

Transportation Plan of Nord-du-Québec

Technical Study

Socio-Economic Development in Nord-du-Québec

WORKING PAPER

FINAL VERSION

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ACRONYMS

CED	Canada Economic Development
CFDC	Community Futures Development Corporation
CLSC	Local Community Services Centre
CMHC	Canada Mortgage and Housing Corporation
CRA	Cree Regional Authority
CRDBJ	Conseil régional de développement de la Baie James
DINAC	Department of Indian Affairs and Northern Development
FAPAQ	Société de la faune et des parcs du Québec
FCNQ	Fédération des coopératives du Nouveau-Québec
HRDC	Human Resources Development Canada
JBNQA	James Bay and Northern Quebec Agreement
KMHB	Kativik Municipal Housing Bureau
KRDC	Katujiniq Regional Development Council
KRG	Kativik Regional Government
LDC	Local Development Centre
LEC	Local Employment Centre
MAPAQ	Ministère de l'Agriculture, des Pêcheries et de l'Alimentation du Québec
MBJ	Municipalité de la Baie James
MCC	Ministère de la Culture et des Communications
MEQ	Ministère de l'Éducation
MESS	Ministère de l'Emploi et de la Solidarité sociale
MFE	Ministère de la Famille et de l'Enfance
MIC	Ministère de l'Industrie et du Commerce

MREG	Ministère des Régions
MSSS	Ministère de la Santé et des Services sociaux
NEQA	Northeastern Quebec Agreement
SAA	Secrétariat aux affaires autochtones
SDBJ	Société de développement de la Baie James
SÉPAQ	Société des établissements de plein air du Québec
SHQ	Société d'habitation du Québec

NOTICE TO READER

Unless indicated otherwise by the context, the following expressions and words mean:

"Technical study" This technical study has no scientific pretence. It is not an opportunity study by any means, nor an exhaustive research on the subject. It aims at drawing up an overview of the situation in this specific area of transportation in Nord-du-Québec. Although the study is internal, the Ministère is nonetheless pleased to make it available to the public.

"the Ministère" Ministère des Transports du Québec.

SUMMARY

This technical study is part of the development process of the *Transportation Plan of Nord-du-Québec*. The objective is to define to which extent the social and economic development has an influence on transportation planning and interventions in Nord-du-Québec. The Nord-du-Québec region, located between the 49th parallel and the northern limit of Québec, is the largest administrative region of the province.

Considering the large number of relevant players involved in the social and economic development of Nord-du-Québec, it would seem like the region is on the verge of seeing a significant outburst of concerted projects, in both areas of public service and private business.

In fact, most of the players involved in economic development have been there for a long time, providing sustained efforts, but results are never visible in the short term. This large number of players constitutes one of the main assets in Nord-du-Québec development, and consultation initiatives among them are top priority. Similarly, the political weight of some of them, particularly the regional Aboriginal organizations, will likely foster the adoption of public policies promoting development.

In several areas of social development today, services have reached a level where they can respond to the needs. However, in certain specific areas, public infrastructures and equipment still require quite a lot of catching up which, if undertaken, would result in an increased transportation demand. Among the Inuit and the Crees, the strong demographic growth increases the demand for all types of services: health services, education, social services, elders support, entrepreneurship assistance, and so on. Expanding public services in response to the needs, growing private economic initiatives, mainly in commercial services, tourism, transport and communication, will support the demand for increased transportation services, whatever the mode to be considered.

These areas for which an increased demand might occur, only concern the Aboriginal communities of Nord-du-Québec, the Jamésie presenting very different demographic trends that do not call for similar social developments. For the Jamesians, employment is declining and emigration ongoing. The Jamésie industrial structure being closely related to the natural resources, any market fluctuation in this sector directly impacts employment and therefore individual incomes. Thus, the economic condition of a great many Jamesians is subject to unpredictable and uncontrollable fluctuations. While economic fluctuations are difficult to predict and control in Jamésie, the socio-economic trends for Aboriginal people do not show the same unpredictability. The incomes of Aboriginal households, increasingly drawn from paid employment, are on the rise, just like the commercial consumption of goods and services. Also, the employment demand is continuously increasing, due to the overall demographic trends leading to a significant net population increase, by natural growth and absence of emigration.

The Nord-du-Québec region, administratively speaking, encompasses very different economic, territorial and socio-cultural realities, with interests that sometimes converge, but at times also diverge. This in itself might be the greatest challenge in transportation planning.

INTRODUCTION

In Québec, the transportation plans developed by the Ministère des Transports are tools used to plan in an integrated and optimum manner, people and goods transportation systems and infrastructures. To develop these plans, technical studies are needed, the objectives of which are to draw the profiles and identify the political, economic, technological, cultural and social issues affected by mobility in the territory. This study addresses the economic and social development of James Bay and Nunavik.

Covering 55% of Québec's surface area, Nord-du-Québec extends over 840,178 km² (Map 1). It is bordered to the east by Labrador and the Côte-Nord, to the south by Saguenay–Lac-Saint-Jean, Mauricie and Abitibi-Témiscamingue and to the west by Ontario. Nord-du-Québec is also surrounded by James Bay, Hudson Bay, Hudson Strait and Ungava Bay. According to the 2001 census, the total Nord-du-Québec population would account for 38,575 people, that is, 0.5% of the overall Québec population.

The region comprises two distinct territories. North of the 55th parallel, the Nunavik extends over approximately 490,000 km² with a population of 10,410 inhabitants (Statistics Canada, 2001) distributed in 14 Inuit municipalities and one Cree village, all located on the shores of Hudson Bay, Hudson Strait and Ungava Bay. They are Kuujuarapik, Umiujaq, Inukjuak, Puvirnituq, Akulivik, Ivujivik, Salluit, Kangiqsujuaq, Kangirsuk, Aupaluk, Tasiujaq, Kuujuaq and Kangiqsualujjuaq and the Cree village of Whapmagoostui.

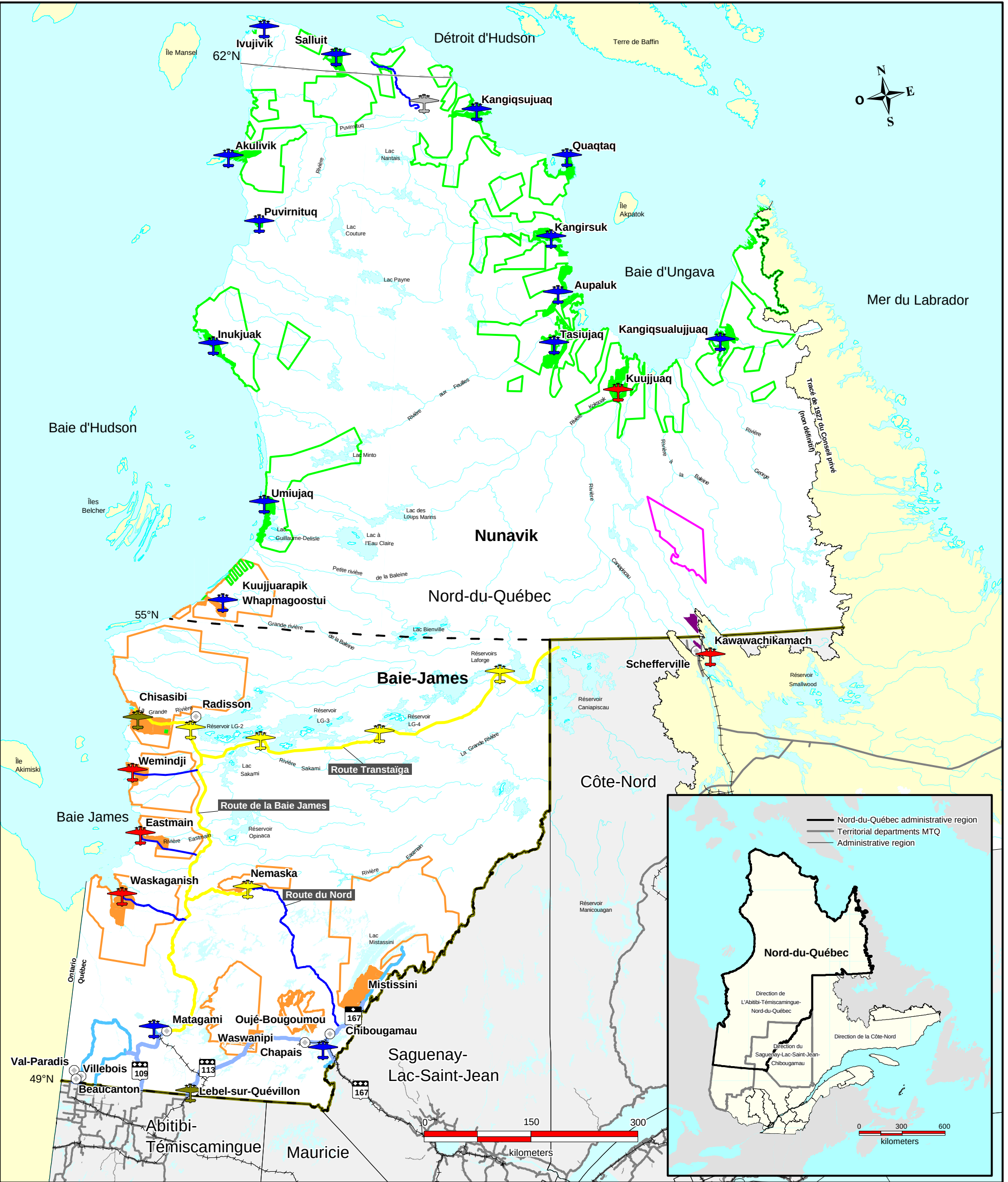
Between the 49th and 55th parallel, covering approximately 350,000 km², lies the James Bay territory, which divides into two sectors: Jamésie and the James Bay Cree lands. Jamésie comprises municipalities mainly populated with non-Aboriginals (or Jamesians), that is, the Municipalité de la Baie James, Chibougamau, Chapais, Lebel-sur-Quévillon and Matagami. The Municipalité de la Baie James (MBJ) includes the localities of Radisson, Valcanton (amalgamation of Val-Paradis and Beaucanton), Villebois as well as the hamlets of Miquelon, Desmaraisville and Rapide-des-Cèdres. Overall, Jamésie accounts for 16,314 people (Statistics Canada, 2001). As for the James Bay Cree lands, they have a population of 11,851 persons living in eight communities: Mistissini, Oujé-Bougoumou, Waswanipi, Nemaska, Waskaganish, Eastmain, Wemindji and Chisasibi. The Naskapi village of Kawawachikamach, at approximately 15 kilometres northeast of Schefferville is part of the Côte-Nord region. However, the community is entitled to use Category IB and II lands located in Nunavik, pursuant to the Northeastern Quebec Agreement (NEQA).

Thus, four communities with different demographic and socio-cultural characteristics occupy the region. From the onset, its northern location and population types give the Nord-du-Québec region a particular complexity. Moreover, the James Bay and Northern Quebec Agreement (JBNQA) and the Northeastern Quebec Agreement (NEQA) provide a regulatory and administrative framework specific to the region. These factors are all challenges to transportation planning.

This study aims at defining the extent to which socio-economic development impacts on transportation planning and interventions in Nord-du-Québec. The first part of the document will present the socio-economic stakeholders who are active in or for the Nord-du-Québec region. In the second part, a social development profile will be drawn, including housing, health, education and recreation services. The third part will deal with the economic condition of individuals and communities, followed by an overview of the region's economic activities, and then by the trends and intervention leads.

MAP 1

TERRITORY UNDER STUDY



Coordination du Nord-du-Québec

Map 1: Territory under study

Transportation Plan of Nord-du-Québec

Socio-Economic Development

Source:
- Ministère des Transports du Québec

Basic map:
- Ministère des Ressources naturelles,
digital maps, scale 1 : 250,000 and 1 : 8,000,000

July 2003

Land regime

(category I) (category II)

- Cree
- Inuit
- Naskapi

Note: The limits of the Oujé-Bougoumou territory are defined under the Cree-Québec Agreement of February 7, 2002.

Administrative limit

- Municipalité de la Baie James
- South limit Nord-du-Québec region
- Other Québec regions

Others

- Railway
- City or town

Road

Financial responsibility

- MTQ - National, regional, collector
- MTQ - Acces and mining
- MTQ - Other roads
- Hydro-Québec

Airport

Financial responsibility

- Ministère des Transports
- Transport Canada
- Hydro-Québec
- Band council / Municipality
- Other

1. MAIN STAKEHOLDERS, LEGISLATIVE FRAMEWORK AND INTERVENTION TOOLS

1.1 Economic Development

1.1.1 Provincial Departments and Agencies

This section introduces the main provincial departments and agencies active in economic development. Table 1 presents a summary of these ministères and agencies.

MINISTÈRE DES RÉGIONS (MREG)

The *Act respecting the Ministère des Régions*¹ states that the MREG's particular mandate is to generate and support local and regional development by facilitating takeover by the concerned communities. This Act regulates the setting-up of local development centres (LDCs) and regional development councils (RDCs).

More particularly, the MREG has the main responsibilities to provide financial and technical support for the carrying out of actions aimed at local and regional development, and to assist in the writing and signing of agreements, particularly between the RDCs and the government departments and agencies.

The MREG financial assistance programs are intended to local and regional development and the enhancement of land-derived products, for example, the *Fonds conjoncturel de développement* (Conjunctural Development Fund) and the *Fonds de création d'emplois municipaux* (Municipal Employment Creation Fund). The *Fonds conjoncturel de développement* is a grant intended to inter-regional structuring projects that are considered a priority, while the *Fonds de création d'emplois municipaux* aims at supporting the structuring projects that will create employment in the sectors of environment, culture and tourism (Ministère des Régions, 2000).

In collaboration with the Ministère des Finances, the Ministère des Régions has initiated an economic development strategy for Nord-du-Québec corresponding to a \$100M investment for the next three years². This strategy, the implementation of which is under the MREG's responsibility, includes a number of tax and budget measures aimed, among other things, at fostering economic diversification, regional entrepreneurship, business development and job creation (Ministère des Finances and Ministère des Régions, 2001). The MREG has a regional office in Chibougamau.

1 *Act respecting the Ministère des Régions*, R.S.Q., c. C-91.

2 The new government committed to pursue the actions undertaken by the last government regarding the "Stratégie de développement économique du Nord-du-Québec" but to spread in time the related investments.

Following the appointment of the new government, April 29th 2003, the MREG's mandates are now under the responsibility of the Ministère du Développement économique et régional.

MINISTÈRE DE L'INDUSTRIE ET DU COMMERCE (MIC)

The mandate of the MIC is to contribute to Québec's economic development by making businesses more competitive and developing markets to support job creation. To this end, it attempts to:

- Enhance innovation appropriation by businesses;
- Contribute to increasing investment by Québec businesses and developing strategic entrepreneurship;
- Support domestic and external markets development;
- Promote and support government and private collaboration and partnership (Ministère de l'Industrie et du Commerce, 1999).

In the cooperative sector, the MIC is responsible for the *Loi sur l'aide au développement des coopératives et des personnes morales sans but lucratif*³. One of the objectives of this Act is to foster the creation, maintenance and development of cooperatives through financial or technical assistance. The financial assistance can be of several types, for example, interest-bearing or interest-free loans, or partial or total payment of the loans' interests.

The *Loi sur l'aide au développement touristique*⁴ is also under the responsibility of the MIC and provides financial assistance to any business presenting a tourist project in a prescribed category.

The MIC manages several financial assistance programs for individuals, businesses and organizations, such as support to sector-based social economy groups, strategic job creation, innovation and export. It has jurisdiction over several acts that can more or less directly impact transportation planning and interventions in Nord-du-Québec (Gouvernement du Québec, 2001). The Nord-du-Québec region is governed by the Direction régionale de l'Abitibi-Témiscamingue.

Following the appointment of the new government, April 29th 2003, the MIC's mandates are now under the responsibility of the Ministère du Développement économique et régional.

3 *Loi sur l'aide au développement des coopératives et des personnes morales sans but lucratif*, R.S.Q., c. A-12.1.

4 *Loi sur l'aide au développement touristique*, R.S.Q., c. A-13.1.

MINISTÈRE DE L'EMPLOI ET DE LA SOLIDARITÉ SOCIALE (MESS)

The MESS manages several acts that influence socio-economic development and that could have a certain impact on transportation planning. First of all, the *Loi sur le soutien du revenu et favorisant l'emploi et la solidarité sociale*⁵, which aims at improving people's economic and social independence while helping them integrate, reintegrate or maintain employment. To this end, the MESS can, in particular, support agencies that provide employment assistance services, like the LDCs.

Secondly, the *Loi favorisant le développement de la formation de la main-d'œuvre*⁶, which objective is to improve labour force qualification and foster employment, labour force adjustment, professional integration and workforce mobility, through increased investment in training and the concerted efforts of employers, unions, communities and educational institutions.

The MESS is also responsible for the *Act respecting Cree Hunters and Trappers Income Security Board*⁷. The objective of this Act is to encourage beneficiaries to pursue a traditional lifestyle of wildlife harvesting activities. Beneficiaries thus receive from income security payments (Gouvernement du Québec, 2001).

It is a priority for the MESS to fight exclusion and unemployment. It manages the innovation and experimentation assistance program in the areas of vocational training, income security and employment for non-profit organizations (Secrétariat aux affaires autochtones, 2001). Local employment centres (LECs) and service points are available in the whole Nord-du-Québec region (Appendix 1). Each centre provides resources and services to employers and those needing financial support or employment assistance (Ministère de l'Emploi et de la Solidarité sociale, 2002).

The MESS has two regional directorates in Nord-du-Québec: the Direction générale adjointe des opérations régionales de la Sécurité du revenu and the Direction générale adjointe des opérations d'Emploi-Québec both located in Chibougamau.

Following the appointment of the new government, April 29th 2003, this department is now called the Ministère de l'Emploi, de la Solidarité sociale, de la Famille et de l'Enfance.

MINISTÈRE DES RESSOURCES NATURELLES (MRN)

The MRN is responsible for managing and developing the Québec territory and its energy, forest and mineral resources. Its overall activities are carried out so as to use this collective wealth as an economic lever in a sustainable development perspective for all of Québec and its regions.

5 *Loi sur le soutien du revenu et favorisant l'emploi et la solidarité sociale*, R.S.Q., c. S-32.001.

6 *Loi favorisant le développement de la formation de la main-d'œuvre*, R.S.Q., c. D-7.1.

7 *Act respecting Cree Hunters and Trappers Income Security Board*, R.S.Q., c. 0-2.1.

In particular, the MRN sees to the enforcement of the *Forest Act*⁸ and the *Mining Act*⁹. With regard to mining, the MRN provides several technical and financial assistance programs for mining exploration and development, studies and experimental work. In the field of forestry, there are the Silvicultural Treatment Program, the Forest Financing Program and the Forest Resources Development Program, to name a few.

The mining sector has four regional offices for the Nord-du-Québec region (Rouyn-Noranda, Val-d'Or, Chibougamau and Côte-Nord–Nouveau-Québec) and the forest sector has two (Abitibi-Témiscamingue and Saguenay–Lac-Saint-Jean).

MINISTÈRE DE L'AGRICULTURE, DES PÊCHERIES ET DE L'ALIMENTATION (MAPAQ)

The MAPAQ, an economically-oriented department, has the mandate to influence and support the Québec's bio-food industry in order to ensure its sustainable development. Its interventions concern production, processing, distribution, marketing and consumption of agricultural and food products. The MAPAQ financial assistance programs applicable to the Nord-du-Québec region are mainly in the commercial fishing and aquaculture sector. In 2001, the MAPAQ contributed to the purchase of a community freezer in Ivujivik and to the restoration of a fishing boat in Kuujuaq as well. However, its activities remain quite limited in Nord-du-Québec (Ministère de l'Agriculture, des Pêcheries et de l'Alimentation, pers. com., 2002). This department has a Direction régionale de l'Abitibi-Témiscamingue–Nord-du-Québec.

SOCIÉTÉ DE LA FAUNE ET DES PARCS DU QUÉBEC (FAPAQ)

With a regional office in Chibougamau, the FAPAQ sees to the conservation and enhancement of wildlife and its habitat, and the development and management of parks for conservation, education or recreation purposes. The FAPAQ also ensures the enforcement of the *Act respecting the Hunter Support Program*¹⁰. The objectives of this Act are to assist in the maintenance of the traditional sustenance activities by the JBNQA beneficiaries and to ensure that Inuit communities are supplied with products from these activities (Gouvernement du Québec, 2001). The FAPAQ funds the program and allocates an indexed grant to the Kativik Regional Government for each financial year.

With the signing of the very last partnership agreement between the Inuit and the Gouvernement du Québec, the FAPAQ is presently in charge of evaluating the territorial limits of the proposed parks, that is, the Monts-Torngat-et-de-la-Rivière-Koroc Park, the Lacs-Guillaume-Delisle-et-à-l'Eau-Claire Park, the Monts-de-Puvirnituq Park and the Cap-Wolstenholme Park. The FAPAQ has a Direction du développement de la faune in Chibougamau.

8 *Mining Act*, R.S.Q., c. F-4.1.

9 *Forest Act*, R.S.Q., c. M-13.1.

10 *Act respecting the Hunter Support Program*, R.S.Q., c. P-30.2.

SECRÉTARIAT AUX AFFAIRES AUTOCHTONES (SAA)

The SAA is the agency primarily responsible for acting as liaison between Aboriginal people and the Gouvernement du Québec. Its role is to facilitate access to various government programs and sometimes to adapt government activities to Aboriginal needs. The SAA provides funding to Amerindian and Inuit organizations and promoters, particularly to those involved with Aboriginal people living off-community and with regard to the status of women. It also manages the Fonds de développement pour les autochtones (Aboriginal Development Fund), aimed at economic development through community infrastructures projects (Secrétariat aux affaires autochtones, 2001).

SOCIÉTÉ INNOVATECH RÉGIONS RESSOURCES

Under the *Act respecting Société Innovatech Régions Ressources*¹¹, certain powers are given to this corporation set up by the MIC. The Corporation's mandate is to promote and support any initiatives leading to increased technological innovation in certain territories, in particular those of James Bay and Nunavik. The Corporation may, among others things, foster association between technological innovation initiatives and partners from the private and public sectors, or provide financial assistance for these initiatives.

On the following page, Table 1 presents an overview of the above mentioned provincial ministères and agencies involved in socio-economic development. All contact information concerning them is found in Appendix 1.

11 *Act respecting Société Innovatech Régions Ressources*, R.S.Q., c. S-17.5.

TABLE 1

ECONOMIC DEVELOPMENT: PROVINCIAL DEPARTMENTS AND AGENCIES

Provincial Departments and Agencies	MAIN RESPONSABILITÉS
Ministère des Régions (MREG) (Ministère du Développement économique et régional since April 2003)	- Provide financial or technological support to local and regional development; - Foster the signing of agreements; - Oversee the enforcement of the <i>Act respecting the Ministère des Régions</i>.
Ministère de l'Industrie et du Commerce (MIC) (Ministère du Développement économique et régional since April 2003)	- Contribute to economic development by stimulating competitiveness among businesses and through market development, for the purpose of creating jobs; - Oversee the enforcement of the <i>Loi sur l'aide au développement des coopératives et des personnes morales sans but lucratif</i>; - Oversee the enforcement of the <i>Loi sur l'aide au développement touristique</i>.
Ministère de l'Emploi et de la Solidarité sociale (MESS) (Ministère de l'Emploi, de la Solidarité sociale et de la Famille since April 2003)	- Fight exclusion and unemployment; - Oversee the enforcement of the <i>Loi sur le soutien du revenu et favorisant l'emploi et la solidarité sociale</i>; - Oversee the enforcement of the <i>Loi favorisant le développement de la formation de la main-d'œuvre</i>; - Oversee the enforcement of the <i>Act respecting income security for Cree hunters and trappers who are beneficiaries under the agreement concerning James Bay and Northern Québec</i>.
Ministère des Ressources naturelles (MRN)	- Manage and develop Québec's territory; its energy, forest and mineral resources; - Oversee the enforcement of the <i>Forest Act</i> and the <i>Mining Act</i>.
Ministère de l'Agriculture, des Pêcheries et de l'Alimentation (MAPAQ)	- Influence and support the bio-food industry to ensure its sustainable development.
Société de la faune et des parcs du Québec (FAPAQ)	- Ensure conservation of wildlife and its habitat as well as the development and management of parks; - Oversee the enforcement of the <i>Act respecting the Hunter Support Program</i>.
Secrétariat aux affaires autochtones (SAA)	- Ensure liaison between Aboriginal people and the Gouvernement du Québec; - Facilitate access to provincial programs; - Provide funding to Amerindian and Inuit organizations and promoters; - Manage a development fund for Aboriginal people.
Société Innovatech Régions Ressources	- Promote and support initiatives leading to increased technological innovation.

1.1.2 Federal Departments and Agencies

This section introduces the main federal departments and agencies active in economic development. Table 2 presents a summary of these departments and agencies.

DEPARTMENT OF INDIAN AFFAIRS AND NORTHERN DEVELOPMENT (DIAND)

DIAND's mandate is complex and incorporates a wide variety of services. With regard to Inuit and Indian Affairs, the main role of DIAND is to assist Aboriginal people in strengthening their communities and their economy. In this respect, it is responsible for providing on-reserve Aboriginal people (which exclude Inuit people) provincial-type services such as education, housing and community infrastructures, as well as social welfare and social support services. These services are mainly provided in partnership with the First Nations.

Concerning Northern Development, DIAND is the main department in charge of assuming the legal, political and constitutional responsibilities of the federal government in the North. It administers a large number of programs and services in the fields of social welfare, Amerindian government support, economic development, education and immobilizations (Indian Affairs and Northern Development, 2002). This broad mandate arises mainly from the *Department of Indian Affairs and Northern Development Act*¹², the *Indian Act*¹³, the acts respecting territories and the *Constitutional Act of 1867*¹⁴. All these laws can have a more or less direct impact on transportation planning in Nord-du-Québec.

INDUSTRY CANADA

Industry Canada has the mandate to generate job creation, and foster business growth and the maintenance of a fair, efficient and competitive marketplace. Its five strategic objectives are innovation, connectedness, marketplace, investment and trade. It manages several financial or technical assistance programs, particularly for business start-ups. Five programs are proposed to Aboriginal people: Aboriginal Business Canada, Trade and Market Expansion, Aboriginal Tourism Enterprises, Innovation and Technology for Aboriginal Businesses, and finally, Young Native Entrepreneurs (Industry Canada, 2002). The acts managed by Industry Canada and having an impact on economic development in Québec are the *Canada Small Business Financing Act*¹⁵ and the *Department of Industry Act*¹⁶. The former aims at increasing financing availability for small businesses. Under certain conditions, it provides for the compensation to lenders when small businesses cannot fully repay their loans. The latter act determines the functions of Industry Canada, in particular the grant of several types of assistance

12 *Department of Indian Affairs and Northern Development Act*, R.S.C., 1985, c. I-6.

13 *Indian Act*, R.S.C. 1985, c.I-5.

14 *Constitutional Act of 1867*.

15 *Canada Small Business Financing Act*, S.C. 1998, ch. 36.

16 *Department of Industry Act*, S.C. 1995, ch.1.

services to industry, science and technology as well as to the goods and services sectors (Department of Justice, 2001).

CANADA ECONOMIC DEVELOPMENT (CED)

Canada Economic Development is a federal agency governed and financed by the Department of Industry. This agency has the mandate to promote economic development in the Québec regions. Its objectives are to foster the economic development of the low-income, slow-growth regions of Québec or those without sufficient productive employment opportunities, focus on long-term economic development and the creation of long-lasting employment and income, as well as direct efforts on small and medium enterprises and entrepreneurship enhancement.

Two programs are available to the Nord-du-Québec region: Idea SME and Regional Strategic Initiative (SRI). The former is divided into three intervention areas: innovation and productivity, market development and entrepreneurship–business climate. This program provides financial assistance to SME (or organizations supporting economic and regional development) in order to alleviate certain costs such as those related to hiring workers on a project, equipment rental or operational costs (Canada Economic Development, 2002).

The second program, the Regional Strategic Initiative, mainly concerns telecommunications, mining and forestry. It aims at increasing the region's technological capacity and competitiveness, enhancing its tourism potential, generating new projects, and helping rural and Aboriginal communities in their development.

On the following page, Table 2 presents an overview of the above mentioned federal departments and agencies involved in socio-economic development. All contact information concerning them is found in Appendix 1.

TABLE 2**ECONOMIC DEVELOPMENT: FEDERAL DEPARTMENTS AND AGENCIES**

Federal Departments and Agencies	MAIN RESPONSIBILITIES
Department of Indian and Northern Affairs Canada (DIAND)	- Help Aboriginal people strengthen their communities and their economy; - In partnership with First Nations, provide on-reserve Amerindian people with education, housing, assistance and social support services, and community infrastructures; - In charge of assuming the legal, political and constitutional responsibilities of the federal government in the North; - Oversee the enforcement of the <i>DIAND Act</i>, <i>Indian Act</i> and the <i>Constitutional Act of 1867</i>.
Industry Canada	- Generate job creation, foster business growth and the maintenance of a fair and preferential marketplace; - Oversee the enforcement of the <i>Canada Small Business Financing Act</i> and the <i>Department of Industry Act</i>.
Canada Economic Development (CED)	- Foster economic development in low-income, slow-growth regions of Québec or those without sufficient productive employment opportunities; - Focus on long-term economic development and long-lasting employment and income, and direct efforts on SMEs and entrepreneurship enhancement.

1.1.3 Regional and Local Organizations

This section introduces the regional and local organizations active in economic development. Table 3 presents a summary of these organizations.

SOCIÉTÉ DE DEVELOPMENT DE LA BAIE JAMES (SDBJ)

The SDBJ is an organization incorporated under the *James Bay Region Development Act*¹⁷. With offices in Radisson, Chibougamau and Matagami, and a service point in Lebel-sur-Quévillon, the SDBJ covers the entire James Bay territory. Until very recently, the SDBJ's Board of Directors exercised the authority of the Municipalité de la Baie James (MBJ) municipal council. Now, this role is entrusted to a true municipal council, with the same authorities and functions as other municipal councils in Québec. In a perspective of sustainable development, the SDBJ works at fostering economic development and the development and exploitation of natural resources other than hydroelectric resources in the MBJ territory. Particularly, it can initiate, support and get involved in projects pursuing these goals (Société de développement de la Baie James, 2000). Its annual turnover is close to \$20M. The Société has recently launched a Venture Capital Investment Fund. This fund, to which the Gouvernement du Québec wants to progressively subscribe up to \$40M, will give the SDBJ the opportunity to partner in economic development projects with the private sector (Ministère des Régions, 2001). The SDBJ is also in charge of operating transport infrastructures in the James Bay territory.

REGIONAL DEVELOPMENT COUNCILS (RDCs)

There are two RDCs in the Nord-du-Québec region, that is the Conseil régional de développement de la Baie-James (CRDBJ) and the Katujiniq Regional Development Council (KRDC). A RDC is a private corporation without share capital, recognized as a government's preferred interlocutor in regional development matters. The main role of a RDC is to facilitate consultation between the region's stakeholders and to act as an advisor to the government in regional development matters (Ministère des Régions, 2000). For the Crees, the Cree Regional Authority (CRA) plays the role of a RDC; it has an economic development office working in collaboration with the local economic development offices of the nine Cree communities (Ministère des Régions, 2001).

The RDCs provide a program called the Regional Development Fund, which is a global envelope intended to each regional development council to finance its development activities in the region. The Regional Development Fund is allocated to two activities: the financing of measures provided for in the specific regionalization agreements, and the financing of structuring projects with regional impacts (Ministère des Régions, 2000).

A revision of the function of the RDC's will be made in fall 2003¹⁸.

¹⁷ *James Bay Region Development Act*, R.S.Q. c. D-8.

¹⁸ Cyr, M. Personnel communication, Ministère du Développement économique et régional.

LOCAL DEVELOPMENT CENTRES (LDC)

There are also two LDCs in the Nord-du-Québec, those of James Bay (in Matagami) and Kativik (in Kuujuaq). Two service points are also in operation in Nunavik, that is, one in Salluit and one in Inukjuak. LDCs are non-profit organizations jointly financed by the government and the municipality, devoted to the creation of employment in the region. They particularly contribute to businesses in need of financial assistance. Three programs are available through the LDCs: the Fonds local d'investissement (Local Investment Fund), Développement des entreprises d'économie sociale (Development of Social Economy Businesses) and Jeunes promoteurs (Young Promoters) (Ministère des Régions, 2000). As part of the Economic Development Strategy for the Resource Regions, the provincial government will inject \$1.9M to strengthen the LDCs' actions in Nord-du-Québec. The Cree Development Corporation (CDC) plays somewhat the same role in the James Bay Cree communities.

A revision of the function of the LDCs will be made in fall 2003¹⁹.

ECONOMIC DEVELOPMENT CORPORATIONS (EDCs)

EDCs are found in the James Bay municipalities of Chibougamau, Chapais, Lebel-sur-Quévillon and Matagami, and in the locality of Radisson. These corporations, dedicated to industrial, commercial, economic, social and cultural development, are non-profit organizations financed by their municipality or locality. They also provide other services, among which technical support to the region's entrepreneurs, such as the preparation of business portfolios. As well, they can conduct studies or organize events like the Socio-economic Summit that was held in Radisson in spring 2002 (Corporation de développement économique de Radisson, pers. com., 2002).

COMMUNITY FUTURES DEVELOPMENT CORPORATIONS (CFDCs)

CFDCs were set up to develop and implement long-term community economic development projects. These corporations are financed by Canada Economic Development through the Community Futures Programs. CFDCs hire their staff among local residents and are managed by a board of directors made up of volunteers from the private sector, the municipalities and other non-profit organizations interested in economic development. There are CFDCs for Chibougamau-Chapais, Joutel-Matagami and Barraute-Senneterre-Matagami. For the Crees, the regional CFDC is called "Eeyou Economic Group" and is located in Waswanipi (Industry Canada, 2000).

JAMES BAY EYYOU CORPORATION

The James Bay Eeyou Corporation is an organization created pursuant to the JBNQA; It is responsible for supporting Cree economic development, particularly by setting up, strengthening or expanding enterprises.

19 Cyr, M. Personnel communication, Ministère du Développement économique et régional.

The James Bay Eeyou Corporation is made up of the Cree Regional Authority board members, two people appointed by the Crees of Oujé-Bougoumou and four persons appointed by Hydro-Québec. The Corporation's objective is to fulfill the functions conferred by the JBNQA in order to improve the social condition of Cree community members, provide them with employment and training opportunities, or to help them protect their traditional way of life. The Corporation has the powers to administer the funds created by the JBNQA, adopt a fast-track procedure and the terms and conditions for the settlement of Cree claims with Hydro-Québec, and use the funds to acquire and hold shares, bonds and other securities (Ministère des Régions, 2001).

CREE REGIONAL AUTHORITY (CRA) AND GRAND COUNCIL OF THE CREES (GCC)

Cree Regional Authority is an organization created following the signing of the JBNQA. Through the Board of Compensation, CRA manages the compensation provided for in the JBNQA. Its responsibilities are, among others, to manage certain services and programs intended to the communities, improve the living conditions of the Crees, assist in the organization of cultural and recreational activities, grant financial assistance to businesses and non-profit organizations, or help James Bay Crees exercise their rights and advocate their interests. In this respect, CRA plays the role of a CRD for the Crees, although its functions are much more elaborate than the other CRDs (Gouvernement du Québec, 2001).

As for the Grand Council of the Crees, set up before the JBNQA, it is the political organization representing the Crees towards governments. It is made up of the same members as the CRA. On February 7, 2002, an agreement establishing a new relationship between Québec and the Crees was signed between the Grand Council of the Crees and the Gouvernement du Québec. There are several components to this agreement: a new nation-to-nation relationship, the economic and community development of the Crees, the settlement of disputes between the Crees and Québec, forestry, and the Eastmain 1 and Eastmain 1A/Rupert hydroelectric projects.

CREE DEVELOPMENT CORPORATION (CDC)

Created in 2002 by an Act of the Assemblée nationale du Québec, the CDC is the new organization replacing the James Bay Native Development Corporation (JBNDP or SODAB) set up under the JBNQA. The CDC's main objective is the economic and community development of the Crees, which can be achieved through the creation of jobs and development funds, provision of financial products, contribution to social and community development projects as well as the management of various funds, assets or programs (Secrétariat aux affaires autochtones, 2002).

KATIVIK REGIONAL GOVERNMENT (KRG)

Officially created in 1978, KRG has jurisdiction over the Nunavik territory, except for Category I lands. It oversees all the Inuit municipalities, providing them with support,

management and technical assistance services in various areas such as municipal administration, recreation, environment, civil security, land management, etc. It ensures the management and operation of 14 airports in Nunavik and heads the Inuit police force. KRG has its head office in Kuujuaq and offices in each village. The Administration Committee is made up of 16 elected persons representing all the Inuit communities as well as the Naskapi village of Kawawachikamach. KRG also oversees the management of the Kativik Health and Social Services Council (The Native Trail, 2002).

In collaboration with Makivik Corporation, KRG has recently signed a long-term partnership agreement with the Gouvernement du Québec. This agreement, more extensively presented in the next section, grants more autonomy to KRG. It also hands over the future responsibility of developing and managing the Nunavik parks, contrarily to the rest of Québec where the SÉPAQ has this responsibility.

MAKIVIK CORPORATION

In Nunavik, Makivik Corporation is a major development partner. Manager of the funds paid under the JBNQA, Makivik Corporation is devoted to Nunavik's economic development. It is particularly active in the areas of air transport, fisheries, construction, caribou commercialization as well as in research and development for the transformation of northern products (Ministère des Régions, 2001).

Following agreements signed with KRG, the provincial government and the federal government, Makivik Corporation has recently created a construction division, active on two main projects: the construction of 400 public housing units and of marine infrastructures in all the Inuit villages of Nunavik.

The very last agreement, "Partnership Agreement on economic and community development in Nunavik", was signed on April 9, 2002 by Makivik Corporation, the Kativik Regional Government and the Gouvernement du Québec. This 25-year agreement provides for the acceleration of hydroelectric, mining and tourism development in Nunavik, a greater control by the Inuit of their economic and community development, the simplification of the financing process of the Kativik Regional Government and the Inuit villages, and finally the financing of priority projects (Gouvernement du Québec, 2002).

FÉDÉRATION DES COOPÉRATIVES DU NOUVEAU-QUÉBEC (FCNQ)

In Nunavik, 13 local cooperatives are grouped together under one federation, the Fédération des coopératives du Nouveau-Québec (FCNQ). Only the Tasiujaq cooperative is not affiliated to the Federation. The FCNQ provides local cooperatives with common services like supply to stores, financing, accounting, marketing of consumer sculptures and staff training. The Federation is particularly active in the resale of consumer goods and petroleum products, hunting and fishing outfitters as well as in the organization of trips, which are areas where transportation issues are important. The

FCNQ is financed by revenues from its own activities and by the commission fees paid by the local cooperatives for rendered services.

On the following page, Table 3 presents an overview of the above mentioned organizations involved in socio-economic development. All contact information concerning them is found in Appendix 1.

TABLE 3**ECONOMIC DEVELOPMENT: REGIONAL AND LOCAL ORGANIZATIONS**

REGIONAL AND LOCAL ORGANIZATIONS	MAIN RESPONSIBILITIES
Société de développement de la Baie-James (SDBJ)	- Foster the economic development and development of natural resources other than hydroelectricity in the James Bay territory.
Regional Development Councils (RDCs)	- Facilitate consultation between the region's stakeholders; - Act as an advisor to the government in regional development matters.
Local Development Centres (LDCs)	- Foster job creation.
Economic Development Corporations (EDCs)	- Foster industrial, commercial, economic, social and cultural development.
Community Futures Development Corporations (CFDCs)	- Develop and implement long-term community projects in economic development.
James Bay Eeyou Corporation	- Manage the compensation funds provided for in the JBNQA; - Administer the funds created by the JBNQA to improve the social condition of the Crees, provide them with employment and training opportunities, or help them protect their traditional way of life.
Cree Regional Authority (CRA)	- Foster the economic, social and cultural development of the Crees; - Fulfill the role of a large scale CRD.
Cree Development Corporation (CDC)	- Foster the economic and community development of the Crees.
Kativik Regional Government (KRG)	- Regional authority in Nunavik; - Administration of airports, head of Inuit police force and supervision of the Health and Social Services Regional Council.
Makivik Corporation	- Manage the compensation funds provided for in the JBNQA; - Foster the economic development of Nunavik.
Fédération des coopératives du Nouveau-Québec (FCNQ)	- Provide service to members; - Foster the economic development of Nunavik.

1.2 Health

This section introduces the main provincial department and federal department and the regional agency involved in health. Table 4 presents a summary.

1.2.1 Provincial Department

MINISTÈRE DE LA SANTÉ AND DES SERVICES SOCIAUX (MSSS)

The mandate of the MSSS is to determine the major priorities, objectives and policy directions in health and social services and to oversee their enforcement. Its functions are, in particular, to proceed to the fair distribution of the human, material and financial resources and to ensure an inter-regional coordination of the services (Ministère de la Santé et des Services sociaux, 2000).

The MSSS particularly oversees the *Act respecting health services and social services*²⁰ and the *Act respecting health services and social services for Cree Native persons*²¹. The objective of the former is to ensure the maintenance and improvement of people's physical, mental and social capacity to act in their surroundings and carry out in an acceptable manner the roles they intend to assume. This act establishes an organizational mode of human, material and financial resources that will, among other things, make continuous services accessible in response to the physical, mental and social needs of individuals, families and groups.

The latter act, specific to the Crees, globally pursues the same objectives. However, it also aims at encouraging the Cree population and organizations to take part in setting up, managing and developing institutions so as to ensure their vitality and renewal (Gouvernement du Québec, 2001).

The MSSS manages financial assistance programs aimed at community development, community concerted efforts and crime prevention. Communities, community organizations, non-profit professional associations and educational institutions are all eligible to these programs (Secrétariat aux affaires autochtones, 2001).

1.2.2 Federal Department

HEALTH CANADA, FIRST NATIONS AND INUIT HEALTH BRANCH

The mandate of the First Nations and Inuit Health Branch is particularly to make health services available and accessible to Aboriginal people, and to improve their general health condition. It manages several community health programs, of which the First Nations and Inuit Home and Community Care Program. The objective of this program is to ensure the provision of basic home and community care services. Recently created, it

20 *Act respecting health services and social services*, R.S.Q., c. S-4.2.

21 *Act respecting health services and social services for Cree Native persons*, R.S.Q., c. S-5.

is not implemented in all the Aboriginal communities yet, but will be in the near future (Health Canada, pers. com., 2002).

1.2.3 Regional Agency

RÉGIE REGIONALE DE LA SANTÉ AND DES SERVICES SOCIAUX

The Nord-du-Québec region is served by three regional boards, that is, the James Bay, the Cree Nation and the Nunavik boards. They act as managers for the planning, organization and coordination of programs and services as well as for resources allocation. Their mandate is to adapt the socio-sanitary services to the needs and realities of the clienteles they serve (Ministère de la Santé et des Services sociaux, 2000).

On the following page, Table 4 presents an overview of the above mentioned health-related departments and agencies.

TABLE 4

HEALTH: PROVINCIAL DEPARTMENT, FEDERAL DEPARTMENT AND REGIONAL AGENCY

DEPARTMENTS AND AGENCY	MAIN RESPONSIBILITIES
Ministère de la Santé et des Services sociaux (MSSS)	- Determine the major priorities, the objectives and policy directions in health and social services, and oversee their enforcement; - Distribute the human, material and financial resources between the regions and ensure the inter-regional coordination of services.
Health Canada	- Make health services available to Aboriginal people and improve their general health condition.
Régie régionale de la Santé et des Services sociaux	- Plan, organize and coordinate programs and services, and allocate resources.

1.3 Education and Culture

This section introduces the main provincial departments and regional agencies active in education and culture. Table 5 presents a summary of these ministères and organizations.

1.3.1 Provincial Departments

MINISTÈRE DE L'ÉDUCATION (MEQ)

According to the *Act respecting the Ministère de l'Éducation*²², the primary mandate of the MEQ is to promote education and facilitate access to the different educational levels. The MEQ must ensure, particularly through financial assistance, the development of the educational institutions and oversee the quality of the educational services provided in these institutions (Ministère de l'Éducation, 2001).

MINISTÈRE DE LA FAMILLE ET DE L'ENFANCE (MFE)

One of the main responsibilities of the MFE is to make sure families have access to a living environment that provides services in response to their various needs in housing, health, education, day-care, security and recreation. One of the acts administered by the MFE is the *Loi sur les centres de la petite enfance et autres services de garde à l'enfance*²³. Its objective is to promote quality educational day-care services in early childhood centres, day-care centres or kindergarten, and also to foster the coherent development of these services by giving first preference to the development of early childhood centres, taking into account the funding-related rules (Gouvernement du Québec, 2001).

Among the Department's actions, we can mention the development and implementation of family and children assistance programs, financial support to low-income families, or the development and maintenance of the early childhood centres' network. The MFE is presently responsible for the following programs: the reduced-contribution educational day-care services for children under five years old and the Family Benefits Program (Ministère de la Famille et de l'Enfance, 2000).

This department is now under the Ministère de l'Emploi, de la Solidarité sociale et de la Famille since the change of government in April 2003.

MINISTÈRE DE LA CULTURE ET DES COMMUNICATIONS (MCC)

Its mandate is to foster cultural democratization and communications development in Québec. It fulfills its mandate by maximizing the spin-offs in terms of artistic quality and

²² *Act respecting the Ministère de l'Éducation*, R.S.Q., c. M-15.

²³ *Loi sur les centres de la petite enfance et autres services de garde à l'enfance*, R.S.Q., c. C-8.2.

collective enrichment while encouraging the regional, national and international development of businesses and organizations involved in culture and communications. The MCC manages several financial assistance programs in the areas of Aboriginal radio, medias and information technologies, culture and heritage enhancement (Ministère de la Culture et des Communications, 2002).

1.3.2 Regional Organizations

SCHOOL BOARDS

There are three school boards in the Nord-du-Québec region: the Commission scolaire de la Baie-James, the Cree School Board and the Kativik School Board. The role of the school boards is now more focused on the strategic functions of planning, evaluation and support to the institutions. They assume responsibilities over all the schools and centres. They are charged with organizing and providing educational services to the persons under their authority.

On the following page, Table 5 presents an overview of the above-mentioned departments and organizations involved in education and culture.

TABLE 5**ÉDUCATION AND CULTURE: PROVINCIAL DEPARTMENT AND REGIONAL ORGANIZATIONS**

PROVINCIAL DEPARTMENTS AND REGIONAL ORGANIZATIONS	MAIN RESPONSIBILITIES
Ministère de l'Éducation (MEQ)	- Promote education; - Foster access to the different educational levels; - Develop the educational institutions.
Ministère de la Famille et de l'Enfance (MFE) (Now part of the Ministère de l'Emploi, de la Solidarité sociale et de la Famille)	- Foster the development of educational day-care services.
Ministère de la Culture et des Communications (MCC)	- Foster cultural democratization and communications development.
School Boards	- Functions of planning, evaluation and support to the institutions.

1.4 Housing

This section introduces the main provincial and regional organizations involved in housing. Table 6 presents a summary of these organizations.

1.4.1 Provincial Organizations

SOCIÉTÉ D'HABITATION DU QUÉBEC (SHQ)

The SHQ is the organization responsible for housing policies and programs, and is the main advisor to the Gouvernement du Québec in this area. The *Act respecting the Société d'habitation du Québec*²⁴ constitutes the legislative framework. This act stipulates that the SHQ has, in particular, the objectives to foster the development and collaboration of public and private initiatives in housing, give citizens access to non-profit community-owned housing, foster the development and implementation of housing construction, acquisition and restoration programs, and facilitate access to property (Gouvernement du Québec, 2001).

The SHQ makes various interventions to help households who have difficulty in finding proper housing. In Nunavik, the SHQ funds financial assistance programs for the construction, purchase and renovation of residential dwellings. Let us mention as an example, the Programme d'accès à la propriété (Access to property program) (Société d'habitation du Québec, 2002).

CANADA MORTGAGE AND HOUSING CORPORATION (CMHC)

The CMHC has, in particular, the task of funding social housing and sharing the costs with organizations involved in housing such as the Société d'habitation du Québec. It oversees several programs such as the Residence Rehabilitation Assistance Program and the Emergency Repair Program. The first program provides loans and grants to help low-income owners and owners of rental units intended to low-income people, in order to improve housing sanitation and safety. The second program offers non refundable contributions for urgent repairs on certain houses. It also has a specific component for Aboriginal people, including the Non-Profit Rental Housing Program. This program aims at assisting on-reserve First Nations to build, purchase, rehabilitate and administer rental housing units. In fact, CMHC and DIAND are the two bodies responsible for funding housing for the Crees of Québec (Canada Mortgage and Housing Corporation, 2002).

24 *Act respecting the Société d'habitation du Québec*, R.S.Q., c. S-8.

1.4.2 Regional Organizations

KATIVIK MUNICIPAL HOUSING BUREAU (KMHB)

KMHB was created in 1999 following a resolution adopted by the Administrative Committee of the Kativik Regional Government (KRG) to take over the tasks that had been fulfilled by the Société d'habitation du Québec. In addition to the maintenance and repair of the social housing in Nunavik, KMHB is responsible for rent and arrears collection, as well as personnel training in this sector (Société d'habitation du Québec, 2001). Moreover, it is now responsible for the overall budget concerning the operation of the social housing stock (Ministère des Finances and Ministère des Régions, 2001).

On the following page, Table 6 presents an overview of the above-mentioned organizations involved in housing.

TABLE 6

HOUSING: PROVINCIAL AND REGIONAL ORGANIZATIONS

PROVINCIAL AND REGIONAL ORGANIZATIONS	MAIN RESPONSIBILITIES
Société d'habitation du Québec (SHQ)	- Develop housing policies and programs; - Give citizens access to non-profit community-owned housing; - Foster the development and implementation of housing construction, acquisition and restoration programs and facilitate access to property.
Canadian Mortgage and Housing Corporation (CMHC)	- Partially fund social housing; - Help low-income owners improve their housing unit; - Help the Crees build, purchase, rehabilitate and administer their rental housing units.
Kativik Municipal Housing Bureau (KMHB)	- Maintain and repair social housing units in Nunavik; - Collect rents and arrears and train the workforce; - Administer the operational budget for the social housing stock in Nunavik.

1.5 Strengths and Constraints of the Multiplicity of Stakeholders in Relation to Transportation Planning in Nord-du-Québec

All socio-economic stakeholders in the Nord-du-Québec region contribute in their own way to the region's development. Through promotion and support to entrepreneurship, technological innovation, export, creation of employment, or the injection of funds for the improvement of housing in the Cree and Inuit communities and the health system, they contribute to increasing the demand for transport. The Ministère des Régions (now within the Ministère du Développement économique et régional), with its new Economic Development Strategy of \$101M over three years has become a key player for all stakeholders²⁵.

The multiplicity of actors capable of playing a role in economic development could lead us to believe that the Nord-du-Québec region is about to boom with projects. In fact, most of the concerned players have been there for a long time and contributed sustained efforts but results are only visible in the long term. Development only exceptionally occurs through the realization of huge projects that generate a large number of jobs. Generally, development proceeds from the creation of small projects of which a certain number sees it through and, with the years, reaches a certain expansion and then a certain stability. In fact, the multiplicity of players is one of the main assets ensuring the development of the Nord-du-Québec region, and joint initiatives among them remains a compelling necessity. As well, the political weight of some of the players, especially the regional Aboriginal organizations, will likely foster the adoption of public policies likely to promote development.

25 The new government committed to pursue the actions undertaken by the last government regarding the "Stratégie de développement économique du Nord-du-Québec" but to spread in time the related investments.

2. SOCIAL DEVELOPMENT PROFILE IN NORD-DU-QUÉBEC

Despite a birth rate above the Québec average, the Jamesian population decreased by 16.2% between 1986 and 1996. During the same period, the Aboriginal population increased by approximately 40% (Emploi-Québec, 2001). Moreover, with the end of the large-scale hydroelectric projects and the closing of several mines, the decline of the Jamesian population continued, showing a decrease of 11% between 1996 and 2001. For Aboriginal people, in the same period of time, there is an opposite trend with an approximate increase of 11% in the Cree population and close to 10% among the Inuit. The growth related to Aboriginal people alone would be more important than what these figures reveal, since non Aboriginal people living in the Cree and Inuit villages are included in them (Statistics Canada, 2001).

2.1 Cree Communities

2.1.1 Housing

The Crees generally live in social housing units owned by the federal government. Most are single-family dwellings and duplex houses. In 1991, there was an average of 5.7 persons per housing unit (Sénécal *et al.*, 1995). These houses are often too small, overcrowded, and quickly deteriorate. According to a compilation based on the 2001 census data, the average number of persons per housing unit would now be approximately 4.0 (average for all villages). Compared to the total Cree villages, Waswanipi and Oujé-Bougoumou are those with the least number of persons per housing unit (3.86 and 3.27). The housing overcrowding problem has encouraged rapid and low-quality development, which has resulted in the deterioration and reduction of the life of the new houses, thus increasing operational costs. Furthermore, the fact that the Crees are generally tenants and not owners, does not encourage the sense of pride that could motivate them to take better care of their house (Hawkins, N.D., 1999).

With regard to wastewater, six villages have a separate sewer system with an aerated pond, one village has a separate sewer system with community septic tanks, one village has a separate sewer system with a biological disk, and one village has individual septic tanks only. All the villages, except Waskaganish and Whapmagoostui, are linked to the Hydro-Québec electricity network (Table 7). The “Paix des Braves” agreement stipulates that Waskaganish will be desserved within 5 years, and Whapmagoostui “as soon as possible”.

TABLE 7

DRINKING WATER, DISPOSAL AND TREATMENT OF WASTEWATER AND ELECTRIC SUPPLY IN THE CREE VILLAGES

CREE VILLAGES	DRINKING WATER	WASTEWATER	ELECTRICITY
Chisasibi	Waterworks, reservoir, water treatment	Sewer, community septic tanks	Hydro-Québec
Eastmain	Waterworks, reservoir, water treatment	Sewer, biological disk	Hydro-Québec
Mistissini	Waterworks, reservoir, water treatment	Separate sewer system, aerated pond	Hydro-Québec
Nemaska	Waterworks, community underground well	Individual septic tanks	Hydro-Québec
Oujé-Bougoumou	Waterworks, community underground well	Separate sewer system, aerated pond	Hydro-Québec
Waskaganish	Waterworks, reservoir, water treatment	Separate sewer system, aerated pond	Generators
Waswanipi	Waterworks, reservoir, water treatment	Separate sewer system, aerated pond	Hydro-Québec
Wemindji	Waterworks, reservoir, water treatment	Separate sewer system, aerated pond	Hydro-Québec
Whapmagoostui	Waterworks, reservoir, water treatment	Separate sewer system	Hydro-Québec Generators

2.1.2 Health

The main health centre in Cree territory is the Cree Board of Health and Social Services located in Chisasibi. The other communities have access to basic services provided by nursing stations. All the communities also have a youth assistance centre (youth centre). However, no institutional resources are available in the communities for elderly people or disabled persons (physically and mentally), nor for alcoholism and addiction treatment. Table 8 gives an overview of the situation regarding health and community services in Cree territory.

TABLE 8**HEALTH AND COMMUNITY SERVICE INSTITUTIONS IN CREE TERRITORY**

CREE COMMUNITY	INSTITUTION	VOCATION
Mistissini	Mistissini Nursing Station	CLSC, CJ
	Upaaihckush Group Home	FGR
	Mistissini Living Unit	CJ
Oujé-Bougoumou	Oujé-Bougoumou Healing Centre	CLSC, CJ
Waswanipi	Waswanipi Nursing Station	CLSC, CJ
Nemaska	Nemaska Nursing Station	CLSC, CJ
Waskaganish	Waskaganish Nursing Station	CLSC, CJ
Eastmain	Eastmain Nursing Station	CLSC, CJ
Wemindji	Wemindji Nursing Station	CLSC, CJ
Chisasibi	Cree Board of Health and Social Services	SGS, CLSC, HSLD, CJ
	Weesapou Group Home	FGR
Whapmagoostui	Whapmagoostui Nursing Station	CLSC, CJ

CLSC: Local Community Health Centre; SGS: General and Specialized Care; CJ: Youth Centre; FGR: Group Home for nine people or less in rehabilitation; HSLD: Residential and long-term care.

Source: Web Site msss.gouv.qc.ca

2.1.3 Education

Each Cree community has a school providing pre-school, elementary and secondary education. The towns of Chisasibi and Mistissini have a vocational training centre and a continuing education centre. There are no colleges or universities in the communities. Concerning the educational level, approximately 70% of the Crees 15 years and over have a level equal to or lower than 13 years of education. School dropout is in fact a major problem in the communities.

However, thanks to a \$990,000 grant from MEQ to which the Crees add an annual \$225,000, the Université du Québec en Abitibi-Témiscamingue (UQAT) has developed an English 90-credit university program in psychoeducation intended to the Crees and taught by Cree teachers. Offered since 1996, the courses started with a view to developing a bachelor's degree in psychosocial intervention by the cumulation of certificates. The program is delivered at a rate of four courses per year, in intensive ten-day sessions, two days being used to travel. The courses are held alternately in one of the coastal communities, then in one of the inland communities (Nolet, 2002).

2.1.4 Cultural and Recreational Services

Recreation services are often limited in the communities. Generally, there are at least a community centre and an arena. Certain communities also have exterior and interior sports grounds, a cultural centre or a youth centre.

2.2 Inuit Communities

2.2.1 Housing

As of December 31, 2000, there was a total of 1,778 social housing units in Nunavik, that is, more than 90% of the housing stock of that region. In 2000, the operating deficit for these units totalled over \$49M, including the operating costs of the Kativik Municipal Housing Bureau. Therefore, the monthly deficit grant was \$2,317 per housing unit. Owner-occupants are rare (a few dozens only) and most of them have become so through the residential property access programs implemented in the early 90's. In any case, there is no private market for housing rentals in the region (Société d'habitation du Québec, 2001). There are also a few hundred "institutional" housing units, that is, owned by government departments and agencies or regional organizations for their employees residing in Nunavik.

The houses of the Nunavik social housing inventory generally have more bedrooms than the low-cost housing units in southern Québec because families are larger. In 1995, the average number of persons per housing unit was 4.7 for all the Inuit municipalities (Duhaime, G. *et al.*, 1998^b). According to a compilation based on the 2001 census, the average would now be 4.1 persons per unit. Overcrowding still remains a problem for many families. But the new houses built since 1999 have two bedrooms only, in response to the growing need of single-parent families and young couples.

The lack of housing is one of the main concerns of Aboriginal leaders and social workers involved with the communities. This shortage creates promiscuity between families, which could be related to the social problems observed in the communities (Ministère des Régions, 2001).

With regard to the quality of these housing units, major repairs need to be undertaken shortly on the houses built before 1980. As for the newly built houses, their quality now reaches high technological standards, the new houses being very well adapted to the climatic constraints of the Arctic.

The combination of the geographical, climatic, socio-economic and demographic features of Nunavik impose constraints and requirements with regard to the development of residential housing. The demographic trends create a pressure on the needs and demand for housing. The socio-economic condition of the households require substantial and diversified government interventions (social housing, residential property access, etc.). Moreover, remoteness and isolation of the Nunavik Inuit communities impose economic (high costs) and logistical (short construction periods) constraints.

According to the Société d'habitation du Québec, the Nunavik residential stock would require the annual addition of at least 80 units over several years, to meet the housing needs resulting from the demographic trends in the Inuit communities (Société d'habitation du Québec, 2001).

Because of the permafrost, there are no water or sewer systems. Each house has its own drinking water and wastewater reservoirs. The Inuit municipalities are not served by the hydroelectric distribution network; energy is produced by diesel generators set up in each Inuit municipality. The costs for these municipal services are very high, the annual municipal tax bill for a three or four-bedroom house can reach \$9,000 to \$10,000. In comparison to houses of equivalent value in the southern Québec, municipal taxes in Nunavik are at least three times higher.

2.2.2 Health

Health services in Nunavik are basically front-line services. There is a health centre in Kuujuaq and one in Puvirnituq as well as nursing stations in the other Inuit municipalities (Table 9). Patients must be transferred to Montréal or Québec City when their condition requires the opinion of a specialist or surgery. Each year, more than 1,500 Inuit patients and escorts are sent out (Groupe de travail sur l'équité interregionale en matière de santé, 1997).

TABLE 9

HEALTH AND COMMUNITY SERVICE INSTITUTIONS IN NUNAVIK

INUIT COMMUNITY	INSTITUTION	VOCATION
Kuujuaq	Ungava Tulattavik Health Centre	SGS, CLSC, HSLD, CJ, FGR
Puvirnituq	Inuulitsivik Health Centre	SGS, CLSC, HSLD, CJ, FGR
Other Inuit villages	Nursing Station	CLSC, CJ

SGS: General and Specialized Care; CLSC: Local Community Service Centre; HSLD: Residential and long-term care; CJ: Youth Centre; FGR: Group Home for nine people or less in rehabilitation.

Source: Web Site msss.gouv.qc.ca

2.2.3 Education

Centres for pre-school children are available in five Inuit communities. Each Inuit community has a school providing pre-school, elementary and secondary level education and a continuing education centre as well. The municipalities of Kuujuaq and Inukjuak each have a vocational training centre, these two centres serve the entire Nunavik (Table 10). Approximately 67% of the Inuit have an educational level equal to or lower than 13 years of education. Like the Crees, the Inuit have a high dropout rate.

TABLE 10
EDUCATIONAL SERVICES IN NUNAVIK

INUIT COMMUNITY	EARLY CHILDHOOD OR DAY-CARE CENTRE	PRE-SCHOOL AND ELEMENTARY LEVEL	SECONDARY LEVEL	COLLEGE LEVEL	VOCATIONAL TRAINING	CONTINUING EDUCATION
KANGISUALUJJUAQ	—	1	1	—	—	1
KUUJJUAQ	2	1	1	—	1	1
TASIJUAQ	1	1	1	—	—	1
AUPALUK	—	1	1	—	—	1
KANGIRSUK	—	1	1	—	—	1
QUAQTAQ	1	1	1	—	—	1
KANGISUJJUAQ	—	1	1	—	—	1
SALLUIT	—	1	1	—	—	1
IVUJIVIK	—	1	1	—	—	1
AKULIVIK	—	1	1	—	—	1
PUVIRNITUQ	1	1	1	—	—	1
INUKJUAQ	1	1	1	—	1	1
UMIUAQ	—	1	1	—	—	1
KUUJJUARAPIK	—	1	1	—	—	1

Source: Web Site meq.gouv.qc.ca

2.2.4 Cultural and Recreational Services

All the Inuit municipalities of Nunavik have a local recreation association organizing sports and social activities, such as ice hockey or bingo. Generally, there is an arena, often with various recreation facilities. Two municipalities have a museum. All the Inuit municipalities have a community radio station and have access to television via satellite. There is a swimming pool and a fitness center in Kuujuaq, and a movie theatre since fall 2002.

2.3 Jamesian Communities

2.3.1 Housing

Most Jamesians own their house, but their number varies according to each municipality. The Municipalité de la Baie James has the lowest percentage of owners with 47.6% while Lebel-sur-Quévillon has the highest with 80.5%. The town of Chapais has 74.0%, Chibougamau 66.5% and Matagami 73.2% (Institut de la statistique du Québec, 1996). But all in all, a majority of Jamesians are real estate owners. This is an important fact, especially in an economy characterized by strong fluctuations. For example, in the event of an economic slowdown, emigration could be more difficult or costly for owners than for tenants.

2.3.2 Health

The only health institution with a surgery department in James Bay is in Chibougamau. However, the basic specialties like general surgery, cardiology and radiology are provided by traveling physicians. The hospitals of Chapais, Lebel-sur-Quévillon, Matagami and Radisson send out their patients (Chibougamau, Val-d'Or, Amos) for surgeries other than the minor ones. Except for Valcanton and Villebois, served by the La Sarre hospital centre in Abitibi-Témiscamingue for their health needs, all the James Bay municipalities and localities have a CLSC. Youth assistance centres are also available everywhere, except for Valcanton, Villebois and Radisson. Table 11 presents an overview of the health institutions and community services available in James Bay.

TABLE 11

HEALTH AND COMMUNITY SERVICE INSTITUTIONS IN JAMES BAY

MUNICIPALITY/LOCALITY	INSTITUTION	VOCATION
Chibougamau	Centre de santé de Chibougamau (Health Centre)	SGS, CLSC, HSLD, CJ, PAT, PDI
	Ressource résidentielle de réadaptation 4 ^e Avenue	CJ
Chapais	Centre de santé René-Ricard (des Grand-Bois) (Health Centre)	CLSC, CJ, PAT, PDI
Lebel-sur-Quévillon	Centre de santé Lebel (Health Centre)	SGS, CLSC, HSLD, CJ, PAT
Valcanton/Villebois	—	—
Matagami	Centre de santé Isle-Dieu (Health Centre)	SGS, CLSC, HSLD, CJ
	Centre jeunesse de Matagami (Youth Centre)	CJ
	Out-Patient Services Matagami-Joutel	PAT
Radisson	Centre de santé Radisson (Health Centre)	CLSC

SGS: General and Specialized Care; CLSC: Local Community Service Centre;

HSLD: Residential and long-term care; CJ: Youth Centre; PAT: Alcohol and Addiction Rehabilitation Centre; PDI : Rehabilitation for mentally disabled.

Source: Web Site msss.gouv.qc.ca

2.3.3 Education

In the Nord-du-Québec region, early childhood centres are found in Chibougamau, Lebel-sur-Quévillon, Valcanton, Matagami and Radisson.

Pre-school centres and elementary schools are found in all the Jamesian communities of James Bay, and there are secondary schools in all of them except for Valcanton and Villebois. As with health services, these two localities are served by Abitibi-Témiscamingue for their educational services other than pre-school and elementary levels. There are also continuing education services in Lebel-sur-Quévillon, Matagami and Chibougamau, the latter having a vocational training centre and a college (affiliated with the Cégep de Saint-Félicien) offering regular and continuing education.

According to the 1996 census, 16.8% of the Jamesians have an educational level lower than Grade 9, 40.7% have between 9 and 13 years of education, 6.8% have a vocational school diploma, 24.3% have completed college studies and 11.3% have done university studies (Statistics Canada, 1996). Table 12 describes the educational services available in James Bay.

TABLE 12
EDUCATIONAL SERVICES IN JAMES BAY

	EARLY CHILDHOOD CENTRE	PRE-SCHOOL AND ELEMENTARY LEVEL	SECONDARY LEVEL	COLLEGE LEVEL	VOCATIONAL TRAINING	CONTINUING EDUCATION
Chibougamau	1	4	2	1	1	1
Chapais	—	1	1	—	—	—
Lebel-sur- Quévillon	1	1	1	—	—	1
Valcanton / Villebois	1	1	—	—	—	—
Matagami	1	1	1	—	—	1
Radisson	1	1	1	—	—	—

Source: Web Site meq.gouv.qc.ca

2.3.4 Cultural and Recreational Services

Most Jamesian municipalities and localities provide all the same recreational services as the other towns and cities in Québec. The following infrastructures are available: sports and community centre, sports grounds (baseball, tennis, etc.), library, movie theater, arena, curling, bowling, etc. The towns of Matagami, Chibougamau and the locality of Radisson are the best equipped in this respect.

2.4 Problems Related to Social Development, Health and Education

2.4.1 Health and Education

The Jamesian towns have certain difficulties with health and educational services. It is often easier and faster for Jamesians to go to Abitibi-Témiscamingue instead of Chibougamau for health care, where the technical and human resources are very limited. This means travelling considerable distances. With regard to educational services, the problem is felt from college level and on. The college education centre in Chibougamau is the only such institution in Nord-du-Québec. A great many youth go to Abitibi-Témiscamingue, Saguenay-Lac-St-Jean or elsewhere to pursue their education. For university studies, there is no other choice but to go out of Nord-du-Québec. For that matter, a good number of youth would choose not to go to college or university for accessibility and financial reasons.

For the southernmost Cree communities of Waswanipi, Oujé-Bougoumou and Mistissini, the health and education problem is quite similar to that of the Jamesian communities. For the northern Cree communities, their geographical isolation makes things even more complicated. Whether it is for college and university studies, or to obtain more

specialized or emergency health services, people must consider travelling long hours or take the plane. There is also an important lack of services for the elderly, the disabled, alcoholics and drug addicts in all the Cree communities.

The Nunavik region remains very dependent on the rest of Québec for health and social services. The related costs are considerable on account of the need to travel by plane for any consultations, specialized medical procedures or emergencies. For college and university studies, the situation in Nunavik is similar to that of the northernmost Cree villages. Youth wishing to further their education have no choice but to leave the region and experience uprooting.

The educational level of the Nord-du-Québec residents is generally lower than the rest of the province. The youth arriving on the labour market often have little education and cannot access the better paid jobs. Among Aboriginal people, the lack of educated personnel is even more acute. Aboriginal training programs would not always be adapted to the local conditions. Training is sometimes given in one village only or outside the region, thus limiting access, since a large number of Aboriginal people have children and cannot easily leave home. It also appears that training would not always be of the best quality, particularly as it is expensive to have experienced trainers come to remote regions. Furthermore, there is sometimes a lack of the required teaching material. Considerable efforts were made to change the situation. But this is a problem that cannot be solved in a sustainable manner without continued and very long-term efforts. As a result, education will remain a major issue in social and economic development. Considering the Aboriginal demographic situation, this issue should have an important impact on the demand for public services, including transportation. Map 2 illustrates the location of health and educational services in Nord-du-Québec.

MAP 2

LOCATION OF HEALTH AND EDUCATIONAL SERVICES

2.4.2 Housing and Cultural and Recreational Services

The Cree and Inuit overcrowding problem with regard to housing is of great concern to all the communities, although some of them seem to deal with it in a better way. Concerning recreational services, they can be considered as relatively limited in comparison to the non Aboriginal communities located more to the south. Overcrowded houses together with the small number and little diversity of cultural and recreational services could bring about several social problems.

2.5 Strengths and Constraints of Social Development in Relation to Transportation Planning in Nord-du-Québec

Although infrastructures and services are quite limited in James Bay in comparison to the south of Québec, they seem to meet the usual demand. Moreover, the proximity of Abitibi-Témiscamingue makes the situation less preoccupying than for the remote Cree villages or for the Inuit villages. Concerning the Crees and the Inuit, remoteness makes the diagnosis very different. The lack or absence of certain services and infrastructures requires important compensatory actions which, if undertaken, would result in an increased transportation demand.

The very significant demographic growth of Aboriginal people adds to the need for more services of all kinds: health services, education, social services, assistance to the elderly, and so on. This increased demand will require sustained efforts for a long period of time. For example, to catch up on social housing for the Inuit, and then to keep meeting the need in a proper way, hundreds of housing units will have to be built in the coming years. In the past, these ambitious programs were stopped when it was believed that the demand was finally met. In fact, regarding housing, an area closely related to the population's demographic characteristics, efforts must be sustained to prevent the gap between supply and demand from widening. If regional authorities succeed in maintaining public investment in social housing, the demand for transport which will increase sharply during the catching-up years, should continue in a sustained manner thereafter.

Health services is another sensitive area that should lead to an increase in transportation demand. It is indeed not very likely that new investments, even massive ones, would fundamentally change the type of services provided in Nord-du-Québec. The phenomenon of medical transport, which is already very important particularly in Nunavik where there are no road links, should increase in the years to come in proportion to the population. These areas, where an increase in demand could occur, only concern the Aboriginal communities of the Nord-du-Québec region. James Bay shows very different demographic trends that would not justify such social developments.

3. ECONOMIC SITUATION OF NORD-DU-QUÉBEC INDIVIDUALS AND COMMUNITIES

3.1 Labour Market

3.1.1 Crees

In 1996, the Crees showed an unemployment rate of 17% compared to 11.8% for Québec. A little over 75% of the jobs in the communities are related to the public and private activities of the tertiary sector and close to 20% to secondary sector activities (Ministère des Régions, 2001). The Cree-Québec Agreement signed on February 7, 2002 should create a large number of jobs for the Crees. Of course, with the new Eastmain hydroelectric project and the Rupert river diversion project starting up, the Cree communities should benefit from important economic spin-offs, particularly from the many contracts granted (Gouvernement du Québec, 2002). However, most of these jobs last a few years only.

3.1.2 Inuit

In 1996, the Inuit showed an unemployment rate of approximately 14%, compared to 11.8% for Québec. A little over 81% of the jobs are in the tertiary sector. In 1998, full-time jobs were mostly found in mining and construction, education, local public service, health and retail business. The importance of the mining and construction sector is mainly due to the Raglan Mine operations in Kattiniq (Table 13).

TABLE 13

NUMBER OF FULL-TIME JOBS PER SECTOR AND BRANCH OF ECONOMIC ACTIVITY IN NUNAVIK, 1993 AND 1998

Activity Sector	1993		1998	
	(Nb)	(%)	(Nb)	(%)
Primary and Secondary				
Mining and construction	—	—	397	18.8
Tertiary				
Air transport	125	8.0	94	4.4
Energy	30	1.9	31	1.5
Communications and culture	35	2.3	29	1.4
Business and hotels	265	16.9	269	12.7
Tourism, hunting and fishing	13	0.8	9	0.4
Local public administration	372	23.8	381	18.0
Regional public administration	108	6.9	159	7.5
Provincial public administration	25	1.6	16	0.8
Education	292	18.7	390	18.4
Health	252	16.1	277	13.1
Services (others)	47	3.0	62	2.9
Total	1,564	100	2,114	100

Source: Gouvernement du Québec, Emploi-Québec, 2001.

In Nunavik, there were 2,114 paid jobs in 1998 compared to 1,564 in 1993. Of this amount, 56% were held by JBNQA beneficiaries. The yearly increase of paid jobs would then be 6%. However, more than 60% of the new jobs created between 1993 and 1998 were attributed to non beneficiaries of the JBNQA. The jobs created were mostly in areas requiring many qualified positions, particularly in the mining sector. In the region therefore, the new jobs require more and more training, qualifications and work experience (Kativik Regional Government, 1999).

There were 787 regular part-time jobs in 1998, more than 90% of which were occupied by JBNQA beneficiaries. For the same year, there were also 415 seasonal jobs (Kativik Regional Government, 1999).

With the signing of the partnership agreement between Makivik Corporation, KRG and the Gouvernement du Québec, the Inuit should benefit from economic spin-offs in the form of employment, through hydroelectric, mining and tourism development and through the funding of community and economic projects (Gouvernement du Québec, 2002).

3.1.3 Jamesians

In James Bay, the unemployment rate in 1996 was 10.8% compared to 11.8% for Québec. Considering that several mines have closed in the past years, it is most probable that these data have somewhat changed. But no recent studies present new statistics for the Nord-du-Québec region.

According to a survey conducted in 1999 by Human Resources Development Canada (HRDC) on the characteristics of the James Bay labour force, approximately 56% of the jobs were related to tertiary activities, including 18% in the public administrations and 39% in private activities (commerce, transport, business services). The secondary sector accounts for approximately 24% of the jobs and the primary sector for 20%. Compared to the rest of Québec, the James Bay employment structure differs by the importance of private services as well as by the primary and secondary sector-based activities. Mining and forest harvesting still remain the economic foundation of James Bay (Emploi-Québec, 2001). However, following the worldwide fall of mineral ore prices, several James Bay mines have closed down since 1988, their number decreasing from 12 to 7. In 2001, the seven mines in operation hired some 1,500 people (Emploi-Québec, 2001). Even today, the closing and reopening of mines are part of the regional picture. This economic sector therefore remains vulnerable.

The large enterprises hire a great number of Jamesians. Alone, the region's 19 large enterprises (including government services) hire more than 50% of the Jamesian labour force (Emploi-Québec, 2001). These enterprises are active in the areas of health and social services, forestry, wood manufacturing, paper and related products, mining and hydroelectricity.

The mining and mining services industry is the most important employer with 15.1% of the total employment and 74.4% of primary sector employment, that is 1,494 jobs out of 2,009. In the secondary sector, the wood industry comes first with 13.1% of the total employment and 79.6% of secondary sector employment. In the tertiary sector, wholesale and retail business provides the most jobs, with 10.9% of the total employment and 19.4% of tertiary sector employment (Emploi-Québec, 2001). These data are presented in Table 14.

Hydroelectricity is not presented in Table 14, due to a problem accessing the relevant information. However, according to Hydro-Québec, the government corporation hired approximately 827 people in the territory in 1999, of which only about one hundred were from the Nord-du-Québec region. With the new hydroelectric project starting in Eastmain, this number will significantly increase in the years to come (Emploi-Québec, pers. com., 2002).

According to a survey conducted by Emploi-Québec in 1999, the distribution of vacant positions, according to the required education level, does not correspond to the job seekers' profile. University graduates are required in 23.7% of the cases, while only 8.2% of the Jamesian job seekers have such a degree. And technical diplomas are

requested in 33.3% of the cases, while only 16% of the job seekers have one (Emploi-Québec, 2001).

TABLE 14

NUMBER OF EMPLOYERS AND EMPLOYEES PER ECONOMIC ACTIVITY SECTOR, JAMES BAY, 1999

Economic Activity Sectors and Branches	Employers		Employees	
	nb	%	nb	%
Primary	106	11.66	2,009	20.28
Farming industry and services	10	1.10	59	0.60
Fishing and trapping industry	1	0.11	1	0.01
Logging industry and services	80	8.80	455	4.59
Mining industry and services	15	1.65	1,494	15.08
Secondary	84	9.24	2,343	23.66
<i>Manufacturing</i>				
Food and beverage industry	2	0.22	3	0.03
Wood industry	13	1.43	1,301	13.13
Paper and related products industry	1	0.11	500	5.05
Printing, editing and related industries	2	0.22	13	0.13
Metal product manufacturing industry	3	0.33	35	0.35
Transport material industry	1	0.11	3	0.03
Mineral non metallic products industry	2	0.22	7	0.07
Chemical industry	2	0.22	3	0.03
Other manufacturing industries	1	0.11	1	0.01
<i>Construction</i>				
Builders, promoters and general contractors industry	15	1.65	208	2.10
Heavy and industrial construction industry	8	0.88	98	1.00
Specialized contractors industry	33	3.63	166	1.68
Construction-related services industry	1	0.11	5	0.05
	719	79.10	5,555	56.08
Tertiary				
Transport, storage and warehousing industry	109	12.0	365	3.68
Communications industry	13	1.43	63	0.64
Other public service industries	10	1.10	870	8.78
Financial services, insurance and realty services industry	31	3.41	165	1.67
Business services industry	32	3.52	68	0.69
Wholesale and retail business	192	21.12	1,080	10.90
Accommodation and restaurant industry	79	8.69	596	6.02
Entertainment and recreation industry	21	2.31	76	0.77
Personal and household services industry	56	6.16	124	1.25
Other service industries	34	3.74	101	1.02
Government services industry	53	5.83	659	6.65
Educational services industry	17	1.87	684	6.90
Health and social services industry	46	5.06	640	6.46
Professional associations	26	2.86	64	0.65
Total	909	100	9,907	100

Source: Gouvernement du Québec, Emploi Québec, 2001. Data taken from: HRDC, 1999. *Structure industrielle, révisée à l'aide de l'Enquête sur les caractéristiques de la main d'œuvre de la Jamésie de novembre 1999*, presented in chapter 9.

3.2 Household Income and Expense Structure

3.2.1 Crees

The available data on the Cree households' income structure create more problems than solutions. First of all, these data date back to 20 years ago, therefore it is highly probable that they do not correspond to the present reality. This alone would be a lesser evil but there is even worse: the available percentages distinguish between the direct and indirect transfer payments (funding to housing, for example). The results are interesting *per se*, but the method used to obtain the results are not applicable to the Jamésie and Nunavik data; therefore, no comparisons can be made in this study. However, they show that, 20 years ago, approximately 38% of the Cree incomes came from paid employment, 30% from direct transfers, 18% from indirect transfers and 14% from food production. The Cree Hunters and Trappers Income Security Program alone would account for close to 15% of the total income (Simard *et al.*, 1996).

The apparent difference between these results and those of the Jamesian situation (where 80% of income is from salaries) would be due either to the age of the data or the calculation method used by Simard *et al.* (1996) to describe the Cree situation, rather than to such important differences in the income structure. Consequently, it is difficult to make any comparisons from these data alone.

In 1996, the mean annual income of Cree families including one married or common-law couple varied from \$41,629 (Waswanipi) to \$52,850 (Chisasibi). Concerning single-parent families, it varied from \$23,845 (Nemaska) to \$40,501 (Chisasibi) according to data from Statistics Canada (1996). Like other Aboriginal people, the Crees do not pay income tax if they work for a Cree organization or in the territory of a Cree community, and do not pay taxes on the goods bought or delivered in a community territory.

3.2.2 Inuit

The income of the Inuit is divided into a formal gross income and an informal income. The formal gross income may come from different sources: paid work, transfer payments, food production and handicraft. The informal income is the replacement value of the food production.

According to Duhaime *et al.* (1998)^a, the income from paid work would represent 70.3% of the income of the Nunavik Inuit. Transfer payments (social welfare, family allowances, employment insurance and pension plans) would be equal to 27%. Food production and handicraft, including income from the Hunter Support Program and from the sale of game and various products, would represent 2.7% of the total income. The informal gross income would account for approximately 6% of the total income.

Regarding full-time employment, 47% of the salaries (beneficiaries and non beneficiaries together) vary from \$30,000 to \$39,999. The Inuit, just like non Aboriginal people, are subject to the goods and service tax, the provincial sales tax and the income tax.

In Nunavik, the cost of living is at least 1.5 times higher than in southern Québec. According to Duhaime *et al.* (2000), food generally costs close to 70% more in Nunavik than in the metropolitan region of Québec City. This percentage was obtained from a comparison between the average price of 202 consumer products purchased in Nunavik and the price of the same products bought in Québec City. This data (70%) therefore has its full value only if the food basket of the Inuit is similar to that of Quebecers. In reality, the consumption of local products in Nunavik allows this difference between the Inuit and Quebecer grocery cart to be a bit smaller.

For the Inuit, expenses mainly cover groceries as 44% of their gross income is spent on groceries. The rest goes to income tax (17%), food production (11%), housing (8%), tobacco (7%), and other types of expenses (13%). The Canadian average for grocery expenses is approximately 20% of the gross income (Duhaime *et al.*, 1998^a). See Table 15.

TABLE 15

USE OF ANNUAL GROSS INCOME BY INUIT HOUSEHOLDS, NUNAVIK, 1995

Types of Expenses	Amount (% of income)
Groceries	44%
Income tax	17%
Food production	11%
Housing	8%
Tobacco	7%
Other types of expenses	13%

Source: Duhaime *et al.* (1998).

3.2.3 Jamesians

Approximately 80% of the Jamesians' personal income would come from employment, 4% from placements and 15% from government transfers (Ministère de l'Industrie et du Commerce, 2001). In 1996, households' mean annual income was \$57,362 compared to \$42,229 for Québec as a whole (Statistics Canada, 1996).

Concerning household expenses, approximately 40% cover current goods consumption, 30% for current service consumption and 30% for other types of expenses. Compared to the Québec population as a whole, current expenses are higher (by 7%) for the Jamesians. However, the Québec population as a whole spends more in services (by 4%), (Ministère de l'Industrie et du Commerce, 2001).

3.3 Strengths and Constraints of the Economic Situation in Relation to Transportation Planning in Nord-du Québec

3.3.1 Industrial Structure

For the Jamesians, employment is currently declining and emigration continues. The James Bay industrial structure being closely related to the natural resources, any market fluctuation in this sector has a direct impact on employment and on individual incomes. Therefore, the economic situation of many individuals is subject to fluctuations that are difficult to predict and even more difficult to control. Job insecurity is a constraint to transportation planning, since it can lead to extensive emigration and a declining use of the existing infrastructures. The locality of Joutel, for example, completely disappeared in 1998 following a production setback of Selbaie Mine. Some houses were moved to Villebois while the municipal infrastructures (arena, water treatment plant, etc.) were taken down and sold throughout Québec (Municipalité de la Baie James, pers. com., 2002).

3.3.2 Employment Policies

The employment policies of many businesses of the region adversely affect the adequate planning of transport. Indeed, they are based on a particular operating mode, called on-site or in-camp. This way, the economic spin-offs from resource development are minimal since many workers come to the region for work only and leave immediately after (44% of miners and 82% of hydroelectric workers), (Emploi-Québec, 2001).

3.3.3 Aboriginal Demographic Growth

The situation differs in the Aboriginal portions of the Nord-du-Québec territory. The demographic trends lead to an important net population growth, both from a natural increase and the lack of emigration, resulting in an ongoing employment demand increase. Households' incomes, drawn increasingly from paid salary, are also on the rise, just like the commercial consumption of goods and services. Unlike the James Bay economic fluctuations which are difficult to predict, the Aboriginal socio-economic trends are not at all unpredictable. The necessary expansion of public services in response to demand, the expansion of private economic initiatives, mainly in commercial services, tourism industry, transport and communications, will support the demand for increased transportation services, whatever the mode considered.

3.3.4 Lack of Qualified Staff

In the Nord-du-Québec region, the lack of education for a great number of workers is a brake to economic development. It often happens, for lack of qualified personnel, that businesses have difficulty recruiting and must hire outside the region. If workers were better trained, there would be a lesser need to import labour, which would at the same time modify the needs for transport.

4. ECONOMIC ACTIVITIES IN THE NORD-DU-QUÉBEC REGION

4.1 General Profile of the Economic Activities

Before the 1930s, only the Cree and Inuit people were established in the Nord-du-Québec territory. But from the 30s and 40s, workers from the south came and settled on a permanent basis.

The Jamesian people earn a living essentially from the forest and mining industries. In comparison to other regions in Quebec, the manufacturing sector is almost non-existent and is mostly associated with the activities of large mining and forest companies. A few companies also produce finished fiberglass, concrete and other products to meet local demand. However, none of them sells its production to outside customers. As for the construction sector, it is dependent upon hydroelectric works. Since the end of the La Grande construction project, a majority of workers have left the region. In the service sector, the limited market makes it difficult to create diversified and profitable businesses, which also considerably limits the availability of goods and services at the local level. Finally, tourism, which is relatively important, is based on four types of activities: hunting, fishing, snowmobiling and visiting hydroelectric sites (Canada Economic Development, 2000).

Several projects of over \$5M have been announced in 2000 for the Nord-du-Québec region. As these projects extended over more than one year, some of them may still be underway. Table 16 presents large scale investment projects in the territory. The amounts shown represent the total cost of the project. Also, many important construction projects were or are still underway in the Nord-du-Québec region (Table 17).

TABLE 16

ANNOUNCED INVESTMENT PROJECTS (\$5M PLUS) IN THE NORD-DU-QUÉBEC REGION, JANUARY TO DECEMBER 2000

Project	Locality	Activity Sector	Type of Project	Investment (\$M)
Falconbridge (Raglan Mine)	Kattiniq	Mining	Exploration work around a nickel and copper mine.	100.0
Les Chantiers de Chibougamau	Chibougamau	Forest	Extension of an abutting plant.	100.0
Domtar, Forest Products Div.	Matagami	Forest	Modernization of a sawmill (Matagami)	8.0
Domtar, Forest Products Div.	Lebel-sur-Quévillon	Forest	Modernization of a sawmill (Lebel-sur-Quévillon)	8.0

Source: Ministère de l'Industrie et du Commerce, (2001).

TABLE 17

MAJOR CONSTRUCTION WORK SITES IN THE NORD-DU-QUÉBEC REGION

Promoter and Type of Construction	Project Cost (\$M)
Ministère des Transports (Waskaganish) <i>Access road to the Cree village</i>	45.0
Public Works and Government Services Canada (Kuujuaq) <i>Airport upgrading</i>	13.0
Nabakatuk Forest Products (Waswanipi) <i>Sawmill</i>	7.7
Nunavik Health and Social Services Regional Board (Salluit) <i>CLSC</i>	7.6
Kativik School Board (Salluit) <i>School</i>	7.0
Makivik Corporation <i>Construction of marine infrastructures (Nunavik)</i>	88.0
Kativik Regional Government <i>Street paving in northern villages (Nunavik)</i>	35.5
Makivik Corporation <i>Construction of housing units</i>	10.0

Source: Canada Economic Development (2000).
Ministère des Transports

As for the Cree communities, economic activities are generally found in commerce and services, tourism, trapping and handicraft. There is also forest harvesting, mining and construction.

In Nunavik, the main economic activity is public administration, on which depend other activities such as transportation, commerce and construction. The manufacturing sector is very little developed. As a result of the operation of the Raglan Mine, mining now comes second after public administration in the overall economic activity in Nunavik.

As part of its Economic Development Strategy for the Resource Regions, the Gouvernement du Québec plans to invest over \$3M to create municipal jobs, as well as \$10.5M to support innovation in the Nord-du-Québec region.

4.1.1 Mining

The mineral potential of Nord-du-Québec is important, but it is underdeveloped. The territory extending between Matagami and Chibougamau as well as the Frotet-Evans, Eastmain and La Grande greenstone belts, and the area between Akulivik and Kangiqsujaq in the Ungava trough, have been more or less regularly explored over the past 30 years.

In 2000, gold, copper, nickel, zinc and silver mining in Nord-du-Québec accounted for 20% of all the resources extracted in Quebec. In the same year, \$275M were invested in this sector (see Appendix 2: Major Mining Operations in Québec, 2002).

The mining sector has been declining in the past few years due to a decrease of the investors' confidence, a drop in precious and base metal prices, and competition by new producers established in developing countries. In Québec, between 1997 and 1999, mining exploration and development expenditures dropped by 30% (Ministère des Finances and Ministère des Régions, 2001). However, as part of the Economic Development Strategy for the Resource Regions, the Gouvernement du Québec made a commitment to invest \$19.2M to revitalize the mining industry. Moreover, with important diamond discoveries in Nord-du-Québec in 1999 and 2001, Québec has become a major exploration area for this precious stone. In addition to considerably increasing mining exploration expenditures in Nord-du-Québec, these discoveries also opened up new territories outside the traditional exploration areas and brought about a diversification of the minerals prospected for by the mining sector in Québec. In Nunavik, mining is limited to the \$500M Raglan mine project which should maintain its operations for the next 25 years, while seven sites are operating in the James Bay territory.

4.1.2 Forestry

Although the northern limit of the commercial forest does not extend beyond the 52nd parallel, 16% of the province's forest land is found in Nord-du-Québec. In 1996-1997, the region's harvested volume represented near 20% of the total volume in Québec, which positions the region just after Saguenay-Lac-St-Jean. The major companies share 70% of the forest harvest. As illustrated by Map 3, sawmills are found in Chibougamau, Chapais, Lebel-sur-Quévillon, Matagami and Waswanipi as well as a pulp mill in Lebel-sur-Quévillon (Ministère des Régions, 2001). A co-generation plant is also established in Chapais. As part of its Economic Development Strategy for the Resource Regions, the Gouvernement du Québec intends to invest \$9.4M to consolidate the forest industry in the Nord-du-Québec region.

MAP 3

FOREST INDUSTRY PROFILE

Land regime
(category I) (catégorie II)



Note: The limits of the Oujé-Bougoumou territory are defined under the Cree-Québec Agreement of February 7, 2002.

Administrative limit

- Municipalité de la Baie James
- South limit Nord-du-Québec region
- Other Québec regions

Other

- Railway
- Road network
- City or town
- Forest Industry

Plant	Production	Location
Chapais Énergie	Cogeneration Plant	Chapais
Barrette Chapais Inc.	Sawmill	Chapais
Les chantiers de Chibougamau ltée	Sawmill	Chibougamau
Produit forestiers Nabakatuk Inc.	Sawmill	Waswanipi
Domtar Inc.	Sawmill	Matagami
Domtar Inc.	Sawmill	Lebel-sur-Quévillon
Abitibi Consolidated Inc.	Sawmill	Lebel-sur-Quévillon
Domtar Inc.	Pulp and Paper	Lebel-sur-Quévillon

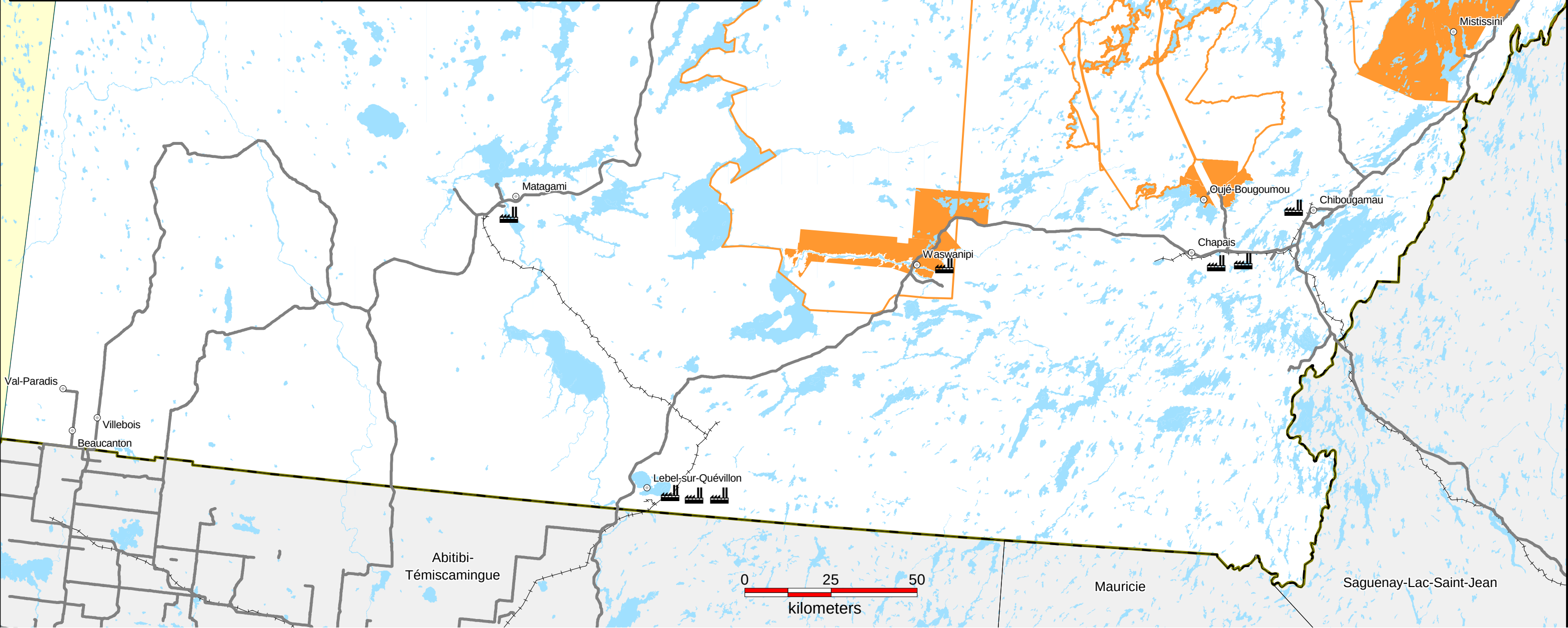
Plan de transport du Nord-du-Québec

Socio-Economic Development

Source:
- Ministère des Transports du Québec

Basic map:
- Ministère des Ressources naturelles,
digital maps, scale 1 : 250,000 and 1 : 8,000,000

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4.1.3 Hydroelectricity and Alternate Sources of Energy

The Nord-du-Québec watersheds are among the largest in Québec. There are currently 296 dams and dikes, of which 294 are operated by Hydro-Québec and they hold back water for hydroelectric production (see Appendix 3, Hydro-Québec installations in the Nord-du-Québec region, 2002). The remaining two are owned by Falconbridge and are used to supply Raglan mine with water. As previously mentioned, this source of employment (827 people in 1999) did not have a significant impact on the regional labour market as a majority of workers come from outside the region (Ministère des Finances and Ministère des Régions, 2001).

With the signing of the Cree-Québec Agreement in February 2002, it is planned to implement two hydroelectric projects, Eastmain I and Eastmain I-A/Rupert (diversion). These two projects represent a total investment of 4 billion dollars and will create 10,500 direct jobs (person-years) over nine years.

As for Nunavik, the agreement signed with the Inuit provides that the latter will work in collaboration with Québec to expedite the development of the hydroelectric potential in Nunavik. Québec, through Hydro-Québec, will spend \$50M to conduct economic, technical and environmental studies in order to assess the hydroelectric potential and its future development (Gouvernement du Québec, 2002).

There also exists an untapped potential for alternate sources of energy in Nord-du-Québec, and its assessment and development remain to be done. For example, let us mention the highest tides in the world (Ungava Bay), the abundance of peat (fossil biomass) in the southern part of the James Bay territory as well as the high potential for wind energy (Ministère des Régions, 2001).

4.1.4 Manufacturing Sector

In 1997, there were 18 manufacturing establishments in the Nord-du-Québec region, for a total of 1,481 production employees, i.e. 0.4% of all the workers in the manufacturing sector in Québec. In 1997, the value of manufactured goods shipments was \$603.7M, i.e. 0.6% of the total for Québec (Ministère de l'Industrie et du Commerce, 2001). Table 18 presents the list of major manufacturing employers in Nord-du-Québec for 2001.

TABLE 18

MAJOR MANUFACTURING EMPLOYERS IN NORD-DU-QUÉBEC (2001)

MANUFACTURERS	NUMBER OF EMPLOYEES	PRODUCTS
Norkraft Quévillon	450	Chemical wood pulp, Kraft pulp
Les Chantiers de Chibougamau	450	Sawtimber
Domtar <i>Lebel-sur-Quévillon Division</i> <i>Matagami Division</i>	174 115	Sawtimber
Abitibi-Consolidated Inc. <i>Lebel-sur-Quévillon Division</i> <i>Chibougamau Division</i>	258 115	Sawtimber
Barette-Chapais	330	Sawtimber

Source: Centre de recherche industrielle du Québec (2001).

4.1.5 Wildlife

Hunting, fishing and trapping represent important sustenance activities for the Crees and the Inuit. The region has the largest caribou herd in the world. This animal is a staple food for the Inuit and its commercialization in the form of processed food or meat products is progressing. Nunavik Arctic Foods, a subsidiary of Makivik Corporation, is now exporting four types of processed food products made from caribou (Makivik Corporation, 2002).

Traditional wildlife harvesting activities for food purposes have an economic value that is difficult to assess with accuracy. Let us simply mention that some 50% of the meat consumed by Aboriginal families comes from sustenance hunting and fishing. In Nunavik only, it is estimated that these products would represent close to \$4M, if they had to be replaced by store-bought food, i.e. approximately 7% of the family income. In addition, these activities are supported by subsidy programs that, for instance, inject over \$15M annually in the James Bay Cree communities, representing a substantial portion of the family income (Secrétariat aux affaires autochtones, 1999).

The number of sports hunters visiting the region has practically doubled between 1991 and 1997, increasing from 9,000 to 17,000. The region has 88 outfitting businesses, half of which are owned by Aboriginal people. In 1997, these outfitters generated approximately \$22M in sales, i.e. 25% of the income for this type of business in Québec. Caribou is the most popular game animal, representing 66% of the hunting clientele's demand (Ministère des Finances and Ministère des Régions, 2001). Atlantic salmon and Arctic char sports fishing is also very popular.

4.1.6 Tourism

The region has a very strong potential for tourism. However, the high cost of transportation and accommodation, as well as the sometimes insufficient or inadequate infrastructures limit the expansion of this activity sector. The Nord-du-Québec tourism industry is still in a developing phase and just starting in many tourist attraction niches. It is notably the case with snowmobile touring, adventure tourism, cultural tourism and business tourism. Also, the Gouvernement du Québec has reserved 18 areas with a view to eventually creating parks, for a total surface area of close to 50,000 km². It also announced a \$6.4M investment for tourism development and the creation of national parks as part of its Economic Development Strategy for the Resource Regions. One of the first projects, the Pingaluit Park (Ungava Peninsula), has successfully gone through the public hearing stage. Nine more projects should be documented over the next four years. A total of 16 ecological reserves are planned in the territory (Ministère des Finances and Ministère des Régions, 2001).

4.2 Strengths and Constraints of Economic Activities in Relation to Transportation Planning in Nord-du-Québec

4.2.1 Cyclical Economy

The Nord-du-Québec's economic health is related to the economic cycles. With its base of large companies working in the forest and mining sectors, the industrial structure is little diversified. When one of the sectors slows down (as is presently the case with the mining sector), the whole regional economy is affected. Therefore, transportation needs are very dependent upon the economic cycles.

4.2.2 Underdeveloped Manufacturing Sector

Although the manufacturing sector provides jobs to a fair percentage of people in the region, it is underdeveloped as compared to the other regions in Québec. Large companies do business with only a small number of subcontracting firms and they ship a large amount of raw material out of the region for the subsequent processing stages. Should the Nord-du-Québec manufacturing sector develop, demand could increase for more diversified transportation modes.

4.2.3 Growing Tourism Sector

Future prospects are not very clear. The tourist industry could undergo an important development, notably in Nunavik where the possible creation of parks, combined with a collaborative approach to tourism promotion, could attract a new clientele. The sector of ecotourism and hunting and fishing outfitters should also continue to grow. Now, all these activities generate a demand for transportation that is characterized by short periods of heavy customer traffic followed by long quiet periods. It is difficult to structure

transportation facilities only to respond to these demands, which makes it difficult to offer low cost transportation. Presently, the high transportation costs in the North as compared to a more southern destination represent a limitation to tourism development in the Nord-du-Québec region.

4.2.4 Importance of Mining Resources

Development in the mining resources sector is also difficult to anticipate due to the close relationship between this sector and global markets. However, because of the existence of important resources in the region, particularly in James Bay, it can be hoped that an improvement of the general economic conditions, particularly regarding the price of mining resources, could result in a resumption of activities and consequently, an increase in transportation demand. But, given the instability of this economic sector, it is difficult to make projections regarding transportation demand.

4.2.5 Cree-Québec and Inuit-Québec Agreements

With the signing of a political agreement between the Gouvernement du Québec and the Grand Council of the Crees, the latter have become important economic partners.

The agreements signed with the Cree and the Inuit include, among others, hydroelectric development. In this regard, the potential for the whole region is huge. The starting of the Eastmain 1 and Eastmain 1A/Rupert and other potential projects, could have very important economic impacts in the region, and proportionally much more important than the impacts generated by similar projects in the past, such as the La Grande project. Indeed, today's context is different. Hydro-Québec is now ready to consider various formulas for sharing the profits or operating revenues of the new structures, which was not the case in the 70s when the La Grande site was built and commissioned. Regional organizations, public administrations in particular, now have important means to advocate their views. Moreover, the economic infrastructure is more developed than it was thirty years ago, so it is now possible to supply the demand for goods and services generated by large scale work sites. The economic development that will result from this agreement should significantly increase the need for transportation.

Workers and material transportation for the future hydro plants will significantly increase transportation demand for the next ten years. The demand will be high particularly as many workers will not be living on the territory, which will generate a lot of travelling to and from the region. However, an important decrease is also to be anticipated when these large scale projects are completed.

4.2.6 Multiple Actors

One of the most important constraints to transportation planning is that the large number of actors, development projects and supporting programs make consultation more difficult. It is even more complex to work collaboratively as the Nord-du-Québec region, administratively speaking, encompasses very different economic, territorial and cultural realities, and whose interests sometimes converge but also sometimes diverge. Indeed, if there exist areas where a collaborative approach is possible (within Regional Development Councils for example), there are other areas where the Jamesian, Cree and Inuit realities are competing to access public resources. Without major changes in this area, transportation planning will always need to consider this composite reality, rather than considering the region as a seamless reality.

5. TRENDS AND ACTION LEADS

The Nord-du-Québec region is presently going through difficult times. In James Bay, with the mining sector slowdown, a good number of residents lost their job and many had to resign themselves to leave the region despite the economic losses imposed by emigration. Moreover, youth aspirations often require that they leave the region to pursue college and university education; and many of them do not come back. Among the youth who would like to stay in the Nord-du-Québec region, many are not adequately trained to meet the demand of the different economic activity sectors.

The important Cree and Inuit population growth requires urgent action to create jobs for the new generation. The labour force training problem is the same as with the Jamesians as the Crees and Inuit are too often inadequately trained. This situation highlights the importance of labour force training and economic diversification in order to create new types of jobs, requiring all kinds of training programs and capable of meeting the diverse and emerging aspirations. For the Crees, and even more so for the Nunavik people, geographical isolation is an important constraint to development. If it is not possible to resolve the land-lock issue in the short term, the transportation related costs will remain a major component of any development strategy.

The construction of road links often stimulates development. But considering the geographical, social and economic characteristics of the Nord-du-Québec region, extensive studies of the potential impacts of roads on the environment and socio-economic development should be considered.

The major constraints to transportation planning, i.e. the unpredictability of economic cycles, isolation and remoteness, strong pressures applied on demand for public services or the diversity of situations between the Jamesian, Cree and Nunavik territories, require that we consider extremely prudent decision-making processes. Indeed, any decision in the area of transportation is liable to have multiple impacts not only on the economic situation but as well on the social situation and the capacity of the Nord-du-Québec region to take up the challenges facing its people.

Nevertheless, the investments announced in the Development Policy for the Nord-du-Québec Region should help revitalize this resource region. A total of over \$101M was made available to the Nord-du-Québec region by the Gouvernement du Québec between 2001 and 2004 (Ministère des Finances and Ministère des Régions, 2001)²⁶. Transportation planning must take into account the changes that could be brought about by the new Policy in the Nord-du-Québec region, particularly regarding transportation demand.

26 The new government committed to pursue the actions undertaken by the last government regarding the "Stratégie de développement économique du Nord-du-Québec" but to spread in time the related investments.

CONCLUSION

This study highlighted the fact that there is a considerable number of actors interested in the Nord-du-Québec social and economic development. The main federal departments and provincial departments and agencies are involved in all aspects of socio-economic life, although they do not necessarily all have representatives within the region itself. Regional organizations are also many and diversified. If their mandates sometimes overlap, it is because each of the organizations of the same type is responsible for a specific part of the Nord-du-Québec region. In fact, this administrative region encompasses very different socio-cultural realities: from a social and economic point of view, James Bay would have more in common with the other isolated resource regions in Québec than with the territories occupied by a majority of Cree and Inuit people.

The population's characteristics, its needs in terms of public services and the particularities of the economic activities reflect those differences. James Bay is faced with an emigration issue caused by the slowdown in mining development, one of its basic industries. On the other hand, the Cree and Inuit communities are showing a sustained population growth, and social services will soon be besieged, when it is not already the case in certain sectors such as housing. This latter sector will cause an increase not only in transportation demand but also in job opportunities.

Now, these differences constitute in themselves a major challenge to the planning of transportation interventions. Any intervention in the Nord-du-Québec region must rigorously take into account the fact that we are actually dealing with distinct sectors. They nevertheless share the same appetite for economic development, and this basic need could reinforce the required collaborative action for efficient planning.

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APPENDICES

APPENDIX 1
DIRECTORY OF SOCIO-ECONOMIC STAKEHOLDERS IN NORD-DU-QUÉBEC

**ECONOMIC DEVELOPMENT
PROVINCIAL DEPARTMENTS AND AGENCIES**

Ministère des Régions

Bureau régional du Nord-du-Québec (Regional office)
511, route 167, P.O. Box 70
Chibougamau (Québec) G8P 2K5
Phone: (418) 748-7737
Fax: (418) 748-7841

Ministère de l'Industrie et du Commerce

Abitibi-Témiscamingue
180, boulevard Rideau, suite 2.11
Rouyn-Noranda (Québec) J9X 1N9
Phone: (819) 763-3875
Fax: (819) 763-3496

Ministère de l'Emploi et de la Solidarité sociale

Direction régionale du Nord-du-Québec (Regional branch)
333, 3^e rue
Chibougamau (Québec) G8P 1N4
Phone: (418) 748-7643 1-866-722-7354
Fax: (418) 748-2177

Ministère des Ressources naturelles

Bureau régional du secteur des mines (Regional office Mining sector)
375, 3^e rue, suite 2
Chibougamau (Québec) G8P 1N4
Phone: (418) 748-2663
Fax: (418) 748-6061

Bureau régional du secteur des forêts (Regional office Forest sector)
70, avenue Québec
Rouyn-Noranda (Québec) J9X 6R1
Phone: (819) 763-3407
Fax: (819) 763-3216

Ministère de l'Agriculture, des Pêcheries et de l'Alimentation

Direction régionale de l'Abitibi-Témiscamingue–Nord-du-Québec (Regional branch)
180, boulevard Rideau, suite 2.01
Rouyn-Noranda (Québec) J9X 1N9
Phone: (819) 763-3287
Fax: (819) 763-3359

Société de la faune et des parcs du Québec

Direction de l'aménagement de la faune and Direction de la protection de la faune (Wildlife development branch and Wildlife protection branch)

951, boulevard Hamel

Chibougamau (Québec) G8P 2Z3

Phone: (418) 748-7701

Fax: (418) 748-3338

Secrétariat aux affaires autochtones

905, autoroute Dufferin-Montmorency

Québec City (Québec) G1R 5M6

Phone: (418) 643-3166

Fax: (418) 646-4918

Société Innovatech Régions Ressources

1305, chemin Ste-Foy, suite 101

Québec City (Québec) G1S 4N5

Phone: (418) 528-0315 or 1-877-229-0539

Fax: (418) 528-9558

ECONOMIC DEVELOPMENT**FEDERAL DEPARTMENTS AND AGENCIES****Indian and Northern Affairs Canada**

Bureau régional du Québec (Regional office)

Complexe Jacques-Cartier

320, rue Saint-Joseph Est, suite 400

Québec City (Québec) G1K 9J2

Phone: (418) 648-7551

Fax: (418) 648-2266

Industry Canada

5, Place Ville-Marie, 7th floor

Montréal (Québec) H3B 2G2

Phone: (514) 496-1797

Fax: (514) 283-2247

Canada Economic Development

Bureau d'affaires du Nord-du-Québec (Business bureau)

800, Square Victoria, suite 3800

P.O. Box 247

Montréal (Québec) H4Z1E8

Phone: (514) 496-7609 or 1-800-561-0633

Fax: (514) 283-3637

**ECONOMIC DEVELOPMENT
LOCAL AND REGIONAL BODIES**

Société de développement de la Baie-James

110, boulevard Matagami
Matagami (Québec) J0Y 2A0
Phone: (819) 739-4717
Fax: (819) 739-4329

Complexe SDBJ
Radisson (Québec) J0Y 2X0
Phone: (819) 638-8411
Fax: (819) 638-8838

462, 3^e Rue, suite 10
Chibougamau (Québec) G8P 1N7
Phone: (418) 748-7777
Fax: (418) 748-6868

(Service Point)
107, rue Principale Sud
Lebel-sur-Quévillon (Québec) J0Y 1X0
Phone: (819) 755-4717
Fax: (819) 755-4241

Conseil régional de développement de la Baie-James

110, boulevard Matagami, P.O. Box 940
Matagami (Québec) J0Y 2A0
Phone: (819) 739-4111
Fax: (819) 739-4809

Katutjinik Regional Development Council

P.O. Box 239
Kuujuuaq (Québec) J0M 1C0
Phone: (819) 964-2035
Fax: (819) 964-2611

**Centre local de développement de la
Baie-James**

110, boulevard Matagami
P.O. Box 940
Matagami (Québec) J0Y 2A0
Phone: (819) 739-4111
Fax: (819) 739-4809

Kativik Local Development Centre

P.O. Box 239, Building 432
Kuuujuaq (Québec) J0M 1C0
Phone: (819) 964-2035
Fax: (819) 964-2611

Service Point: Inukjuak (819) 254-8621 and Salluit (819) 255-8120

Corporation de développement économique de Radisson

151, rue Joliette
P.O. Box 450
Radisson (Québec) J0Y 2X0
Phone: (819) 638-7777
Fax: (819) 638-7788

Corporation de développement économique de Chibougamau

550, 3^e Rue
Chibougamau (Québec) G8P 1N9
Phone: (418) 748-6060
Fax: (418) 748-4020

Société d'aide au développement des collectivités (SADC) Chibougamau–Chapais

600, 3^e Rue
Chibougamau (Québec) G8P 1P1
Phone: (418) 748-6477
Fax: (418) 748-6160

Société d'aide au développement des collectivités (SADC) de Joutel–Matagami

180, Place du Commerce, suite 101
Matagami (Québec) J0Y 2A0
Phone: (819) 739-2155
Fax: (819) 739-4271

Société d'aide au développement des collectivités (SADC) Barraute–Sennanderre–Quévillon

107, rue Principale Sud
P.O. Box 670
Lebel-sur-Quévillon (Québec) J0Y 1X0

James Bay Eeyou Corporation

P.O. Box 360
Chisasibi (Québec) J0M 1E0
Phone: (819) 855-2830
Fax: (819) 855-2677

Cree Regional Authority and Grand Council of the Crees

2, Lakeshore road
Nemaska (Québec) J0Y 3B0
Phone: (819) 673-2600
Fax: (819) 673-2606

Eeyou Economic Group

RR 3, route 113
Waswanipi (Québec) J0Y 3C0
Phone: 819-753-2560
Fax: 819- 753-2568

Kativik Regional Government

P.O. Box 9
Kuujjuaq (Québec)
Phone: (819) 964-2961

Makivik Corporation

650, 32^e avenue
Montréal (Québec) H8T 3K5
Phone: (514) 634-8091
Fax: (514) 634-3817
or
P.O. Box 179
Kuujjuaq (Québec) J0M 1C0
Phone: (819) 964-2925

Fédération des coopératives du Nouveau-Québec

19950, Clark Graham
Baie d'Urfé (Québec) H9X 3R8
Phone: (514) 457-9371
Fax: (514) 457-4626

Local Employment Centres

Centre local d'emploi de la Baie-James

333, 3^e rue

Chibougamau (Québec) G8P 1N4

Phone: (418) 748-7643 or 1-866-722-7354

Fax: (418) 748-2177

(Lebel-sur-Quévillon Service Point)

107, rue Principale Sud, P.O. Box 1779

Lebel-sur-Quévillon (Québec) J0Y 1X0

Phone: (819) 755-3801

Fax: (819) 755-6000

(Villebois, Val-Paradis and Beaucanton Service Point)

655, 2^e Rue Est

La Sarre (Québec) J9Z 2Y9

Phone: (819) 339-7901

Fax: (819) 333-3261

(Matagami Service Point)

195, boulevard Matagami, P.O. Box 320

Matagami (Québec) J0Y 2A0

Phone: (819) 739-6000

Fax: (819) 739-6001

Local Employment Center of Inukjuak

P.O. Box 281

Inukjuak (Québec) J0M 1M0

Phone: (819) 254-8760

Fax: (819) 254-8763

Service Points:

Umiujaq

Kuujjuarapik

Puvirnituq

Akulivik

Ivujivik

Wemindji

Eastmain

Waskaganish

Nemaska

Local Employment Center of Kuujjuaq

P.O. Box 300

Kuujjuaq (Québec) J0M 1C0

Phone: (819) 964-2961 or 1 800 964-2961 (toll-free)

Fax: (819) 964-2956

Service Points:

Aupaluk
Kangiqsualujjuaq
Kangiqsujaq
Kangirsuk
Quaqtaq
Salluit
Tasiujaq

LEC of Chisasibi

P.O. Box 165
Chisasibi (Québec) J0M 1E0
Phone: (819) 855-2894 or 1 800 567-4385
Fax: (819) 855-2574

Health**Ministère de la Santé et des Services sociaux**

Régie régionale de la Baie-James – Nord-du-Québec (Regional board)
179, 5^e Avenue
Chibougamau (Québec) G8P 3A7
Phone: (418) 748-3575
Fax: (418) 748-6391

Health Canada

Québec Region
First Nations and Inuit Health Branch
Complexe Guy-Favreau, East Tower, Room 202
200, boulevard René-Lévesque ouest, Montréal (Québec) H2Z 1X4
Phone: (514) 283-4774
Fax: (514) 283-7392

Cree Board of Health and Social Services of James Bay

P.O. Box 250
Chisasibi (Québec) J0M 1E0
Phone: (819) 855-2844
Fax: (819) 855-2098

Nunavik Health and Social Services Regional Board

P.O. Box 900
Kuujuaq (Québec) J0M 1C0
Phone: (819) 964-2222
Fax: (819) 964-2888

Centre régional de la santé et des services sociaux de la Baie-James

179, 5^e Avenue

Chibougamau (Québec) G8P 3A7

Phone: (418) 748-3575

Fax: (418) 748-6391

Education and Culture**Kativik Municipal Housing Bureau**

P.O. Box 2000

Kuujuaq (Québec) J0M 1C0

Phone: (819) 964-2000

Fax: (819) 964-0749

Ministère de l'Éducation

Direction régionale de l'Abitibi-Témiscamingue et du Nord-du-Québec (Regional branch)

215, boulevard Rideau

Rouyn-Noranda (Québec) J9X 5Y6

Phone: (819) 763-3001

Fax: (819) 763-3017

Ministère de la Famille et de l'Enfance

600, rue Fullum

Montréal (Québec) H2K 4S7

Phone: (514) 873-2323 or 1-800-363-0310

Ministère de la Culture et des Communications

Direction régionale de l'Abitibi-Témiscamingue et du Nord-du-Québec (Regional branch)

19, rue Perreault Ouest, suite 450

Rouyn-Noranda (Québec) J9X 6N5

Phone: (819) 763-3517

Fax: (819) 763-3382

Commission scolaire de la Baie-James

596, 4^e Rue

Chibougamau (Québec) G8P 1S3

Phone: (418) 748-7621

Fax: (418) 748-2440

Cree School Board

203, rue Principale

Mistissini (Québec) G0W 1C0

Phone: (418) 923-2764

Fax: (418) 923-2072

Kativik School Board

2055, avenue Oxford
Montréal (Québec) H4A 2X6
Phone: (514) 482-8220
Fax: (514) 482-8496

Housing**Société d'habitation du Québec (SHQ)**

Direction du développement de l'industrie et du Nunavik
1054, Louis-Alexandre-Tashereau, Saint-Amable Aisle, 3rd floor
Québec City (Québec) G1R 5E7
Phone: (418) 644-8879

Canada Mortgage and Housing Corporation

Centre d'activités du Québec (Activity centre)
1100, boulevard René-Lévesque Ouest
Montréal (Québec) H3B 5J7
Phone: (514) 283-2222 or (514) 283-4464
Fax: (514) 283-0860

Kativik Municipal Housing Bureau

P.O. Box 2000
Kuujjuaq (Québec) J0M 1C0
Phone: (819) 964-2000
Fax: (819) 964-0749

APPENDIX 2
MAJOR MINING OPERATIONS IN QUÉBEC, 2002

Major Mining Operations in Quebec, 2002

<http://www.mrn.gouv.qc.ca/publications/mines/quebec-minier/carte-mines-production.pdf>

APPENDIX 3
HYDRO-QUÉBEC INSTALLATIONS IN THE NORD-DU-QUÉBEC REGION

Hydro-Quebec Installations in the Nord-du-Québec Region :

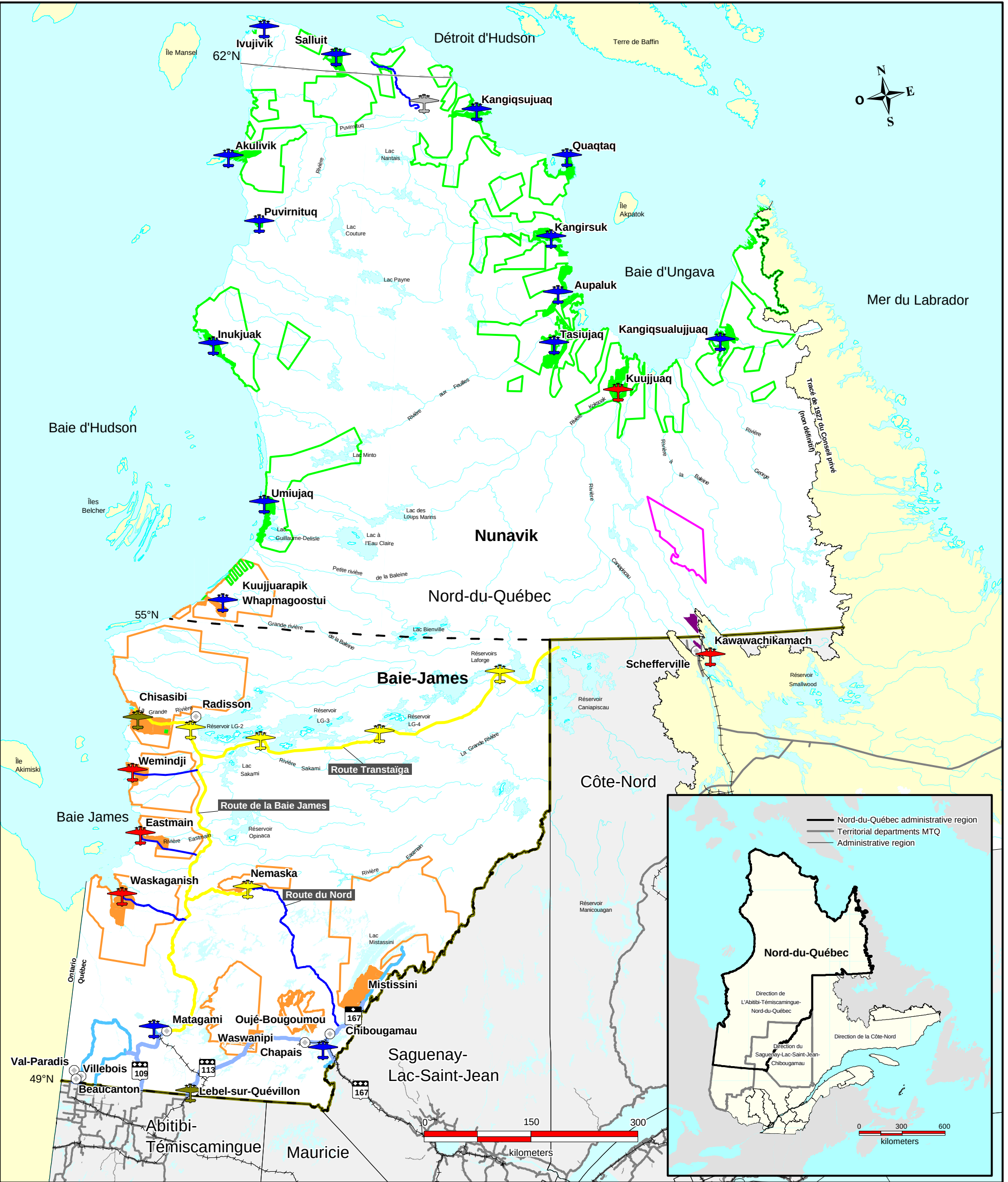
http://www.hydro-quebec.com/publications/fr/profil_regional/2001/pdf/nord_quebec.pdf

Major Mining Operations in Quebec, 2002

<http://www.mrn.gouv.qc.ca/publications/mines/quebec-minier/carte-mines-production.pdf>

Hydro-Quebec Installations in the Nord-du-Québec Region :

http://www.hydro-quebec.com/publications/fr/profil_regional/2001/pdf/nord_quebec.pdf



Coordination du Nord-du-Québec

Transportation Plan of Nord-du-Québec

Socio-Economic Development

Source:
- Ministère des Transports du Québec

Basic map:
- Ministère des Ressources naturelles,
digital maps, scale 1 : 250,000 and 1 : 8,000,000

July 2003

Map 1: Territory under study

Land regime

(category I) (category II)

- Cree
- Inuit
- Naskapi

Note: The limits of the Oujé-Bougoumou territory are defined under the Cree-Québec Agreement of February 7, 2002.

Administrative limit

- Municipalité de la Baie James
- South limit Nord-du-Québec region
- Other Québec regions

Others

- Railway
- City or town

Road

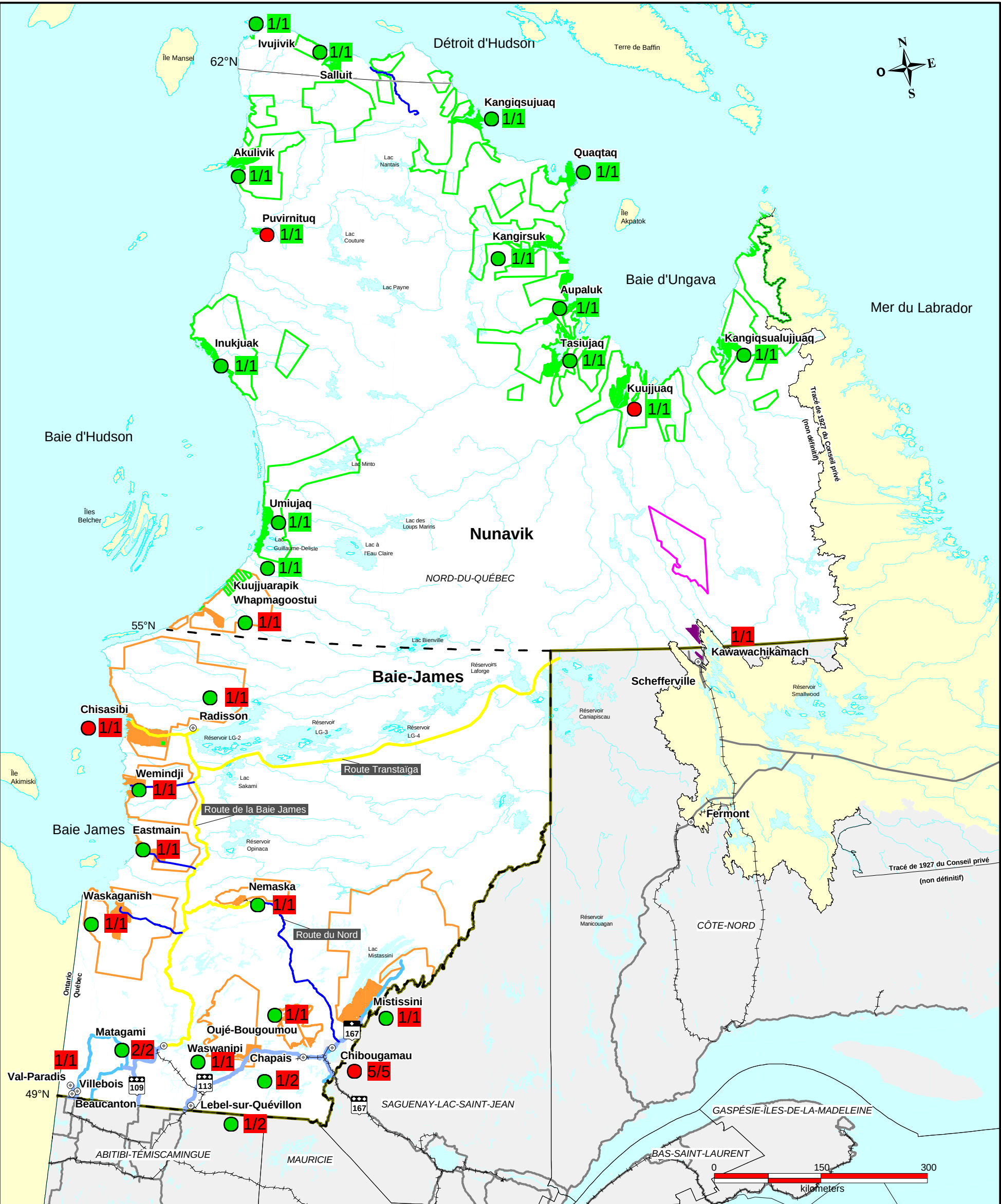
Financial responsibility

- MTQ - National, regional, collector
- MTQ - Acces and mining
- MTQ - Other roads
- Hydro-Québec

Airport

Financial responsibility

- Ministère des Transports
- Transport Canada
- Hydro-Québec
- Band council / Municipality
- Other



Map 2: Location of Health and Educational Services



Coordination du Nord-du-Québec

Plan de transport du Nord-du-Québec

Socio-Economic Development

Source:
- Ministère des Transports du Québec

Basic map:
- Ministère des Ressources naturelles,
digital maps, scale 1 : 250,000 and 1 : 8,000,000

July 2003

Road

Financial responsibility

- MTQ - National, regional, collector
- MTQ - Acces and mining
- MTQ - Other roads
- Hydro-Québec

Others

- Railway
- City or town

Administrative limit

- Municipalité de la Baie James
- South limit Nord-du-Québec region
- Other Québec regions

School transportation service supply

Number of school served
Number of school

- Restricted service
- Unrestricted service

Location of health services

- Health institution
- Health service facilities

Land regime
(category I) (category II)

- Cree
- Inuit
- Naskapi

Note: The limits of the Oujé-Bougoumou territory are defined under the Cree-Québec Agreement of February 7, 2002.

Map 3: Forest Industry Profile

Land regime (category I) (catégorie II)



Note: The limits of the Oujé-Bougoumou territory are defined under the Cree-Québec Agreement of February 7, 2002.

Administrative limit

- Municipalité de la Baie James
- South limit Nord-du-Québec region
- Other Québec regions

Other

- ++++ Railway
- Road network
- City or town
- 🏭 Forest Industry

Plant	Production	Location
Chapais Énergie	Cogeneration Plant	Chapais
Barrette Chapais Inc.	Sawmill	Chapais
Les chantiers de Chibougamau Itée	Sawmill	Chibougamau
Produit forestiers Nabakatuk Inc.	Sawmill	Waswanipi
Domtar Inc.	Sawmill	Matagami
Domtar Inc.	Sawmill	Lebel-sur-Quévillon
Abitibi Consolidated Inc.	Sawmill	Lebel-sur-Quévillon
Domtar Inc.	Pulp and Paper	Lebel-sur-Quévillon

Plan de transport du Nord-du-Québec

Socio-Economic Development

Source:
- Ministère des Transports du Québec

Basic map:
- Ministère des Ressources naturelles,
digital maps, scale 1 : 250,000 and 1 : 8,000,000

July 2003

