classification (ECON CODE) | North | South | South
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An Examination of Highly Qualified Personnel in Canada’s North and South

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This means that 5,462 of the 14,735 (48%) of all the HCP was replaced in a 5 years period and 85% of the new "comes" from South.
Also, the North is losing (net) about 4,200 HCP to the South.
An Examination of Highly Qualified Personnel in Canada’s North and South

Average science and engineering full-time employment earnings in the North and South

- Non-renewable
- Renewable
- Total GDP

Comments or questions?
Christian.Houle@statcan.ca
613-951-0377

Statistique Canada  Statistics Canada
Exploring Youth Migration in Francophone Manitoba

Alison Moss, Laurie Unrau, and Robert Annis

Project Origins

- Rural Team Manitoba Youth Committee research initiative
- Funding partners: Canada Rural Secretariat; Manitoba Education, Citizenship & Youth; Manitoba Aboriginal and Northern Affairs;
- Research partners: le Conseil de développement économique des municipalités bilingues du Manitoba (CDEM); Rural Development Institute

Research Goal

To develop a deeper understanding about rural and northern youth migration in Manitoba.

Research Objectives

Three research objectives:
1. Investigate the extent of youth migration to and from rural communities;
2. Explore reasons for youth migration; and
3. Provide data to assist youth migration, regions, government departments and others to identify opportunities to keep youth in Manitoba and to attract youth back to rural communities.

Project Design

- Collaborative approach to assist in research design and implementation
- Case study approach encompassing multiple methods
  - Secondary data analysis
  - Literature review
  - Policy review
  - Semi-structured interviews
  - Focus groups
- 2 phase project
  - Phase 1 December 1, 2007 – March 31, 2008
  - Phase 2 April 1 – December 31, 2009

Study Sites

3 Manitoba Regions
- Francophone communities (Phase 1)
  - Notre Dame, La Broquerie, St. Laurent
- Parkland communities (Phase 2)
  - Dauphin, Grandview
- Northern communities (Phase 2)
  - TBD
Question & Themes

Background
- Age
- Gender
- Education Level

Opinions and Attitudes
- Employment Opportunities
- Education and Training Opportunities
- Recreation and Social Activities

Knowledge
- Ability of levels of Government to Address Rural Issues Pertaining to Youth

Behaviour
- Family Ties
- Community Connection

Secondary Data

- Population Pyramids
  - Used to illustrate population structure between 1981 and 2006
  - Useful tool for communities
  - Comparative tool for regions and communities over time

- Line Graphs
  - Used to illustrate population changes over time for 3 age cohorts

Françophone Manitoba

- Economic Development Council for Francophone Manitoba (CDEM)
- 16 bilingual municipalities in Manitoba
- Overall stable growth
- 24% increase between 1981 and 2006

Françophone Study Sites

- La Broquerie
- St. Laurent
- Notre Dame de Lourdes

Community Youth Findings

- Mobility patterns vary
- Educational goals
  - St. Boniface College
- Employment

- Variation along a continuum of age
- Rural advantages
  - Family
  - Community
  - Nature
  - Cost of living
- Impact of culture
  - Identity
Community Youth Findings

- Rural disadvantages
  - Employment
  - Housing
  - Services
- Need for social opportunities
  - Combat isolation

Community Findings

- Sense of identity
  - Culture
  - Language
  - Heritage
- Proximity to an urban centre
- Balanced economic growth and opportunity
- Availability of housing
- Appropriate services

Lessons Learned

- Importance of culture, community, and identity
- Importance of economic opportunities and a creative approach to earning a living
- Importance of housing and basic services
- Importance of effective communication

Next Steps

- Comparative analysis
- Special data runs
- Share findings with community partners

Contact

Allison Meyer
Rural Development Institute
(204) 971-9863
amiersey@umanitoba.ca

Robert Ansis
Rural Development Institute
(204) 971-9815
ansis@umanitoba.ca

Laurie Urquart
Manitoba Education, Citizenship and Youth
(204) 945-2465
laurie.urquart@mcgill.ca
Rural and Northern Youth Migration in Manitoba
Paige Rushton and Alison Moss, Rural Development Institute, Brandon University

Rural and Northern Youth Migration in Manitoba

PHASE 2
APRIL 2008 – DECEMBER 2008
Inuvik, NWT 2009

Rural and Northern Youth Migration in Manitoba

Population Dynamics

- Parkland Region
  - 1981 population of 53,000
  - 2006 population of 40,000
  - 25% Decrease
- City of Dauphin
  - 1981 population of 9,976
  - 2006 population of 7,912
  - 22% Decrease
- RM of Dauphin
  - 1981 population of 2,945
  - 2006 population of 2,355
  - 21% Decrease

- Town of Grandview
  - 1981 population of 835
  - 2006 population of 823
  - 2% Increase
- RM of Grandview
  - 1981 population of 1,375
  - 2006 population of 1,186
  - 18% Decrease

Rural and Northern Youth Migration in Manitoba

Grandview Background

- Grandview is between the Duck Mountain Provincial Park and the Riding Mountain National Park.
- Established in 1900, although the village was not formed until 1926.
- The Town of Grandview has a population of 835 people and the Rural Municipality of Grandview has an approximate population of 735 people.
- The majority of employment opportunities exists at the hospital, school or seniors homes.
- Strong agriculture sector.

Grandview Youth Findings

- Youth Out Migration
  - Changes in mobility patterns from year to year
  - Education & Employment
    - Within Manitoba vs. Out of Province "Out West"
- Advantages
  - Cost of Living
  - Safety
  - Technology
  - Recreational Opportunities

Grandview Youth Findings

Research Location

Regional Map

Grandview
Manitoba

Boom Bust Economies
Conference Report
Grandview Youth Findings
- Disadvantages
  - Youth participation
  - Employment
  - Economic Development
- Trends in Agriculture

Grandview Community Findings
- Advantages
  - Affordability
  - Family
  - Recreational Activities
- Disadvantages
  - Jobs
  - Housing
- Changes Over Time

Dauphin Background
- Dauphin was first settled by people from the British Isles, and later people arrived from Germany, Central Europe and, most notably, the Ukraine.
- The village of Dauphin was incorporated in 1896, became the town of Dauphin in 1901, and the city of Dauphin since 1996.
- The community holds the National Ukrainian festival, Jesus Manifest and the Dauphin Country Fest, all which attract tourists from across Canada.
- Situated between Riding Mountain National Park and the Duck Mountains
- Local economy is agriculturally driven.

Dauphin Youth Findings
- Youth Out Migration
  - Education
  - Employment
  - Live experiences
- Present
  - “The majority of the participants noted that they plan to stay in the community”
- Trends
  - “people start to move back when they are in there 20’s; when they start to have families” (interview 1).
Dauphin Youth Findings
- Disadvantages
  - Employment
  - Housing shortage
  - Privacy
- Trends
  - Perceptions of living in a rural community change throughout the years
- Changes Over Time
  - Agriculture transformations

Dauphin Community Findings
- Advantages
  - Affordability
  - Quality of life & safety
  - Recreational activities
- Disadvantages
  - Service Sector
  - Employment
- Changes Over Time
  - Job mobility
  - Wages

Dauphin Community Findings
- Youth Out Migration
  - Education
  - Life Experience
- Present Day
  - Role of Youth
    - Importance of integration
    - Influence of life experience
    - Cohesion and understanding

Preliminary Parkland/ Francophone Comparisons
- Youth Out Migration
  - Influenced by education
    - Parkland participants connection to western provinces
- Returning
  - Francophone – Cultural connection to community
  - Parkland – Landscape & lifestyle – agriculture

Conclusions
- Youth Out Migration
  - Stay
  - Return
  - Leave
- Rural Ideal
- Role of Youth
- Participant Recommendations
  - Development of an advertisement campaign
  - Workshops for employers

Next Steps
- Ongoing Comparative Analysis
- Data Collection
  - Fall 2006 – The North
Desert Dynamism: The Desert Knowledge Cooperative Research Centre

Jan Ferguson, Desert Knowledge Cooperative Research Centre

Desert Knowledge Cooperative Research Centre

Alice Springs
Northern Territory, Australia

Australian desert – a snapshot

- More than 69% of Australia classified as desert (5.3 million km²), which is 11% of world desert area
- Occupied by three percent of Aus population (574,000), including Aboriginal people living in 1300 small settlements of 50 to 250 people
- 200-250mm/yr rainfall, temp range below zero °C to 40+°C
- High human mobility, low critical mass, extreme variability

Outcomes

- Sustainable livelihoods for desert people
- Viable remote desert settlements
- Thriving desert regional economies
- Increased human and social capital of desert people

The Desert Knowledge Precinct: Our Home
Understanding Communities
DKCRC and communities work in partnership across State and Territory borders on:
- Livelihoods – health, wellbeing, money
- Intergenerational research
- Understanding IP in a cross cultural context
- Benefit sharing

Aboriginal Engagement
- Recognition of Aboriginal rights and cultural knowledge
- IP protocols developed by Aboriginal researchers
- Livelihoods for Aboriginal researchers
- Innovative research methods

Aboriginal research projects
- Mobility Report
- Evaluation of Nganyi Warra RPA
- Bush Produce Systems
- Wetja researchers' employment
- Cultural values of water
- Remote community water management
- Cattle and Country project
- Film as a medium to transmit culture and educate young people

Our research and industry
- Caring for Country
- Pastoral
- Bush Foods
- 4WD Tourism
- SMEs with Aboriginal Involvement

21st Century Pastoralism Project
Cattle and Country:
- Walk-over weighting and automatic drafting
- SANDS Project (Sparse Ad-hoc Networks for Cattle)
- The Watersman

21st Century Pastoralism Project
Our Cattle and Country Project is about building stronger pastoral enterprises.
Walk-over weighting and automatic drafting
- adapts existing technology
- brings together developer and end user in research
- allows the pastoralist to assess animal performance and make decisions on management remotely
Remote telecommunications

- SANDS Project (Sparse Ad-hoc Networks for Deserts)
- Improved communications for remote communities
- Wireless network solutions based upon UHF radio infrastructure
- Potential for a variety of network applications in desert and remote Australia and overseas.

Livelihoods inLand™

Livelihoods in managing natural and cultural heritage

- Using knowledge of remote area Aboriginal peoples for better NCRM
- Creating models and economic cases for valuing these human assets
- Rewarding stewardship by pastoralists and Aboriginal people

Bush foods

- Aboriginal Livelihoods and bush products enterprise development
- Industry opportunities for bush foods harvesters & wholesalers
- Domesticating bush tomato
- Market research and industry development, including branding and policy-related matters

Sustainable desert settlements

- Understanding how desert settlements function
- Identifying factors that strengthen or weaken
- Resilience, vitality and viability

Desert services that work

- Analyse service delivery
- Identify critical issues and strategies that promote change
- Design appropriate delivery systems
- Monitor and evaluate
Desert Education

- 35 Post Graduate students
- 20% students Aboriginal
- Polly Farmer project
- NCVER case studies

What have we achieved?

- Desert emphasis
- Core projects underway
- Research making an impact
- Commercialisation pathways

How have we done it?

- Organisational competence
- Good governance
- Stakeholder satisfaction
- Successful third year review
- Credibility

Have a closer look at us

www.desertknowledgecrc.com.au
Collaborative Partnerships: The Community Collaboration Story
Robert Annis, Marian Beattie, and Ryan Gibson, Rural Development Institute, Brandon University

Overview
- About RDI
- Community Collaboration Model
- Community Collaboration Process
- Application of the Model
- Model Lessons Learned
- WaterWolf Regional Round Table presentation
- Yukon Regional Round Table presentation
- Discussion

Rural Development Institute
The Rural Development Institute is a research unit of Brandon University in western Manitoba that focuses on rural and northern Community Development research, practice & policy.

Community Collaboration Model
Collaboration
Inclusion
- Equal partnership
- Shared power
- Shared responsibility
- Encouragement
- Co-operation
- Empowerment

Community Collaboration Process
Project Contributions
- Regional Round Table and Advisory Group members’ participation and travel time were significant in-kind contributions.
- All participants’ time was valued equally.
Model Application

Excerpts from Evaluations
The value of face-to-face meetings was emphasized by a member of regional round table members as being of great importance.

We cannot change our past, but we can change our future.

Excerpts from Evaluations
We need to look at a different model, although it's a hard stretch to get our heads around, the changes we have seen for 60 years are not working.

Excerpts from Evaluations
We didn't notice the difference that relationships make in a group until we didn't have the relationships anymore.

Lessons Learned: Model
- Developing trusting and valued relationships and partnerships within and between communities, governments and academic institutions require deliberate effort; time; financial resources and committed, skilled and sustained leadership.

- Partnership building processes should be considered investments. Resources are needed to develop maintain and grow these investments.

- Regional governance is different than regional governments. It is not necessarily about replacing legacy governments, but evolving to have additional forums for planning and decision making.

Lessons Learned: Communities
To effectively partner with governments & academic institutions, regional round tables need:
- individuals who have the desire, skills and time to devote to the partnership and relationship building efforts

- organization infrastructure including
  - a vision, goals and objectives
  - terms of reference for membership
  - defined roles for executive
  - defined roles for coordination and administration
  - established communication processes

- to contribute resources
Lessons Learned: Governments

To effectively partner with regional round tables & academic institutions, governments need:

• to move from funding deliverables to supporting capacity development
• to better manage complex accountability structures
• to better manage files horizontally
• government representatives to have mandates and reporting structures that are flexible enough to work with communities & regimes in non-traditional ways
• move from “under the radar” to “in the radar”
• flexibility, creativity and innovation in program and accountability structures to fit with and adjust to community interests
• permission to be creative to accomplish agreed upon goals

Lessons Learned: Academic Institutions

To effectively partner with regional round tables & governments, academic institutions need:

• to find new and creative ways to engage the human and capital resources of universities and colleges to be more engaged in community development processes
• to enable communities to view academic institutions as resources to their efforts
• to view communities as something more than research laboratories
• to better understand and value community service by
  • refining understanding of how community service is defined when individuals are “judged” for advancement purposes.

Model Lesson Learned

The Community Collaboration Model was successfully initiated in other areas of rural and northern Canada; however, the Model cannot necessarily be replicated from province to province to territory because successful community collaboration processes need to be designed with an understanding of the unique characteristics of the communities and the region involved.

One size does not fit all.

For Additional Information

Robert Ankie
204.671.6683
ankie@brandons.ca

Marian Beuttel
204.671.8684
beuttel@brandons.ca

Ryan Gilmore
204.671.6882
gilmore@brandons.ca

Rosa McPherson
306.887.3967
rmcp@brandons.ca

Michelle Vainio
306.281.2758
mvainio@brandons.ca

Christine Sadler
306.887.3967
sadler@brandons.ca

Websites

WaterWolf Regional Round Table: www.waterwolf.org

Yukon Regional Round Table: www.brandons.ca/krrt

Rural Development Institute: www.brandons.ca/rdi

Government of Canada’s Rural Secretariat: www.rural.gc.ca
WaterWolf Regional Round Table

Russ McPherson and Jim Tucker, WaterWolf Regional Round Table

Asset-Based Community Development

<table>
<thead>
<tr>
<th>Path 1 – Traditional</th>
<th>Path 2 – Alternative</th>
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<tbody>
<tr>
<td>Basis</td>
<td>Needs</td>
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<tr>
<td>Goal</td>
<td>Institutional Change</td>
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<tr>
<td>Conversation</td>
<td>Problems and Concerns</td>
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<tr>
<td>Change Agent</td>
<td>Power</td>
</tr>
<tr>
<td>View of Individual</td>
<td>Consumer, Client</td>
</tr>
</tbody>
</table>

Whitecap Dakota Sioux First Nation

Well planned regional model
• Land Use Plan
  • If not the region, who?
  • If not now, when?
  • If not this, what?

Lessons learned
  • Have short and long term objectives
  • Build a culture of “evidence based decision making”
  • Seek out leaders and partners
  • Have enough goals to be flexible
  • Build a network of resources
  • Dream large

WaterWolf

COLLAPSE

“Two types of choices seem to me to have been crucial in tipping their outcomes toward success or failure: long term planning and willingness to reconsider core values.”

Questions

www.waterwolf.org
The Yukon Regional Round Table
Christine Spinder and Michelle Vainio, Yukon Regional Round Table

Projects
- Tourism Marketing Partnership
- Community Asset Mapping
- Network Capacity Development

Organizational Development & Sustainability Plan Options
- Knowledge network
- Policy advisory
- Economic & social collaborations
- Linking social & economic development
- Outreach & communications infrastructure
  - Key to overcoming historic & bureaucratic isolation
- Bridge-building for First Nations and Municipal collaborations in networked and reciprocal action
- Need to integrate internal development with ongoing external resources

Tourism Marketing Partnership
- Illustrates Yukon Regional Round Table’s potential for building partnerships with and influencing government

Community Asset Mapping
- Find own and each others’ potential for development
- Asset-based community development
- Partnership-building takes persistence
Community Asset Mapping Plan

ASSET MAPPING: PRIMARY TOPICS OF INQUIRY

Physical Infrastructure
- Transportation
- Communication
- Water
- Waste Management

Health and Social Needs
- Employment
- Social Services
- Programs and Initiatives

Economic Opportunity
- Local business
- Innovation and Entrepreneurship
- Opportunities for growth

Success Stories
- Collaboration
- Project Focus

UNDERLYING THEMES

Relationships, Partnerships, Collaboration
- Community involvement
- Development and economic growth

Community Culture
- Activities
- Celebrations
- Local identity and pride

AFFIRMATIVE ACTIONS
- Member organizations
- Partnerships
- Cross-sector engagement

How to Get Involved
- Contact us

For Additional Information

Michelle Vaino
867.884.0744
mjiang@yukon.ca

Christine Sprider
867.667.4007
christine@yukon.ca

Website
Yukon Regional Round Table: www.brandenu.ca/rdyrt.asp

Yukon Regional Round Table
Community leaders sharing ideas and creating change

What We Have Learned

Filer Yukon, both First Nations and non-First Nations, put likely to lead.
Taking the time to listen and be curious reveals common, urgent aspirations, expectations, concerns and possibilities.
Diversity of perspectives, voices, styles and experiences are keys to innovation, risk-taking, consensus-building, and mutual respect.
Exploring impacts of regional round table meetings provides a clear picture of situations and situations.
Inflating and maintaining relationships with government representatives enables them to become involved.

Boston, hene based on trust and relationship to community partners.
Homelessness in a Homeland: Resource Development and Housing Security in the Northwest Territories
Julia Christensen and Kate Snow, McGill University

Background
Primary objective
To understand how housing insecurity relates to homelessness, and, in turn, how this relationship is affected by economic growth.

Background
- Homelessness as shifting vulnerability
- Defining ‘hidden’ and ‘absolute’

Outline
- Background
- Relevance
- Project design
- Housing (in)security and homelessness: emerging themes
- Moving forward: what the people say and next steps

Northwest Territories, Canada
- Inuvik
  Pop. 3,484
- Paulatuk
  Pop. 294
- Yellowknife
  Pop. 19,701

Background
- Recent history of settlement; housing
- Critical government role in housing provision
- Chronic housing shortage
- Economic growth since 1990s
- Migration, urbanization
Relevance
Northern context - unexplored - Housing (In)Security Framework
Raising 'absolute' and 'hidden' homelessness
Decrease in social funding
Further growth anticipated - ensuring everyone benefits

Project design
2007: Consultation and proposal development
2008: Main fieldwork phase
- In-depth interviews
- Focus groups
- Housing (in)security workshops
2009: Community feedback workshops

[Diagrams showing various interconnected issues related to housing insecurity, such as personal safety, cultural connections, education, health and wellbeing, financial security and employment, strong social networks, self-worth and self-awareness, violence, poverty, housing policies, and housing shortage.]
What the people say: concerns regarding a ‘boom’

- Impact on addictions
- Capacity to take advantage of opportunities
- Influx of migrants from the South
- Housing affordability
- Urbanization

What the people say: promoting housing security

- Focus on healing
- Housing first - shelter as a basic human need
- Strong foundations - promoting independence and self-determination

Moving forward: next steps

- Finish fieldwork
- Preliminary data analysis
- Community feedback workshops in 2009
- Further analysis
- Write thesis and community reports

Thank you! Mahsi cho! Quyanainni!

The wonderful people of Inuvik!
Pierre Elliott Trudeau Foundation
Social Sciences and Humanities Research Council
International Polar Year Canada
Rural Landscapes in Boom Bust Economies: Enhancing Rural Community Sustainability through Education and Community Development Policy

Zane Hamm, University of Alberta

Purpose

1. To explore an intergenerational framework as a solution to addressing the critical issue of rural out-migration within the current context of Alberta;

2. To examine how an intergenerational framework for dialogue, and initiatives like cooperatives may address rural social and economic development (attentive to land, food, and community) and respond to the push and pull tensions of rural youth migration.

Background: problem and motivation

My interest in this research:

- Experience as a young person on a farm in rural Saskatchewan (now on the brink of boom)
- Interest in sense of rural identity, responsibility, and belonging/ connection to place or landscape.
- Returning to rural communities: noting a missing generation and impacts of boom/bust cycle
- Viewing the negative impact of out-migration on rural community health and sustainability

Research Question

How can an intergenerational dialogue framework enhance our understanding of the economic, educational, cultural, geographical (environmental) factors that influence rural youth migration and mobility?

Policy Implications

To understand and explain social, economic, cultural, environmental/geographic factors and that may influence rural youth transitions, and patterns or cycles of mobility.
**Why is youth out-migration a problem?**

- Issue of depopulation of rural towns including closures of community schools, health centres, and loss of family farms
- Out-migration of youth aged 15-24 from rural communities; more than 55% moving away and to urban centres in the next 5 years.
- Increased need for economic and social opportunities in rural communities

---

**Initial Themes**

- Youth out-migration is identified by both youth and adults as an issue
  - community members (often youth) are leaving their rural communities, linked to resource-based employment, training, education, opportunity and exploration
  - Complex cycle that often involves patterns of leaving/return, impacted by phases of life, gender, peers
- Desire for mentorship and leadership in local community
  - youth are looking for rural alternatives and mentorship
- Youth are seeking local, community-based options
  - economic development is only part of the solution

---

**Factors Promoting Participation**

What are the factors promoting participation?

Rural community stakeholders value policies that:

1. grounded in their lived experience and;
2. include them in all levels of decision-making

GAP: There is a need for research to build linkages between generations, encouraging youth to stay or return and contribute to healthy rural communities

Intergenerational mentorship addresses this gap.

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**Intergenerational Framework - Strengths**

- A critical starting point for community-based research that examines rural youth mobility and out-migration
- A context to explore rural identities, community histories/memory, and connection to place
- Reciprocal relationship between youth and adult leaders or mentors - different generations learning together to build active rural communities
- Engaging community members in decision-making that directly affects their lives (cooperatives as a model)

---

**Building rural networks**

**A cooperative framework offers:**

- Democratic process
- Recognition of kinship ties, local forms of capital, family, local resources
- Community-based control of assets & resources (critical in boom and bust)
- Creative solutions: training, mentorship, building community cohesion and resiliency

---

**Exploring intergenerational dialogue**

To better understand patterns of youth mobility:

1. explore rural community benefits of intergenerational dialogue/mentorship, gender, education, and participatory solutions
2. examine intergenerational cooperatives as a critical part of rural community resilience and connection to place in boom and bust context (social, economic, environmental)
3. explore ways in which a cooperative initiative plays a vital role: fostering a sense of place to build a social, economic, environmental, cultural, historic connection
Research Directions: Support for an Interorganizational Framework

- Monitoring and engagement are keys to connecting youth to their community - these ties may provide options or draw them back to rural communities
- Solutions - opportunities to remain in rural communities, employment, training, and mentorship, profound connection and responsibility to place
- Meaningful connection to rural community - understanding the value of land, political participation, intergenerational identity, and sense of belonging

Possibilities for an Intergenerational Perspective

Need for a community development framework that
- aims to understand patterns/cycles of youth mobility
- explains, and aims to counter, the migration of youth from rural settings (provides support and alternatives for choices)
- demonstrates how rural cooperatives contribute to social economy and provide an alternative to address this gap
- offers hope, connection, and community-based opportunities for those who choose to stay in or return to their rural community

Integrating Social Economy & Cooperative Principles

- Research reveals that there are practical links between access to resources and training, social economy, and rural-out migration.
- Intergenerational initiatives provide creative solutions for training and education, and innovative opportunities for building social networks. Example, civic agriculture
- A need to explore intergenerational links and cooperatives as community-based assets.

Future Research Directions

By applying an intergenerational perspective I will:
- work with community members to explore an intergenerational dialogue framework that seeks to understand the complexity of rural youth mobility and alternatives to the migration of youth from rural settings,
- demonstrate how rural options and cooperatives may provide options in boom and bust economies by contributing to the social economy and providing local alternative to address rural out-migration.

Questions for Discussion

1. What are the possibilities for intergenerational dialogue approach to explore the push and pull tensions of youth mobility and rural out-migration?
2. How are messages to stay, leave, or return communicated and perceived by youth and adults?
3. In what ways may cooperatives counter the negative impact of out-migration on the health of rural communities (responsible in boom and bust contexts)?

Significance of this Research

This research offers a unique contribution to education, policy, and community development:
- by investigating how intergenerational knowledge, experience and insight are integral to effective policy and programs in rural and remote Canada.
- by connecting youth and adults to assess their community assets, and the social, political, economic, and environmental realities of building healthy, sustainable rural communities.
Contact Information

Zane Hamm
University of Alberta
Education Policy Studies, Doctoral Student
zhamm@ualberta.ca
(780) 439-8764
Negotiating Change: Community-Based Mental Health and Addictions Practice in the Northwest Territories

Alana Kronstal, University of Victoria

Summary of Presentation
- Background Context
- Research Focus & Questions
- Why This Is Important
- Boom/Bust and Practice Reflections From The Field
- Next Steps

Research Objective
To explore the current practices of community mental health and addictions workers in the Northwest Territories and better understand how practitioners are experiencing and responding to changes in their organization and community.

The Research Focus
- What do practitioners experience?
- Health Implications
- Multiple Impacts on Communities
- Rapid Change in the North

Emerging Issues in the NWT
- Resource Development
- Changing Substance Use Patterns
- Growing Senior Population
- Prevalence of depression, suicide, FASD
- Problem Gambling
- Rise in Prescription Medication
- Common Experience Payments
- Changes to Service Delivery
What the Literature Doesn’t Tell Us...

- What’s going right?
- How can we build on those strengths?
- What are the rewards of practice?
- How can we best prepare for the future?

Field Research Overview

- Preliminary fieldwork took place in 2007 in Yellowknife and Inuvik.
- In April 2008, in-depth qualitative interviews were conducted with 10 community-based mental health and addiction workers in the Beaufort Delta.
- Focus population included Community and Community Wellness Workers (GNWT positions).
- 6-10 additional interviews are scheduled for practitioners in other NWT communities in July and August 2009.

Next Steps

- Currently completing data collection and analysis.
- Full community report will be prepared by January 2009.

Community Change and Practice: Initial Reflections

In Conclusion...

Mahsi Cho, Quyanainni. Thank you to the Community Mental Health and Addictions Professionals who shared their knowledge and experiences with me, the Department of Health and Social Services as well as the Beaufort-Delta Health and Social Services Authority for your support.

Funding for this initiative was generously provided by International Polar Year Canada and the Northern Scientific Training Program.
Digging into the NWT Resource Boom: Separating Economic Measures from Economic Benefits

Angelo Cocco, Northwest Territories Bureau of Statistics

Presentation Overview

- Looks at NWT economic performance over the last eight years (1999-2007) and how the NWT has led the country in growth over this period.
- Discusses growth across a variety of measures that have territorial Gross Domestic Product (GDP).
- Examines NWT economic performance (i.e., GDP) to examine where the growth has taken place and how much stays in the NWT.
- Looks at measures such as resident labour income and employment to quantify the extent of benefits accruing to the NWT and its residents.

GDP ($constant) Growth: 1999-2007

- Average annual Gross Domestic Product (GDP) growth over the period 1999 and 2002 was 7.9% for the NWT, reaching $4.1 billion in 2007, while the Canadian average growth over the period was 3.9%.


- NWT cumulative growth in real GDP over the period 1999-2007 was approximately twice that of Newfoundland and Labrador.

Capital Investment: 1999-2008

- Capital investment is expected to reach $17 billion in 2008, with the NWT surpassing the level of P.E.I., Nunavut and Yukon combined.
I do believe it’s an Economic Boom

- All of the preceding metrics point to a significant resource-based economic boom in the NWT over the period 1999-2007.
- The boom has been "fueled" by:
  - Investment in new mines
  - Mineral production
  - Mineral exploration and development
- Growth in GDP, in particular, highlights the significant economic growth (the boom) in the NWT over the last eight years relative to the rest of Canada.
- The question now is: To what extent do the impacts of this economic boom remain in the NWT and benefit territorial residents?
**GDP Explained**

- For the NWT, Gross Domestic Product (GDP) represents the total unduplicated value of goods and services produced within the territory, regardless of whether the factors of production (labour and capital) involved are resident or non-resident.
- GDP is typically measured two ways:
  - Expenditure-based: Total final demand (expenditure) on current production
    - Personal Expenditure + Government Expenditure + Investment + (Exports - Imports)
  - Income-based: Total income earned in current production
    - Labour Income + Profits + Capital Consumption Allowance + Taxes
- Both measures result in the same estimate of GDP.

**GDP Component Growth, Expenditure-Side: 1999-2007**

- Examining the component drivers of GDP (expenditure-side) growth over the period 1999-2007 reveals that the largest contributors to GDP growth were components that involve investments (residential construction and exports (exports) of production).

**GDP Expenditure Component Contribution Growth: 2007**

- Of the 2007 current dollar GDP growth of 3.5%, 1.9% was contributed by personal expenditure growth, 0.6% was from government expenditure, 4.2% was from business investment and 9.1% from growth in exports.

**GDP Component Growth, Income-Side: 1999-2007**

- On the income-side, profits, labour income, and the depreciation of assets were the leading contributors to GDP growth over the period 1999-2007.

**Economic Leaks**

- Overall, a significant portion of GDP growth in the NWT “leaks” to the rest of Canada through:
  - Export of natural resources
  - Export of labour, materials and equipment
  - Profits earned by residents and multinational corporations.
- The impact of economic leakage from the NWT economy is best demonstrated by examining the inter-provincial/territorial distribution of direct and indirect economic impacts...
  - The diamond industry experience makes for a good example of the leakages involved in the construction and operations...
Distribution of Direct and Indirect Impacts, Diamond Industry: Construction Phase

- While the impact of diamond mine construction on territorial economic measures has been significant, the majority of the economic impact “leaked” outside the NWT.

Distribution of Direct and Indirect Impacts, Diamond Industry: Operations Phase

- A significant share of the economic impacts associated with diamond mine operations also “leak” outside the NWT.

Where are those Benefits?

- The relatively small size of the NWT economy is the main reason for the significant economic leakage from the territory.
- However, investment and mineral production activities also directly benefit the people of the NWT through creation of employment opportunities and associated labour income.
- Also, resource-based economic activity in the NWT spurs growth in the goods and services sector, growth that further adds to local employment and income, but also increases the NWT economic base.

Employment and Income

- Employment Rate
- NWT Labour Income
- Community-Level Labour Income

Employment Rates - NWT and Canada: 2001 to 2007

- During the past six years, the NWT employment rate has been significantly higher than the Canadian average, and is generally the highest in Canada. In the NWT, a greater percentage of those 15 years of age and older are employed.
Employment Rate, by Prov-Terr: 2007

Almost 74% of the working-age population in the NWT was employed in 2007, compared to 61% in Newfoundland.


Average annual labour income growth over the period 1999 and 2007 was 7.9% for the NWT, reaching $1.97 billion in 2007, while the Canadian average over this period was 7.7%.

Labour Income: Resident and Non-Resident

While the share of income earned in the NWT by non-residents has increased between 1999 and 2007, going from $124 to $945 million respectively, real labour income growth stays in the NWT.

Growth in Resident Employment Income: 1998 to 2005

While diamond-affected communities (Lutsel'ke, Gahata, Indikilik, and What) saw the biggest increase in employment income between 1996 and 2005, income growth is evident across all regions.

Beaufort-Delta Communities - Growth in Employment Income: 1998-2005

Many Beaufort-Delta communities have seen substantial increases in employment income over the two years, between 1998 and 2005.

Industrial Development

- Retail Trade
- Wholesale Trade
- Manufacturing
Retail Trade Growth: 1999-2007

- The retail sector in the NWT has benefited significantly from a booming economy.
- NWT average annual retail trade growth was 5% over the last seven years, reaching $979 million in 2007. For Canada, average growth over this period was 3.4%.


- Wholesale activity in the NWT is closely tied to the non-renewable resource development sector.
- NWT average annual wholesale trade growth was 21.7% over the last eight years, reaching $667 million in 2007.

Wholesale Trade: 1999-2007

- Wholesale trade in the NWT has increased by 302% over the period 1999 to 2007, reaching $667 million in 2007.


- The secondary (cutting and polishing) diamond industry propelled manufacturing to over $12 million in output in 2006. Output declined to $47 million in 2007, but remained well above levels seen prior to 1999.

Future Resource Development Impacts

- GDP growth will be significantly impacted by upcoming developments. It is estimated that in 2015 GDP will rise above $6 billion.
Looking Forward

- Pipeline construction is expected to dominate investment over the period 2011-2014.
- Looking forward, over the next eight years, significant activity and investment is expected to occur in the NWT.
- It is anticipated that the proposed Mackenzie Gas Project (MGP) will further enhance and extend the economic boom started by the diamond industry.
- Much of the investment associated with the MGP will be supplied through the import of labour, material, and equipment.
- A forecast GDP level of over $18 billion by 2016, twice the current level, will be heavily impacted by the export of natural gas and other mineral commodities from the NWT.
- With an employment rate of almost 74%, the highest in Canada, nonresidents will take an increasing share of the growing employment opportunities in the NWT.

Contact Information

NWT Bureau of Statistics
(867) 873 7147
angelo_cocco@gov.nt.ca
www.stats.gov.nt.ca
Quantifying Shadow Populations in Northern Alberta
Mary Joan Aylward, Northern Alberta Development Council

Northern Alberta’s Population
- 31% in Fort McMurray, Grande Prairie, and Cold Lake
- 32% in smaller urban centres
- 37% in rural areas
- Over 50% of Alberta’s Aboriginal population

Challenges
- Northern reality
  - Small and sparse population
  - Transportation infrastructure
  - Increased skill levels needed
- Resource-based economy
  - Housing and community infrastructure
  - Policing, addictions and health care
  - Uneven growth and decline

NADC’s Mission
To identify and implement measures that will advance northern development, as well as advise government on opportunities and issues

The NADC Team
- NADC Team
- 10 Member appointed Council
- Chair Robin Campbell, MLA Wets Yellowhead
- Offices in:
  - Peace River 12 FTEs
  - Lac La Biche 8 FTEs
  - Edmonton 4 FTE
- A total of 16 FTEs
NADC Budget

- Overall budget of 2.4 million dollars
- Additional $475,000 Advanced Education and $160,000 Employment and Industry for Bursary Program
- Northern Links $500,000
- $1.7 million to salaries and operational
- $100,000 council

NADC beyond our boundaries

- Northern Alberta Elected Leaders
- Branding the Peace
- Commuter Air Access Network Association
- Northwest Corridor Development Corporation
- Alberta WVT MOU
- Northern Development Ministers’ Forum
- Northern Forum

NADC Reports & Studies

- Northern Highways Strategy – Building for Tomorrow Today ... Advancing the Alberta Advantage (2002)
- Analysis of the Economic Contribution of the Northern Alberta Development Council Region to Alberta and Canada (2003)
  - 21% Alberta Exports
  - 27% Investment in Alberta
  - $1.3 billion from 2008-2010 in Northern Alberta
  - Over the next five years
- Shadow Population Quantification Study (2005)

Northerners Working Together

Northern Alberta Development Council
Peace River - Phone: 780 674 6774
Lac La Biche - Phone: 780 623 6302
Dan Dibben, Executive Director
Email: dan.dibben@gov.ab.ca
www.nadc.gov.ab.ca
www.opportunitynorth.ca

Shadow Populations in Northern Alberta

Part 1 - Quantification

Aylward Research Services

Canadian Rural Revitalization Foundation
June 20, 2003

What is a Shadow Population?

Collective term for all transient workers

“who resides in a municipality on a seasonal basis for a given period of time but has residence elsewhere”

Alberta Municipal Census
Purpose of the Research
To quantify the shadow population of the rural municipalities within the boundaries of the Northern Alberta development council.

Application of the Research
The design of a quantification process which can be replicated by local government authorities seeking authorization to include a shadow population in their municipal census and calculation of per capita funding.

Research Project - Methods
1) Primary methods - Direct contact (phone calls, emails, surveys) with municipalities, government services, and industry
2) Secondary methods - Review of GOA acts, regulations, and policies; topic literature

Key Point 1 - Quantification
Alberta Municipal Affairs Guidelines for Shadow Populations

Collection period is April – June
Must be 10% of permanent population
Must be conducted annually
Must apply for authorization to include 30 day / 6 month residency requirement

NOTE: Above guidelines are not stated in the MUA or any of AMA regulations. Above is matter of policy only.

Challenges
Peak Period for industrial activity is October to March
Individual vs. company rotations

Key Point 2 - Quantification
ASSUMPTION
Impact is local oriented however there is a radius of impact that is reciprocal
**Key Point 3 - Quantification**

No one data source that records transient workers individually or shadow population collectively.

Government tracks activity not individuals.

---

**Key Point 4 - Quantification**

Back to Basics

Eat and Sleep!

---

**Key Point 5 - Quantification**

Five Data Sources

- Industry Camps
- Hotels / Motels
- Camp Sites
- Municipal Land Use Permits
- Public Health Records

---

**Challenges:**

- Identifying all camps – participating
- Not all camps are 12 month operations
- Hotels / camp sites service more than industrial
- Municipalities not always informed
- Public Health Records not shared with Municipality

---

**Key Point 6 - Quantification**

Shadow Population can not be calculated 1:1

For Example - 200 hotel rooms does not mean 200 for shadow population.

---

**Key Point 7 - Quantification**

Things to Consider

- Campgrounds do not operate 12 months
- Hotel industrial bookings are not 100%
- Industrial camps are temporary / permanent

HENCE

REQUIRES CONVERSION FACTORS
Key Point 8 - Quantification

**Conversion Factors**

**HOTELS**
- # of rooms
- 1 room = 2 persons
- Annual Occupancy = 72%
- Annual turnover = 57%

**CAMPS**
- # of sites
- 1 bed = 1 person
- Average 200 days
- 45% of full-time

Key Point 9 - Quantification

- **Industrial Camps**
  - Temporary = 50% of #
  - Vs
  - Permanent = 100% of #

Challenge

- Records overlapping
- Hence sources could be simply added

Key Point 10 - Quantification

**Culling the Data**
- Keep hotels
- Keep campsites
- &
- Select the highest of the three remaining for each municipality
  (health, municipal, industrial)

Examples

**Application of Conversion Factors**

**Calculating the Shadow Population**

Example 1

**MD of Mackenzie**

2005 Population = 9,687

**Sources for Quantification**
- Hotel Usage Statistics
- Campsites
- RHA – Food License Permits
Example 2

Northern Sunrise County
2005 Population = 2,354

Sources for Quantification
- Hotel Usage Statistics
- Campsites
- Municipal - Development Permits

Urban Centers
Cities of Grande Prairie and Cold Lake
Calculated separately
Impact from numerous municipalities

Sidebars
Government departments do not have same catchment regions
(Tourism, Census divisions, Health etc.)

Concern for safety of workers in camps in the event of a disaster; need for evacuation.

NADC Use of the Research
To assist the
Northern Alberta Development Council in
its advocacy for more resources for
Northern Communities.
Thank-you

Mary Joan Aylward
Aylward Research Services
Grande Prairie, AB

Full report available through the
Northern Alberta Development Council
Sustaining Justice: The Imperative of Civil Justice Systems to Boom-Bust Communities

Travis Anderson and Mary Stratton, University of Alberta

Background to Report
- CJSP is a national project designed to look at user experiences of the Civil Justice System in Canada
- Civil Justice in this context is non-Criminal law
- Family, tort, contract etc.

Research Method
- CFCS researchers sought out participants across Canada and conducted in depth interviews with a wide cross section of individuals
- This included individuals accessing court services, court staff, judges, lawyers and ancillary services.

CJS&P Summary
- Almost 200 participants
- Each interview transcribed and coded
- Started recognizing themes
- Many of the challenges to accessing civil justice were magnified in remote areas

Follow up research
- Prepared reports on specialized topics and work-shopped
- Purpose was to check our findings with participants, community members, “bring back” research and bring people together

Research in Nunavut
- In 2006 we wrote a draft report on civil justice in Nunavut and conducted workshops
  - 1 in Rankin Inlet
  - 2 in Iqaluit
  - 2 in Ottawa
Challenges in Nunavut

- Colonial history
- Geographic realities
- Jurisdictional Complexities
- Rapid Development

Re-thinking "Justice"

- We are a different culture who are living truth ways, and we practice our traditions - our customs - without any idea of breaking a law or not breaking - or not performing as part of the civil law arena. We definitely are not thinking that (we have) done something wrong to you. It's not so in our culture, but it could go against the government. The system doesn't communicate, they don't educate, they don't try to educate the community. [Inuit Elder]

Specific Issues

- Access to legal education and information
- Access to legal services and legal professionals
- Litigation with unequal power
- Enforcement of asset seizures, loans and entitlements
- Issues specific to Family Law
- Issues specific to Civil Law
- Issues specific to Administrative Law
- Geographic parallels and variations

Experience of Justice

- Intersection of factors has created significant problems
- Experienced as punitive
- Justice is something done to you
- Post trial resolution

Accessing Legal Services

- An informed public can be demanding but it is the only way changes can be brought into being. Inuit have a right to know and not continue to be kept in the dark - especially if it raises awareness and empowers individuals and communities to take action. Creative solutions that work for Inuit need to be found. Keeping the population ignorant of its rights is just wrong and continues to propagate the coloniser mentality. [Inuit Services Worker]
Beyond the Economy: Cultural Foundations of Out-Migration in an Atlantic Canadian Town

Nelson Ferguson, York University

What conditions within a community contribute to and allow for circular migration?

What are perceived as the social and economic implications of such rotational migrations upon family and community?

Port Hawkesbury and The Strait Area

- Heavily industrialized
- Unique history of industrialization which shares commonalities with current conditions in Fort McMurray
- Currently undergoing a period of relative economic decline and deindustrialization
- Local population has a history of out-migration and temporary migration to other areas and sectors
- Larger number of individuals involved in rotational labour migrations to work camps in Fort McMurray
Cultural values as a result of deindustrialization in the Strait Area

- A valorization of industrial work.
- A familiarity with economic instability.
- The lingering promise of industrial development.
Questions for further research:

- What forms of decision-making processes take place prior to the commencement of cycles of rotational migration?
- How is rotational migration impacting upon family dynamics?
- What are the individual intentions of migration?
- How do cycles of migration to Northern Alberta compare with previous migrations from the area?
Addressing Social Needs of Temporary Foreign Workers and Provincial Nominees in Rural Manitoba Communities

Ray Silvius, Carleton University and Jill Bucklaschuk, Rural Development Institute, Brandon University

Presentation Overview
- Context of Immigration in Canada
- Immigration in Manitoba (MB)
- Provincial Nominee Program (PNP)
- Temporary Foreign Worker (TFW) Program
- Settlement Needs and Service Provision
- Collaborative Approaches to Service Provision

RDI Rural Immigration Initiatives
- 2005: CRRF-RDI National Rural Think Tank, Immigration and Rural Canada: Research and Practice
- 2005: Manitoba Rural Immigration Case Studies conducted in Steinbach, Winkler, Portage la Prairie, Parkland
- Currently: Exploring Demographics & Temporary Foreign Workers in Brandon & Area

Immigration in Canada
- 2/3 of Canada’s population growth is attributed to immigration
- 2006: Admitted 252,000 immigrants
- 2006: foreign-born proportion of total population highest in 75 years
- Canada’s proportion (19.8%) of foreign-born second only to Australia (22.2%)

An Uneven & Urban Phenomenon
Of recent immigrants, in 2006:
- More than 4/5 settled in Ontario, BC, or Quebec
- 97.2% resided in metropolitan areas, compared to 77.5% of the total Canadian population
- 68.9% lived in Toronto, Vancouver, or Montreal
- 2.8% of recent immigrants lived in rural areas

Immigration: A Component of Rural Development Strategies
- Address declining populations
- Revitalize and diversify rural communities
- Community economic development strategy
- Attract higher skilled workers
- Rural lifestyle attractive to newcomers, but retention efforts required
Immigration in Manitoba
- 2007: MB received 10,955 newcomers (4.6% of total immigration to Canada)
- 4th highest percentage of foreign-born population amongst provinces
- Aggressive immigration strategy – increase annual targets to 20,000 over the next decade

Province Nominee Program
- Supports demographic, social and economic development
- Skilled workers and business immigrants and their families are nominated for permanent residence status
- 2006: PNP accounted for 66.7% of MB’s newcomers
- 2006: 30% of PN’s chose rural destinations compared to 13% of other categories

Top Regional Destinations, 2007

Settlement Needs of Provincial Nominees
- Employment
- Language & skills development
- Credential recognition
- Housing
- Community services and supports
- Health care

Government Roles & Responsibilities
- Encourage regionalization strategies
- Support communities
- Develop policy frameworks for immigration
- Facilitate the economic and social integration of immigrants to MB
- Provincial government is fully responsible for settlement services

Temporary Foreign Worker Program
- Employer-driven demand for labour
- Federally-regulated pilot program for low-skilled labour
- Work permits issued for a maximum of two years
- Manitoba actively promotes TFWs becoming PNs
How temporary is temporary?

Illustrative example: Brandon, MB
- TFWs can apply to PNP after 6 months of working in the Province
- Allows for family reunification
- 2007: 536 TFWs working at Maple Leaf Foods applied to PNP, 533 were approved
- ‘Temporary’ is not always ‘temporary’
- Industry, community, and provincial government support permanent settlement

Settlement Needs of TFWs

- Language learning supports - EAL classes
- Available and affordable housing
- Health care
- Community support and services

Settlement Needs of TFWs ➞ PNs

- Family reunification
  - Needs of spouses and dependents
- Employment
- Education
- Child care
- Continued community support services

Roles & Responsibilities of Involved Actors

- Employer – TFWs’ initial settlement needs; not responsible for needs of PNs
- Community – ensure a welcoming community, offer settlement services and supports, preparedness
- Provincial Government – funders of EAL and settlement programs, develop policy and programs, support communities

Collaborative Approaches to Service Provision in Manitoba

- RDI TFW Dialogue Group
  - Communication and information sharing amongst stakeholders regarding numbers of arrivals (TFWs and families)
- City of Brandon and Maple Leaf Foods
  - Create and deliver a community orientation and settlement strategy
- Immigration Integration Committee
  - Formed by Winkler Chamber of Commerce after initial PN arrivals

Bottom-Up Approach to Settlement Service Provision

- Holistic approach (easily adaptable)
- Identify needs of newcomers
- Assess what the community can provide
- Collaboration and communication amongst key stakeholders
- Remain engaged in both TFW and PN processes
- Each community is unique
For More Information

Jill Bucklaschuk,
Research Affiliate, Rural Development Institute
bucklaschukj@brandonu.ca

Ray Silvius,
Ph.D. Candidate, Carleton University
raysilvius@connect.carleton.ca

Rural Development Institute
www.b Brandonu.ca/rdi/
## Appendix C - Conference Participants

<table>
<thead>
<tr>
<th>Name</th>
<th>Organization</th>
<th>City/Province</th>
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<tbody>
<tr>
<td>Anderson, Travis</td>
<td>University of Alberta</td>
<td>Edmonton, AB</td>
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<tr>
<td>Annis, Robert</td>
<td>Rural Development Institute, Brandon University</td>
<td>Brandon, MB</td>
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<tr>
<td>Awan, Nazim</td>
<td>Industry, Tourism and Investment, Government of the Northwest Territories</td>
<td>Norman Wells, NT</td>
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<tr>
<td>Aylward, Mary Joan</td>
<td>Aylward Research Services</td>
<td>Grande Prairie, AB</td>
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<tr>
<td>Beattie, Marian</td>
<td>Rural Development Institute, Brandon University</td>
<td>Brandon, MB</td>
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<td>Ben Amor, Sonia</td>
<td>Indian &amp; Northern Affairs Canada</td>
<td>Gatineau, QC</td>
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<td>Binet, Claire</td>
<td>Rural Secretariat</td>
<td>Quebec QC</td>
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<td>Bollman, Ray</td>
<td>Statistics Canada</td>
<td>Ottawa, ON</td>
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<td>Borgstrom, Gordon</td>
<td>Ministry of Forests and Range</td>
<td>Kamloops, BC</td>
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<td>Bucklaschuk, Jill</td>
<td>Rural Development Institute, Brandon University</td>
<td>Gatineau, QC</td>
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<td>Carpenter, Yvonne</td>
<td>Municipal &amp; Community Affairs, Government of the Northwest Territories</td>
<td>Inuvik, NT</td>
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<td>Chambers, Albert</td>
<td>Monachus Consulting</td>
<td>Ottawa, ON</td>
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<td>Christensen, Julia</td>
<td>McGill University Student</td>
<td>Montreal, QC</td>
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<td>Clarkson, Peter</td>
<td>Department of Executive, Government of the Northwest Territories</td>
<td>Inuvik, NT</td>
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<td>Clemenson, Heather</td>
<td>Canadian Rural Revitalization Foundation</td>
<td>Ottawa, ON</td>
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<td>Cook, David</td>
<td>Industry, Tourism &amp; Investment, Government of the Northwest Territories</td>
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<td>Craik, Donald</td>
<td>Industry, Tourism &amp; Investment, Government of the Northwest Territories</td>
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<td>Dibbeit, Dan</td>
<td>Northern Alberta Development Council</td>
<td>Peace River, AB</td>
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<td>Dolan, Holly</td>
<td>Rural Secretariat</td>
<td>Burnaby, BC</td>
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<td>Fleet, Brenda</td>
<td>Human Resources and Social Development Canada</td>
<td>Gatineau, QC</td>
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<td>Alberta Agriculture and Rural Development</td>
<td>Edmonton, AB</td>
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<td>Gibson, Ryan</td>
<td>Rural Development Institute, Brandon University</td>
<td>Brandon, MB</td>
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<td>Halseth, Greg</td>
<td>University Of Northern British Columbia</td>
<td>Prince George, BC</td>
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<td>Rural Development Institute, Brandon University</td>
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<td>Hinze, Jan</td>
<td>Inuvialuit Regional Corporation</td>
<td>Inuvik, NT</td>
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<td>Hornbrook, Robert</td>
<td>Alberta Agriculture and Rural Development</td>
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<td>Houle, Christian</td>
<td>Statistics Canada</td>
<td>Ottawa, ON</td>
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<td>Jean, Bruno</td>
<td>Université du Québec à Rimouski</td>
<td>Rimouski, QC</td>
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<td>Lemieux, Michel</td>
<td>Industry, Tourism &amp; Investment, Government of the Northwest Territories</td>
<td>Inuvik, NT</td>
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<td>Lischka, Bev</td>
<td>Rural Development Institute, Brandon University</td>
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<td>MacDonald, Christine</td>
<td>Hamlet of Tuktoyaktuk</td>
<td>Tuktoyaktuk, NT</td>
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<td>Maiga, Aminata</td>
<td>Finance, Government of the Northwest Territories</td>
<td>Yellowknife, NT</td>
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<td>Manson, Donald</td>
<td>University of Northern British Columbia</td>
<td>Prince George, BC</td>
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<td>Martin-D'Ippolito, Maria</td>
<td>Human Resources and Social</td>
<td>Ottawa, ON</td>
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<td>O'Neil, Barbara</td>
<td>Policy &amp; Planning, Indian and Northern Affairs Canada</td>
<td>Yellowknife, NT</td>
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<td>Pack, Darell</td>
<td>Rural Secretariat</td>
<td>Winnipeg, MB</td>
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<td>Peckford, Larry</td>
<td>Inuvik Interagency Committee</td>
<td>Inuvik, NT</td>
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<td>Pitblado, Roger</td>
<td>Laurentian University</td>
<td>Sudbury, ON</td>
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<td>Rees, Eugene</td>
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<td>Inuvik, NT</td>
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<td>Statistics Canada</td>
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<td><strong>Shaver</strong>, Frances M.</td>
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<td>Rural Development Institute, Brandon University</td>
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<td>Yukon Regional Round Table</td>
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<td><strong>Stauch</strong>, James</td>
<td>Walter &amp; Duncan Gordon Foundation</td>
<td>Toronto, ON</td>
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<td>Memorial University</td>
<td>St. John's, NL</td>
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<td><strong>Sun</strong>, Peggy</td>
<td>Human Resources and Social Development Canada</td>
<td>Ottawa, ON</td>
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<td>Industry, Tourism &amp; Investment, Government of the Northwest Territories</td>
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<td>Industry, Tourism &amp; Investment, Government of the Northwest Territories</td>
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<td><strong>Wah-Shee</strong>, Rosa</td>
<td>Department of Health &amp; Social Services, Government of the Northwest Territories</td>
<td>Yellowknife, NT</td>
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<td><strong>Watson</strong>, Britt</td>
<td>Indian &amp; Northern Affairs Canada</td>
<td>Gatineau, QC</td>
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<td><strong>Wilkinson</strong>, Derek</td>
<td>Laurentian University</td>
<td>Sudbury, ON</td>
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This list does not represent all conference participants. The list consists of only conference participants who provided the conference with permission to publish their contact information.
The role of the RDI Advisory Committee is to provide general advice and direction to the Institute on matters of rural concern. On a semi-annual basis the Committee meets to share information about issues of mutual interest in rural Manitoba and foster linkages with the constituencies they represent.