



NUCLEAR WASTE MANAGEMENT ORGANIZATION SOCIÉTÉ DE GESTION DES DÉCHETS NUCLÉAIRES

# Phase 1 Preliminary Community Well-Being Assessment

NORTHERN VILLAGE OF PINEHOUSE, SASKATCHEWAN



**APM-REP-06144-0064**

**OCTOBER 2013**

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# Preliminary Community Well-Being Assessment

## Pinehouse, SK

OCTOBER 2013



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## LIST OF ACRONYMS

APM	Adaptive Phased Management
CD	Census Division
CLC	Community Liaison Committee
NAD	Northern Administration District
NVP	Northern Village of Pinehouse
NWMO	Nuclear Waste Management Organization

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## 1.0 INTRODUCTION

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This Preliminary Community Well-being Assessment Report aims to provide a summary of the expected influences that the implementation of the Adaptive Phased Management (APM) Project would have on the overall community well-being of the Northern Village of Pinehouse, Saskatchewan. The Northern Village of Pinehouse is located in Northern Saskatchewan and has a predominantly Aboriginal population – primarily Métis, and some First Nations people. The terms ‘Northern Village of Pinehouse’ and ‘Pinehouse’ are used in this report, with the ‘Northern Village of Pinehouse’ referring to the municipal government structure or geographic/administrative unit. Pinehouse is a community of approximately 1400 people, located 109 km north east of Beauval and 490 km from Saskatoon. It is the only community on Key Lake Road (Hwy 914) (see Figure 1). The community is situated on the southwest shore of Pinehouse Lake, one of many lakes on the historic Churchill River system; the River enters the Lake about 20 km north of the northern village.

This report also seeks to answer some fundamental questions to assist the NWMO and the community in understanding the suitability of Pinehouse to move forward in the siting process. While each of the communities currently participating in the ‘Learn More’ process will likely benefit in many ways from the APM Project and the economic development and employment opportunities associated with it, there are certain unique uncertainties and priorities to be managed for each community.

Work has been completed to understand the overall community profile of Pinehouse<sup>1</sup>, and also to understand and summarize the ways in which the APM Project might affect the community and the surrounding areas. In concert with the community NWMO worked to develop an understanding of the community today and its goals and aspirations for the future. To this end information has been assembled and studied through a variety of means including a visioning exercise, engagement activities, community visits and tours, participation in the regional Elders Gatherings hosted by Pinehouse, briefings, one-on-one discussions, Community Liaison Committee meetings, open houses and the development of a community profile.

All of this research and study, along with professional judgement, is used in this report to understand the potential implications of the project to the community’s well-being and gain insights into the unique uncertainties and priorities that need to be managed.

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<sup>1</sup> DPRA Canada. October 2013. *Community Profile, Pinehouse, Saskatchewan – Draft.*

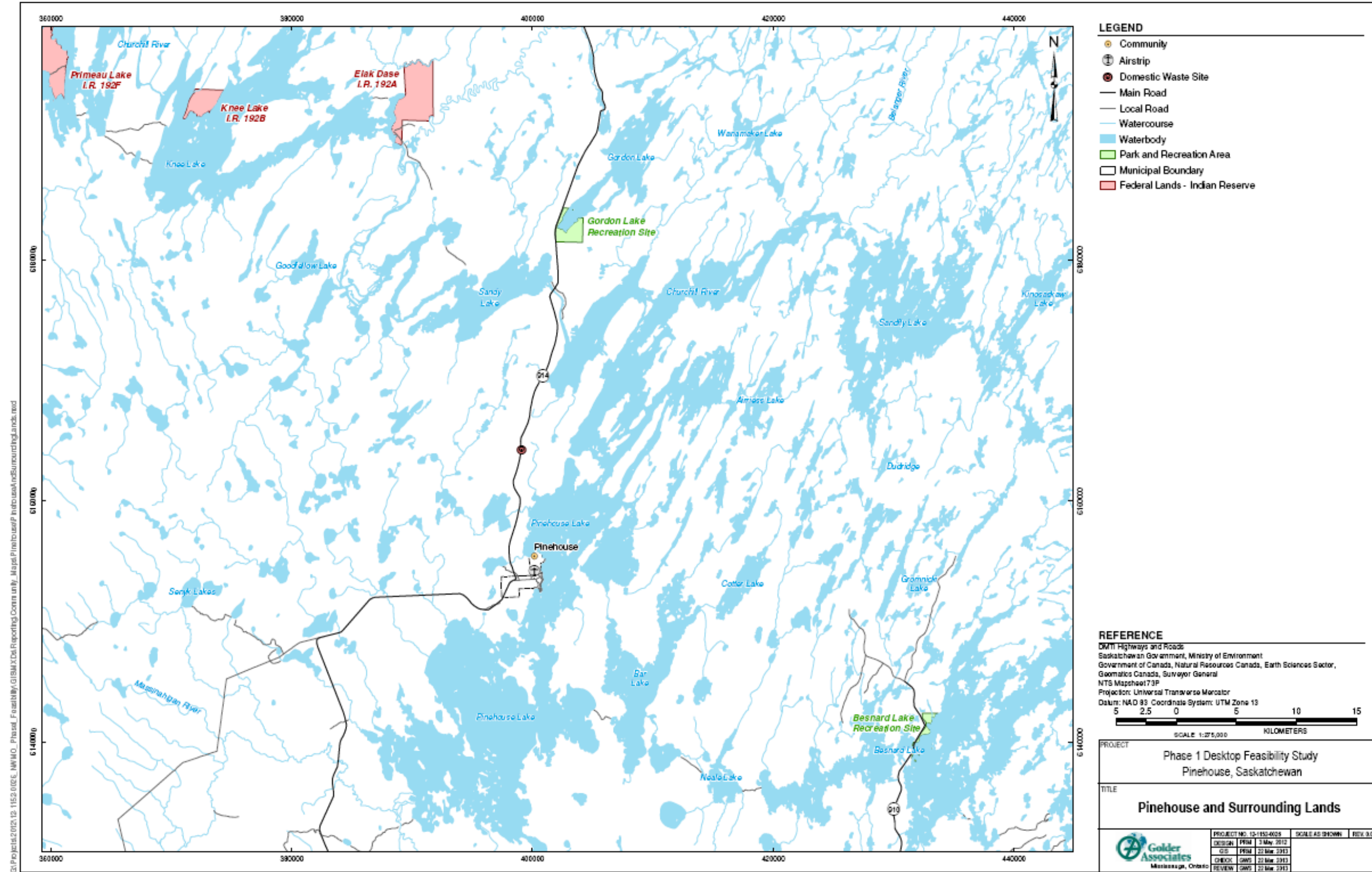


Figure 1: Pinehouse and Surrounding Lands

Source: Golder Associates. 2013.



As outlined at the inception of this step in the site selection process, the objective of the social, economic and cultural assessment is to assess both the potential to foster the well-being of the community and surrounding area and the potential to create the foundation for community and surrounding area confidence and support needed to implement the project. In Phase 1 of this assessment, which is the focus of this report, the intent is to explore the potential to foster the well-being of the community and, for this reason, the subset of factors and considerations related to the community are addressed at this time. Regional considerations are noted where early insight is available, however more detailed work would be conducted in Phase 2 should the community be selected to proceed to this phase of work and agree to do so.

A number of factors were identified as minimum criteria to consider in the site selection process in assessing the potential to foster well-being<sup>2</sup>:

- Potential social, economic and cultural effects during the implementation phase of the project;
- Potential for enhancement of the community's and the region's long-term sustainability through implementation of the project;
- Potential to avoid ecologically sensitive areas and locally significant features;
- Potential for physical and social infrastructure to adapt to changes resulting from the project; and
- Potential to avoid or minimize effects of the transportation of used nuclear fuel from existing storage facilities to the repository site.

In order to ensure that a broad, inclusive and holistic approach is being taken to assessment in these areas, a 'community well-being' framework was identified to help understand and assess the potential effects of the APM Project. This includes exploring the project, understanding how the community may be affected were the project to be implemented in the area, and identifying opportunities to leverage the project to achieve other objectives the community considers important. The framework is also used to explore the relative 'fit' of the APM Project for the community and the potential to create the foundation of confidence and support required for the implementation of the project.

The framework is designed to encourage exploration of the project through five different 'lenses':

- **People or Human Assets** – How might the implementation of the project affect people?
- **Economics or Economic Assets** – How might the implementation of the project affect economic activity and financial health of the area?
- **Built Environment or Physical Assets** – How might the implementation of the project affect infrastructure and the physical structures which the community has established?

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<sup>2</sup> NWMO. 2010. *Moving Forward Together: Process for Selecting a Site for Canada's Deep Geological Repository for Used Nuclear Fuel.*

- ***Society and Culture or Social Assets*** – How might the implementation of the project affect the sense of belonging within the community, and among residents, and the services and network of activities created to serve the needs of community members?
- ***Natural Environment or Natural Assets*** – How might the implementation of the project affect the natural environment and the community’s relationship with it?

This report begins with an overview of the basic assumptions about the Project and potential effects used for the preliminary assessment. The community’s priorities/key issues, aspirations, capabilities and capacities are described. Next, the report explores the implications of the implementation of the APM Project on the well-being of the community in terms of the five ‘lenses’ or asset categories. The preliminary findings are also considered in terms of the ‘criteria to assess factors beyond safety’ identified by NWMO prior to the initiation of the siting process. A summary of relationship building and engagement activities, and the issues and questions raised to date, is provided. The report concludes by addressing key questions framed by NWMO at the outset of the site selection process.

Ultimately, the potential effect of the project on the well-being of a community needs to be identified and assessed by the community itself. This includes identifying the broad range of factors that need to be considered, the approach to measuring potential effect on well-being and judgements about the magnitude of this effect. It is also recognized that more detailed studies and further investigations of community specific risks and uncertainties will be required if the community continues in the siting process.

This report reflects the insight from desktop research and professional judgement, as well as reports shared by the community, insight provided by Community Liaison Committee members through their regular meetings over the course of more than a year, and individual discussions with community leaders and residents and others in the surrounding area. In preparing this report, we have been welcomed into the community and community members have graciously shared their time. We are extremely grateful for their time and participation.

## 2.0 THE APM PROJECT

The APM Project is currently still in early stages of design and for this reason there remains flexibility in the nature and scope of its implementation. This provides an opportunity for the project to be structured and operated in a manner that suits the conditions and aspirations of the community and surrounding area. However, it is important at this early stage of the preliminary assessment to understand the potential implications of the project on the community and its surrounds. This requires some basic assumptions about the project and initial effects. The starting assumptions for this preliminary assessment include the following:

1. The on-site labour workforce required by the APM Project is in the range of 400 – 1,200 jobs and further jobs (indirect and induced) and community wealth creation will result from project spending for goods and services and employee income spending<sup>3</sup>. Table 1 summarizes the estimated number of direct, on-site jobs throughout the life of the APM Project, which spans over 150 years.

**Table 1: Estimate of On-Site Labour Workforce Required by APM Project**

APM Phase	Number of Years (approx.)	Direct Jobs per Year (approx.)	Primary Skills Required
Construction	10	400-1,200	Mining, engineering, geoscience, safety assessment, manufacturing, construction, trades, project management, social science, engagement, communication, transportation
Operation	30 or more	700-800	Mining, engineering, geoscience, safety assessment, manufacturing, trades support, project management, social science, engagement, transportation
Extended Monitoring	50 or more	100-150	Geoscience, safety assessment, mining
Decommissioning and Closure	30	200-300	Mining, construction trades, geoscience, safety assessment, regulatory affairs
Long term monitoring	100 or more	25-50	Environmental and health and safety monitoring

Source: NWMO. October 2012. *Description of Canada’s Repository for Used Nuclear Fuel and Centre of Expertise*. p 33.

2. Realization of employment benefits within a community will depend on a variety of factors such as:
  - A. Preference for local hiring and sourcing from local businesses,
  - B. Training of local residents for positions in the project or in supporting services, and
  - C. Planning to prepare for and leverage future opportunities.

This project will be implemented through a long-term partnership involving the community, the surrounding area and the NWMO. Only through engagement, dialogue and collaboration will the NWMO ensure that needs are addressed at each stage of the process, and determine the specifics of how a partnership arrangement would work. For illustration purposes only, employment opportunities

<sup>3</sup> NWMO. 2012. *Description of Canada’s Repository for Used Nuclear Fuel and Centre of Expertise*. Available online at <http://www.nwmo.ca/brochures>.

could be in the order of hundreds of new jobs (direct, indirect and induced) within the local area<sup>4</sup>. However, it will be up to the community to determine the nature and scope of how it wishes to grow in discussions with the NWMO.

3. The NWMO is committed to working with communities and those in the surrounding area to optimize the benefits that will positively contribute to the overall well-being of the area.
4. The expectation is that the implementation of the APM Project in Pinehouse would involve the facilities being some distance from the community (perhaps using a 'fly-in/fly out' model for many workers) in order to enhance, rather than diminish, community well-being. Pinehouse is not necessarily seeking to substantially grow its population– but seeks to offer both jobs and business opportunities in the community to both current and former residents who have left to find employment elsewhere in Saskatchewan or on other provinces/territories. There is limited infrastructure and land base in the Northern Village of Pinehouse. A more remote project model could avoid potential adverse social or cultural effects that may be associated with the project located near or in the community. Pinehouse has experience with a similar model for uranium mines in Northern Saskatchewan.

Figure 2 provides a graphical representation of the direct and indirect effects that may result from the siting of the APM Project. The figure illustrates how the project could be the impetus for growth in population, business activity and finances.

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<sup>4</sup> AECOM. 2010. *A Preliminary Assessment of Illustrative Generic Community Economic Benefits from Hosting the APM Project*. Available online at: [http://www.nwmo.ca/uploads\\_managed/MediaFiles/1497\\_nwmosr-2010-09\\_preliminary\\_ass.pdf](http://www.nwmo.ca/uploads_managed/MediaFiles/1497_nwmosr-2010-09_preliminary_ass.pdf)

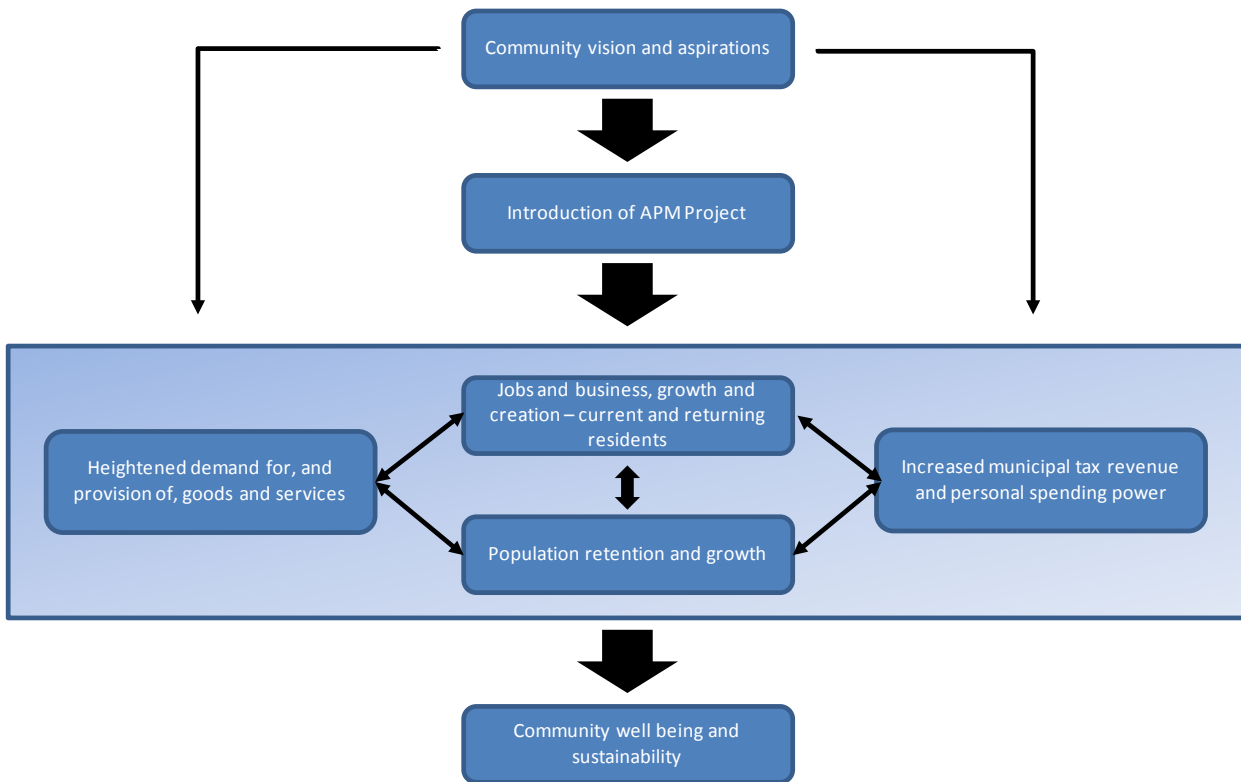
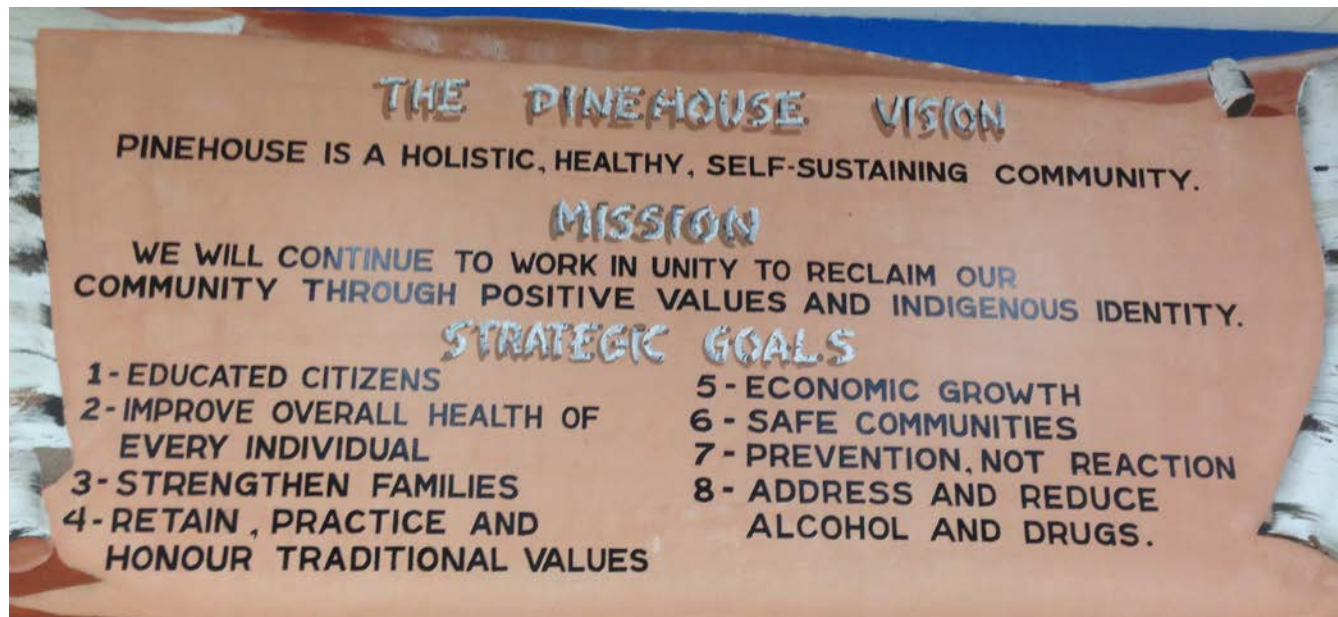


Figure 2: Direct and Indirect Effects of the APM Project in Pinehouse

### 3.0 SUMMARY OF COMMUNITY ASSETS - VALUES AND ASPIRATIONS OF PINEHOUSE

The Northern Village of Pinehouse has expressed explicit values, aspirations and desires for its community. These have been documented in the Pinehouse Community Profile<sup>5</sup> and other community reports. Pinehouse conducted strategic planning in 2012, building on an earlier visioning project in 2011. A series of belief statements were articulated based on updated vision and mission statements, as well as goals for the next 1 to 3 years. Key themes are summarized in this section. The preliminary assessment, which is the topic of this report, is measured against these values and aspirations.

The Northern Village of Pinehouse is a Métis community. The people of Pinehouse are resilient, having faced significant social, cultural and economic change. This was initiated in the last century through contact with missionaries and participation in the commercial fur trade. Perhaps the greatest changes have occurred since the 1970s, when Pinehouse was linked to the communities to the south by the construction of the Key Lake Road as part of uranium exploration and development in the region. The community faces a young and growing population, high unemployment rates, and gaps in key infrastructure (e.g. housing). Traditional activities and values, and Métis culture remain a priority. Pinehouse's vision, mission, beliefs, and eight strategic goals as identified in the strategic planning process<sup>6</sup> are reproduced here:



<sup>5</sup> DPRA Canada. October 2013. *Community Profile, Pinehouse Saskatchewan – Draft*.

<sup>6</sup> Northern Village of Pinehouse. June 2012. *Draft Strategic Plan Report*. Preliminary based on June 18 & 19 2012 Community Planning Session, Muskwa Lake.

*The Pinehouse Vision:* Pinehouse is a holistic, healthy, self-sustaining community.

*Mission:* We will continue to work in unity to reclaim our community through positive values and indigenous identity.

*We Believe:*

- Spirituality nurtured and expressed within our community will make us stronger.
- Our traditional knowledge, as guided by our elders, is essential to our learning and appreciating our Aboriginal identity.
- All levels of leadership should be encouraged and practised with responsibility, accountability, and ownership.
- Quality education and knowledge are life-long and key to our future.
- A healthy family is dependent on making healthy lifestyle choices and taking personal responsibility.
- Our youth are valued, capable and have potential. With proper guidance they will be the collective owners of our future.
- United families will bring community success.
- Positive parenting and community support will help build children's self-esteem and levels of success.

*Pinehouse Strategic Goals:*

1. *Educated citizens*
  - Increase number of community members to attend post-secondary
  - Increase number of high school graduates
2. *Improve overall health of every individual*
  - Healing, breaking the cycle of addiction
  - Address and reduce alcohol and drugs
3. *Strengthen families*
  - Encourage parents to spend quality time with children
4. *Retain, practice and honour traditional values*
  - Encourage parents to speak to children in Cree
5. *Economic growth*
  - Increase employment opportunities by creating jobs
  - Increase economic activity and opportunity
6. *Safe communities*
  - Decrease youth in the court system
7. *Prevention, not reaction*
8. *Address and reduce alcohol and drugs*

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## 4.0 SUMMARY OF COMMUNITY ASSETS – KEY ISSUES, ASPIRATIONS, CAPABILITIES AND CAPACITIES

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As described in the Pinehouse Community Profile<sup>7</sup>, the community of Pinehouse has priorities and key issues, aspirations, capabilities and capacities that are most vital to the well-being of the community. These are organized to describe the characteristics of the community through five different perspectives or ‘lenses’.

- **Human:** Skills, knowledge and essential services supporting the well-being of the community;
- **Economic:** Monetary or financial resources supporting the well-being of the community;
- **Infrastructure:** Basic physical infrastructure supporting the well-being of the community;
- **Social:** Social and community activities in which people participate and the services and programs they draw upon to support well-being; and,
- **Natural environment:** Nature and the natural environment important to well-being.

The characteristics of the community are referred to as “assets” throughout the report. This is intended to highlight their importance and pave the way for a broad and holistic discussion of how the community may be affected by the APM Project, or other large projects which the community may consider.

Table 2 summarizes the priorities and key issues as understood through desktop research, review of documentation and discussions with community leaders and residents. Table 3 sets out the aspirations of the community have been articulated during Pinehouse’s strategic planning and visioning exercises, and in discussions with community leaders and representatives. Table 4 describes some of Pinehouse’s capabilities to overcome key issues, address main priorities and achieve aspirations as understood through discussions with the community.

The findings in these tables provide the foundation for the preliminary assessment of community well-being and the potential implications of the APM Project.

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<sup>7</sup> DPRA Canada. October 2013. *Community Profile, Pinehouse, Saskatchewan – Draft*.



**Table 2: Summary of Priorities and Key Issues**

Asset Category	Overall Priorities and Key Issues
<b>Human</b>	<p>Pinehouse has a growing and relatively young population, even though some residents must leave the community due to lack of employment/education or other opportunities. This relatively young and growing population presents challenges in terms of employment, housing and the provision of programs and services in the community, both currently and in the future. The size of the labour force and the labour force participation rate continues to grow. Levels of education are improving over time, although levels of attainment in Pinehouse remain lower than for CD 18 and the province (although the percentage of Pinehouse residents with a high school diploma/equivalent (23.2%) was greater than for CD 18 (18.6%)). Education is a priority, including replacing the high school facility. Limited health and safety services are available in Pinehouse.</p>
<b>Economic</b>	<p>Pinehouse is a community with employment challenges, including limited employment options in the community, low levels of formal education/training, and high levels of unemployment. Historically, Pinehouse’s unemployment rate has been greater even than that for CD 18, and much greater than that for the province as a whole; however in 2011 the unemployment rate was similar to the rest of Northern Saskatchewan. The median income of Pinehouse residents has been somewhat greater than for CD 18, but lower than the figures for Saskatchewan as a whole. Pinehouse Business North, the Village’s economic development arm, has established a new Board of Directors and is participating in the <i>Business Ready Investment Development Gateway</i> program to improve accountability, reporting, dispute resolution and investment planning.</p> <p>Pinehouse continues to explore economic development services available to the Northern Village, Pinehouse Business North, and local businesses/entrepreneurs from regional, Aboriginal, provincial and federal sources. The community participates in regional initiatives such as the Boreal West Enterprise Region and the Northern Economic Summit. Pinehouse signed a Collaboration Agreement with Cameco and AREVA in December 2012, which could have significant direct and indirect economic benefits for individual residents, the Northern Village, and Pinehouse Business North. Tourism opportunities are limited in the region by lack of accommodations and support services. As the only community on the Key Lake Road/Highway 914, Pinehouse provides basic services to tourists/campers travelling north to commercial, private or public camps. There are ongoing economic challenges for funding community, service and infrastructure needs.</p>
<b>Infrastructure</b>	<p>The Northern Village of Pinehouse is in discussions with the Province to increase its limited land base; this would facilitate additional infrastructure such as housing. The surrounding area is largely Crown Land. Pinehouse has been involved in a number of studies examining current and traditional land use in the area since the 1980s. The most recent land use and occupancy work is expected to be complete in 2013. The protection and enhancement of the natural environment surrounding Pinehouse is integral to community well-being, as many residents still have active ties to the land for traditional activities, spiritual and recreational uses. A limited commercial fishery is active in the community. The improvement of existing housing stock, and building new homes is an ongoing priority in Pinehouse, as it is in many Aboriginal/northern communities in Saskatchewan. Elders housing has been identified as a priority.</p> <p>Partnerships such as participation in the ‘Transitional Housing Initiative’ with the province will contribute to addressing the shortage of housing. Pinehouse has identified a number of improvements for municipal infrastructure and services in its Capital and Prioritization report (, including sewage pumping station upgrades, provision of services to additional lands, and lagoon expansion. With respect to transportation, Highway 914/the Key Lake Road is an all-weather gravel surface; conditions can decline substantially with wet weather or in winter with snow and ice.</p>

Asset Category	Overall Priorities and Key Issues
Social	<p>Pinehouse wants to continue its success with maintenance/enhancement of the use of the Cree language, particularly amongst the younger population. The proportion of the population speaking an Aboriginal language at home is somewhat less in Pinehouse than elsewhere in northern Saskatchewan. Ongoing support for a range of cultural activities in the community and the surrounding area (e.g. cultural camps, regional elders gatherings) remains a priority, as is identification and protection of socially / culturally important areas in and around the community. It has been difficult to maintain and enhance residents knowledge of /participation in traditional activities and practices, while balancing a modern lifestyle including wage employment in the community or out-of-town. The high cost of hunting, fishing and related activities is an ongoing challenge, limiting the participation of some residents.</p> <p>The community has identified the maintenance or replacement of existing community and recreation facilities (e.g. completion of arena) or development of new facilities to meet identified needs (e.g., family healing centre, curling rink, youth centre, elders gathering centre) as important. Pinehouse wants to continue the effective coordination of social development organizations and initiatives under the umbrella of the ‘Reclaiming Our Community’ initiative, making progress with respect to youth in particular. Enhancing resilience and recovery from substance abuse, which peaked in the 1970s, continues to be a challenge in Pinehouse to this day.</p>
Natural Environment	<p>An ongoing priority is maintaining, if not improving, environmental quality in Pinehouse and the surrounding area, to support current and future traditional (including hunting, trapping, fishing, wild rice harvesting, collection of berries and plants, recreation, spiritual practices) and community uses (e.g. recreation, commercial fishery). The use and occupancy study to be completed in 2013 will contribute to this goal. There is concern that there is not as much wildlife or fish as there once were; trapping and fishing are less viable commercially.</p>

**Table 3: Summary of Community Aspirations**

Asset Category	Overall Community Aspirations
Human	<p>Pinehouse continues to plan for the future, and has completed or is involved in visioning and strategic planning activities to identify goals and objectives, and the specific actions needed to achieve them (see Section 2.1.3 of the Community Profile for additional detail). These include improvements to community facilities and infrastructure (e.g., a phased upgrading of the community health centre is planned; a new high school has been identified as a priority), health and safety services (e.g. improved fire protection), education/training, economic development and community programs. The ‘Reclaiming Our Community’ initiative provides a forum for coordination of the activities of a number of organizations delivering a range of programs and services in Pinehouse.</p>
Economic	<p>Pinehouse’s vision and mission statements reflect the community’s aspirations with respect to economic development: “Pinehouse is a holistic, healthy, self-sustaining community. We will continue to work in unity to reclaim our community through positive values and indigenous identity.” Pinehouse has completed or is involved in visioning and strategic planning activities to identify goals and objectives, and the specific actions needed to achieve them. These include education/training and economic development. The provision of additional training/education opportunities for residents of all ages, and availability of employment or business opportunities that allow people to remain in/return to Pinehouse are priorities.</p>

Asset Category	Overall Community Aspirations
Infrastructure	Pinehouse has undertaken visioning and strategic planning activities to identify goals and objectives, and the specific actions needed to achieve them. These include additional housing stock, and improvements to community facilities and infrastructure (e.g. water and sewage improvements). Environmental quality is very important to the community, and any development that may occur in the future will need to reflect this.
Social	Pinehouse’s vision and mission statements reflect their emphasis on social and cultural values: “Pinehouse is a holistic, healthy, self-sustaining community. We will continue to work in unity to reclaim our community through positive values and indigenous identity.” The community has completed or is involved in visioning and strategic planning activities to identify goals and objectives, and the specific actions needed to achieve them. These include improvements to community facilities and programs. The ‘Reclaiming Our Community’ initiative provides a forum for coordination of the activities of a number of organizations delivering a range of programs and services in Pinehouse, and for the achievement of a variety of community goals with respect to enhanced community well-being on a number of fronts. Pinehouse is also utilizing the Medicine Wheel as a model or tool for individual and community healing, to reclaim Aboriginal identity, culture, and values.
Natural Environment	The integrity of the natural environment is highly valued by Pinehouse, as it is a source of sustenance, spiritual growth, and linkages between the past and the present. The community sees the need to balance traditional values and activities with the quality of life that can be associated with employment, quality housing, and access to recreation, health and social services in the community. Pinehouse’s vision and mission statements reflect this: “Pinehouse is a holistic, healthy, self-sustaining community. We will continue to work in unity to reclaim our community through positive values and indigenous identity.” The Pinehouse visioning and strategic planning exercises provide insights into the related values, goals and objectives of the community.

**Table 4: Summary of Community Capabilities**

Asset Category	Community Capabilities and Capacities
Human	The growing population is relatively young, and levels of educational attainment and labour force participation are comparatively low (although both are improving over time). This presents challenges in terms of employment, housing and the provision of programs and services in the community, both currently and in the future. In terms of health and safety, capacity in Pinehouse is limited with respect to the availability of facilities and services, and basic emergency response (e.g. RCMP, fire protection) is available in the community.
Economic	Although Pinehouse residents are faced with relatively high levels of unemployment, this appears to have been improving between 2006 and 2011. Currently, Pinehouse is facing challenges with respect to economic development, and is active on a number of fronts, for example through a revitalized Pinehouse Business North, the completion of the Collaboration Agreement with Cameco/AREVA, participation in regional forums such as New North, and improved opportunities for education and training for residents. The relative geographic isolation of the community limits economic development opportunities. However, the growing labour force and improving skill levels mean that Pinehouse residents can better access potential opportunities that may arise.
Infrastructure	Pinehouse has identified the need for improvement to community infrastructure including water and sewage systems, improvements to existing housing, and development of new housing stock. The all-weather, gravel-surfaced Key Lake Road, the only vehicular access into the community, can present difficult access under conditions of inclement weather. While there is a gravel airstrip in the community, it is not serviced by scheduled flights. There is no rail or bus service to Pinehouse.
Social	Pinehouse has a number of gaps with respect to community and recreation facilities and programs for residents of all ages in the community, as identified in several plans and analyses. However, the community continues to work diligently on the cultural initiatives related to language, encouragement of participation in traditional activities on the land, cultural camps, and the annual elders gathering. The 'Reclaiming our Community' initiative continues to demonstrate success with a partnership approach to the coordination of existing and development of new health and social services and programs in Pinehouse. This includes using the Medicine Wheel as a tool for individual and community healing, and to reclaim Aboriginal identity, culture, and values. There are active community programs to address issues with substance abuse and crime.
Natural Environment	The natural environment surrounding Pinehouse is a significant community asset, a source of sustenance, spiritual growth, and linkages between the past and the present. The land, water, fish and wildlife support current and future traditional and other community uses.

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## 5.0 COMMUNITY WELL-BEING ASSESSMENT

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In this section, based on the foregoing, implications of the implementation of the APM Project on the well-being of the community are examined through each of five different perspectives or “lenses”. These are referred to as “assets”. Additional detail on these is provided in the Pinehouse Community Profile<sup>8</sup>.

### 5.1 IMPLICATIONS FOR HUMAN ASSETS

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For the purpose of this analysis, the Human Assets within a community are understood to include the skills and knowledge inherent in it and the ability of a community to provide its residents with access to other skills, knowledge and essential services that are fundamental to maintaining community well-being, quality of life or a desired standard of living. In this analysis, the specific indicators examined included:

- Population Size and Demographics;
- Skills and Labour Supply;
- Education; and
- Health, Safety Facilities and Social Services.

Table 5 summarizes the implications of the APM Project for the human assets of Pinehouse. Substantial 'growth' in terms of population may not be an objective. The strategic planning activities in 2012 identified eight goals: Educated citizens; Improve overall health of every individual; Strengthen families; Retain, practice and honour traditional values; Economic growth; Safe communities; Prevention, not reaction; Address and reduce alcohol and drugs.

Pinehouse has a relatively young and growing population (approximately 1,400), despite the fact that many residents and families must leave the community to find employment or pursue other opportunities. While the community has not expressed a desire to grow, there is a strong desire to attract former residents and retain youth.

The labour force is relatively unskilled and growing due to the relatively young / increasing population. Participation in the labour force increased in 2011 compared to 2006 (from 46.0% to 52.1%), higher than the 2011 rate for CD 18 (46.7%) but lower than for Saskatchewan (69.2%). The size of the labour force in Pinehouse increased from 290 in 2006 to 370 in 2011.

While education levels have been increasing, levels of attainment in Pinehouse have generally remained lower than for CD 18 and the province. While training /education opportunities are limited in Pinehouse, there is access to regional training/education opportunities.

There are only limited health and safety facilities and services in the community, including the Pinehouse Community Health Center, a pharmacy, and dental clinic (located within the Minahik Elementary School). Additional health and safety facilities accessible to Pinehouse residents are located outside the community.

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<sup>8</sup> DPRA Canada. October 2013. *Community Profile, Pinehouse Saskatchewan – Draft*.

These include the La Ronge Health Centre, and Nikinan - a regional long-term care facility, both 216 km away by road in La Ronge. The closest acute care regional hospital services are in La Ronge. There is no ambulance service located in Pinehouse; the nearest is located in Beauval. There is an RCMP detachment in Pinehouse. Pinehouse has a Volunteer Fire Department, and a First Responders Volunteer Program.

As stated previously, it is assumed that in the case of Pinehouse, the APM facility and perhaps many of its supporting components would be located some distance from the community. In this model, however, there are still implications for the community. With the possible introduction of the APM Project and its associated local and regional economic opportunities, there is the potential for:

- Growth in population (including the return of former residents ) and diversity
  - Job creation and development of a skilled labour force
  - Increased enrolment / improvement in education and training opportunities
  - Direct and indirect employment for community and regional residents
- Increased demand for health and safety facilities and services; the project may serve as a catalyst for improvements

Pinehouse would require extensive assistance to plan for and manage the APM project implications, including training of the current/future work force and the planning/expansion of health and safety facilities and services. Substantial investment may be needed for local or regional training facilities.

Overall, in partnership with the NWMO, community well-being related to the human assets of Pinehouse could be enhanced as a result of the APM Project.

Table 5: Implications for Human Assets

Criteria / Measures	Ideal CWB Condition	Current Pinehouse Profile	Possible Pinehouse Profile with APM Project	Observations
<b>HUMAN ASSETS:</b>				
Population Size and Demographics	Retention of youth and young families Return of past out-migrants to the community	Increasing, relatively young, population →	Population retention and attraction of past residents →	<ul style="list-style-type: none"> <li>Pinehouse has experienced an increase in population according to community leadership, though many residents work outside the community or must leave to pursue employment/education opportunities.</li> <li>Community has not expressed a desire to grow – but rather to attract former residents and retain youth.</li> <li>APM project offers potential to create jobs, enable population retention and attract former residents back to the community.</li> <li>Pinehouse would require extensive assistance to plan for and manage the APM project implications.</li> </ul>
Skills and Labour Supply	Presence of a diverse, skilled workforce	Growing labour force with limited but improving skill levels → Relatively low participation rate	Job creation and growth of a diverse, skilled workforce →	<ul style="list-style-type: none"> <li>The Pinehouse labour force is relatively unskilled (although this is improving) and growing</li> <li>Majority of past out-migration has been workforce seeking employment or education opportunities elsewhere.</li> <li>Limited local employment opportunities to retain and engage workforce.</li> <li>APM project would likely provide greater opportunities to engage local workforce.</li> <li>Offers diverse career opportunities for local residents in direct and indirect jobs.</li> <li>Pinehouse would require extensive assistance to train and engage local workforce.</li> </ul>
Education	Access to education and training Increased enrolment and programming	Increasing education and training through access to regional training and education →	Increased enrolment and opportunities for education and training → Broader range of programming	<ul style="list-style-type: none"> <li>Pinehouse has experienced increasing education and training levels, but more investment is required to accommodate rising demand for education and training.</li> <li>Wide range of new local employment/career opportunities with the APM Project will retain and attract young families to the area, increasing enrolment.</li> <li>The APM Project will stimulate career aspirations and interest in training and education.</li> <li>Pinehouse would require planning and support to educate and train current workforce and future generations to take advantage of career opportunities.</li> <li>Pinehouse may require substantial investment for new training facilities in the local region or the community.</li> </ul>
Health & Safety Facilities and Services	Access to full range of health services 24/7 Fully serviced by emergency responders	Limited health and safety facilities and services in the community → Specialty care not available within the community	Increased demand on services and facilities → Catalyst to broaden supply of services and facilities, particularly healthcare	<ul style="list-style-type: none"> <li>Basic healthcare is available; specialty healthcare requires travel outside the community.</li> <li>Basic emergency services are available to the community at this time.</li> <li>With growth, demand for health and safety services will increase.</li> <li>Potential for increased social risks associated with population growth and project activity.</li> <li>Conversely, growth may also stimulate planning and expansion of health and safety facilities and services.</li> </ul>
Declining-Negative	←			
Neutral-Stable	↔			
Increasing-Enhanced-Positive	→			
Uncertain	△			

## 5.2 IMPLICATIONS FOR ECONOMIC ASSETS

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The Economic Assets within a community are understood to include the monetary or financial related resources that people use to achieve their well-being objectives. It includes cash or equivalents to individuals and/or their community, and availability of financial and economic resources that allow the community and residents to manage their finances and wealth. In this analysis, the specific indicators examined included:

- Employment;
- Business Activity;
- Income;
- Tourism;
- Economic Development Services; and
- Governance and Municipal Finances.

Table 6 summarizes the implications of the APM Project for the economic assets of Pinehouse.

Pinehouse is a community with employment challenges, including limited employment options, low levels of formal education /training, and high levels of unemployment. There are several uranium mining operations north of Pinehouse, offering some Pinehouse residents employment. The Northern Village of Pinehouse and the Kineepik Métis Local Inc. signed a Collaboration Agreement with Cameco Corporation and AREVA Resources Canada in December 2012; this is expected to improve employment and business opportunities in Pinehouse. Many residents have to leave the community to find employment, youth in particular. While improving over time, unemployment rates in Pinehouse remain significantly higher than for the province as a whole. Historically, Pinehouse's unemployment rate has been greater even than that for CD 18, and much greater than that for the province as a whole. In 2011, the unemployment rate of 17.6% was similar to CD 18 (17.9%) but still much higher than Saskatchewan (5.9%). In 2006, the unemployment rate in Pinehouse was 22.4%. Incomes are relatively low, with a greater reliance on government transfers than the region or province as a whole. In 2005, the median income of Pinehouse residents and median household income was somewhat greater than for CD 18, but lower than the figure for Saskatchewan as a whole.

Pinehouse Business North (PBN, the economic development arm of the Northern Village of Pinehouse) is revitalizing, and there are successful local businesses in the community. There are a relatively small number of local businesses, but they often struggle, although there are successful companies in the community. Pinehouse is a service center for the limited tourism/ recreation along Key Lake Road (remote lodges, camping, private camps). A range of economic development support services are available to PBN, residents and businesses from regional, Aboriginal, provincial and federal sources.

Pinehouse continues to face fiscal challenges with respect to funding infrastructure and services. The recent Collaboration Agreement with industry may assist in that regard.



As stated previously, it is assumed that in the case of Pinehouse, the APM facility and perhaps many of its supporting components would be located some distance from the community. In this model, however, there are still implications for the community. With the possible introduction of the APM Project and its associated local and regional economic opportunities in the community, there is the potential for:

- Growth in the number and diversity of employment opportunities in the community
- Growth in employment, and therefore household incomes, resulting in less reliance on government transfers
- Growth in the activity of existing businesses; new businesses responding to needs may emerge
- Potential negative perception effect on tourism operations or market segments that value remote wilderness; potential increase in tourism that would address niche market opportunities associated with APM
- PBN, as well as new and existing businesses, will be able to take advantage of APM Project opportunities
- Improved revenue stream/ tax base (residential, commercial and industrial properties) to offset potential increased operating and capital requirements

Pinehouse may require substantial assistance to effectively manage implications of the APM Project. This could include:

- Ensuring local residents are able to realize project direct and indirect employment opportunities
- Some residents may benefit from assistance and counselling regarding wealth and debt management.
- Planning, implementing and managing economic development
- Assisting Pinehouse and tourism operators/ organizations to manage the presence of APM constraints and opportunities
- Planning and implementing a strategy that will fully realize the economic development opportunities presented by the APM Project
- Developing an understanding of the fiscal implications of the APM Project and to how best to manage its finances to ensure upside potentials are fully realized and downside risks are minimized

Overall, community well-being related to the economic assets of Pinehouse would appear to be enhanced as a result of the APM Project.

Table 6: Implications for Economic Assets

Criteria / Measures	Ideal CWB Condition	Current Pinehouse Profile	Possible Pinehouse Profile with APM Project	Observations	
<b>ECONOMIC ASSETS:</b>					
<b>Employment</b>	Increasing employment opportunities for residents	Limited on-reserve employment opportunities  A high unemployment rate  Recent Collaboration Agreement with uranium industry will provide opportunities	←	→	<ul style="list-style-type: none"> <li>▪ Pinehouse is a community with employment challenges, including limited employment options, low levels of formal education/training and high levels of unemployment. While trends show improvement over time, education/training and employment rates are much lower than for the province as a whole.</li> <li>▪ Uranium mining operations offer employment opportunities for some residents.</li> <li>▪ Recent collaboration agreement (December 2012) with the Cameco/AREVA could offer further employment opportunities.</li> <li>▪ Many residents, youth in particular, have left the community to seek employment or educational opportunities elsewhere.</li> <li>▪ APM Project would offer a diverse range of employment opportunities and careers for both community and regional residents.</li> <li>▪ Pinehouse may require assistance to ensure local residents are able to realize project direct and indirect employment opportunities.</li> </ul>
<b>Income</b>	Household income growth and diminished need for social assistance	Incomes are relatively low with a high reliance on government assistance	→	→	<ul style="list-style-type: none"> <li>▪ Income levels are relatively low.</li> <li>▪ There is a high reliance on government transfers.</li> <li>▪ APM Project would create local jobs and as a result this will stimulate growth in household income and wealth creation as well as diminish reliance on government transfers.</li> <li>▪ Some residents may benefit from assistance and counselling regarding wealth and debt management.</li> <li>▪ Pinehouse may require substantial assistance to help residents realize employment opportunities and manage their finances.</li> </ul>
<b>Business Activity</b>	Business growth and increasing business diversity	Pinehouse Business North is stimulating business activity  Recent Collaboration Agreement with uranium industry will provide opportunities	→	→	<ul style="list-style-type: none"> <li>▪ Pinehouse Business North, the NVP’s economic development arm, is growing and stimulating business activity, particularly in association with uranium mining.</li> <li>▪ There are a relatively small number of local businesses, they often struggle, although there are successful companies in Pinehouse</li> <li>▪ December 2012 Collaboration Agreement may create further business opportunities</li> <li>▪ APM project would create local direct and indirect jobs and stimulate business activity across the community.</li> <li>▪ By reversing the population decline and raising incomes local market opportunities would present themselves and these in turn will stimulate business growth and diversity.</li> <li>▪ Pinehouse may require substantial assistance to plan, implement and manage economic development.</li> </ul>
<b>Tourism</b>	Stability or growth in area tourism	Limited tourism activities at present	→	→	<ul style="list-style-type: none"> <li>▪ Tourism is not currently an important economic driver in Pinehouse.</li> <li>▪ Tourism infrastructure and support services are limited.</li> <li>▪ Although there are existing uranium mines in northern Saskatchewan, the APM Project may result in some negative perceptions of the area, which might limit wilderness tourism opportunities.</li> <li>▪ APM and the planned Centre of Excellence may attract niche market opportunities associated with APM.</li> <li>▪ Pinehouse and tourism operators/ organizations may require assistance to manage the presence of APM Project constraints and opportunities.</li> </ul>
<b>Economic Development Services</b>	An active, economic development organization that has demonstrated success in attracting businesses to the community	Pinehouse Business North has been successful in attracting new business opportunities	→	→	<ul style="list-style-type: none"> <li>▪ Pinehouse Business North is pursuing and growing business opportunities.</li> <li>▪ A broad range of economic development services and programs are available to the community.</li> <li>▪ Recently negotiated Collaboration Agreement with the uranium industry includes business development opportunities.</li> <li>▪ APM would provide a catalyst for economic development through its own presence and creation of associated business opportunities.</li> <li>▪ Pinehouse may need substantial assistance to plan and implement a strategy that will fully realize the economic development opportunities presented by the APM Project.</li> </ul>

Criteria / Measures	Ideal CWB Condition	Current Pinehouse Profile	Possible Pinehouse Profile with APM Project	Observations
Governance and Municipal Finances	Community is financially sustainable over short and long term	Pinehouse continues to face fiscal challenges for infrastructure and services	An enhanced tax base with solid contributions from industrial and commercial properties	<ul style="list-style-type: none"> <li>There are economic challenges funding community, service and infrastructure needs.</li> <li>Recent Collaboration Agreement with the uranium Industry will improve fiscal circumstances.</li> <li>APM Project by its presence would elevate revenues available to the community.</li> <li>Pinehouse may need substantial assistance to understand the fiscal implications of the APM Project and to how best to manage its finances to ensure upside potentials are fully realized and downside risks are minimized.</li> </ul>
		Circumstances may change with recent Collaboration Agreement	Sufficient revenues to cover operating and capital requirements	
Declining-Negative				
Neutral-Stable				
Increasing-Enhanced-Positive				
Uncertain				

### 5.3 IMPLICATIONS FOR INFRASTRUCTURE

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The Infrastructure or Physical Assets within a community is understood to include the basic infrastructure needed to support well-being and the tools or equipment that people use to function more productively. Infrastructure is a public good and improved access to it increases community well-being and quality of life. In this analysis, the specific indicators examined included:

- Land Use;
- Housing;
- Municipal Infrastructure and Services; and
- Transportation Infrastructure.

Table 7 summarizes observations with respect to the APM Project for the physical assets or infrastructure of Pinehouse.

Pinehouse has limited physical assets in terms of housing, municipal and transportation infrastructure. There is a need for additional quality housing stock in the community. A greater proportion of dwellings in Pinehouse were in need of major repair in 2006 relative to the region and the province. The number of dwellings is increasing modestly over time, and Pinehouse is currently involved in a program with the province to construct 10 homes for low to moderate income residents on an annual basis (the first five were completed in August 2013). In 2006, approximately 1/3 of dwellings were owned, and 2/3 were rented (Saskatchewan Housing Corporation owns many of the rental units). Information is not readily available on housing prices or rents in Pinehouse.

The Northern Village of Pinehouse has a relatively small land base, covering approximately 6.84 km<sup>2</sup>, although discussions are underway with the province to obtain additional lands. The area surrounding the community is largely Crown Land. Pinehouse has been involved in a number of studies examining current and traditional land use in the area since the 1980s. The most recent land use and occupancy work is expected to be complete in 2013 and will include over 38,000 data points and contributions from 122 traditional land users.

Pinehouse provides the following municipal infrastructure and services: water treatment station and distribution, sewage collection and lagoon, a landfill and cemetery. Sewage collection and lagoon improvements, and water and sewer servicing to additional municipal lands have been identified as priorities. The landfill lifespan is uncertain. A reliable/major power supply may not be readily accessible, and there is limited communications infrastructure.

Pinehouse is linked to Highway 165 by the all-weather gravel surface Key Lake Road (Highway 914). The community's airport is unstaffed, and is not serviced by scheduled flights – only charters/private aircraft. The nearest airports offering scheduled flight services are in Saskatoon and Prince Albert. There is no rail/bus service to Pinehouse.

As stated previously, it is assumed that in the case of Pinehouse, the APM facility and perhaps many of its supporting components would be located some distance from the community. With this model, however, there are still implications for the community. With the possible introduction of the APM Project, new direct/indirect employment and business opportunity for community members, and new in-migrant workers to the community, there is the potential for:

- Increased demand for housing supply that will need to be addressed through proactive planning and construction
- Increased demand and also opportunities for new or improved municipal infrastructure and services including roads and airport facilities

The APM Project will need to address land use compatibilities in the surrounding area with particular regard to subsistence and traditional activities. Pinehouse and relevant authorities may need substantial assistance to manage the implications of the APM Project with respect to infrastructure, including:

- Planning, developing and maintaining a sustainable housing portfolio
- Planning, operating, maintaining, and building new infrastructure as required to meet service demands associated with the APM Project
- Creation of a multimodal transportation plan to design, build, operate and manage transportation facilities and services needed by the APM Project

Overall, the changes in community well-being related to the infrastructure of Pinehouse would appear to be enhanced as a result of the APM Project.

Table 7: Implications for Infrastructure

Criteria / Measures	Ideal CWB Condition	Current Pinehouse Profile	Possible Pinehouse Profile with APM Project	Observations
<b>INFRASTRUCTURE OR PHYSICAL ASSETS:</b>				
Land Use	Land uses are compatible and land use plans share a common vision	Land use initiatives/planning mechanisms are underway  Concern about encroachment by external users on traditional lands	APM project to be implemented in a way that is sensitive to the needs of all land users	<ul style="list-style-type: none"> <li>Pinehouse is seeking to expand its land base.</li> <li>Pinehouse has been involved in a number of studies examining current and traditional land uses in the local area and have also been involved in a number of regional studies; some of which have been completed and others are underway. The most recent land use and occupancy work is expected to be complete in 2013.</li> <li>APM Project will need to address land use compatibilities with particular regard to subsistence and traditional activities.</li> </ul>
Housing	Sufficient housing stock to meet all needs and incomes  Average house values increase over time in line with household incomes	Housing stock is modestly increasing though not sufficient to meet demand  High proportion of existing homes in need of repair	Potential improvements to existing housing stock  Creation of new housing stock  Potential shortage of supply if development does not keep pace with demand	<ul style="list-style-type: none"> <li>Stock of housing is increasing though demand outstrips supply; many are rental units owned by Saskatchewan Housing.</li> <li>Existing housing stock is need of repair.</li> <li>In 2012 Pinehouse began a program with the Province to construct 10 homes for low to moderate income residents on an annual basis; the first five homes were completed in August 2013.</li> <li>APM Project could stimulate demand for housing by local and returning residents in the community.</li> <li>APM Project would create a demand for a mix of housing types and tenure arrangements.</li> <li>A supply/demand balance of housing would need to be maintained to prevent excessive price escalation and ensure there is a strong supply of affordable housing.</li> <li>Pinehouse may need substantial assistance to plan, develop and maintain a sustainable housing portfolio.</li> </ul>
Municipal Infrastructure and Services	Infrastructure assets are in good condition, well maintained and adequately sized to meet the short and long term needs of the community	Improvements to infrastructure services have been identified	Increased demand for infrastructure and services  Enhanced opportunities for new and renewed infrastructure	<ul style="list-style-type: none"> <li>Upgrading and building new infrastructure is required and has been identified as a priority.</li> <li>APM Project may place increased demands on existing infrastructure and may necessitate facility replacement and upgrade in some cases.</li> <li>APM Project would generate municipal revenues directly and indirectly that can be applied to facility operation and maintenance, upgrading and replacement.</li> <li>Pinehouse may need substantial assistance to plan, operate, maintain, and build new infrastructure as required to meet service demands associated with the APM Project.</li> </ul>
Transportation Infrastructure and Services	A strong complement of transportation facilities and services to meet the needs of the residents and businesses within the community	Located on all-weather gravel highway  No rail access  Airport is unmanned	Upgrading / rehabilitation of transportation infrastructure and services	<ul style="list-style-type: none"> <li>Highway 914 is an all-weather gravel road and local airport is unmanned.</li> <li>The nearest airports offering scheduled flight services are in Saskatoon and Prince Albert.</li> <li>APM Project would increase road and airport usage and this may necessitate upgrading and expansions including improvements to Highway 914.</li> <li>Pinehouse and relevant authorities may require substantial assistance to create a multimodal transportation plan to design, build, operate and manage transportation facilities and services needed by APM.</li> </ul>
Declining-Negative				
Neutral-Stable				
Increasing-Enhanced-Positive				
Uncertain				

## 5.4 IMPLICATIONS FOR SOCIAL ASSETS

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For the purpose of this analysis, the Social Assets within a community are understood to include the social and community activities in which people participate and the resources that they draw upon in pursuit of their well-being. These activities and resources create networks within and between communities, enhance cohesion and generate trusting relationships and community pride. In this analysis, the specific indicators examined included:

- Diversity of Population
- Cultural Heritage Resources
- Community Facilities and Programs;
- Social Services and Organizations; and
- Community Character.

Table 8 summarizes the implications of the APM Project for the social assets of Pinehouse.

Pinehouse is an Aboriginal community, with most residents being Métis of Cree ancestry. In 2011, 94% of the population identified as Aboriginal people; of these 65.8% were Métis, and 34.5% were First Nations. In 2011, the visible minority population in Pinehouse was less than 1%. Census data indicates that in 2011, 27.5% of Pinehouse residents spoke an Aboriginal Language at home (recorded by Stats Can as Cree); slightly less than CD 18 (31.9%). Saskatchewan showed a little under 2% of the province speaks an Aboriginal dialect at home. The proportion of the population speaking an Aboriginal language at home declined between 2006 and 2011 in Pinehouse, CD18 and Saskatchewan as a whole.

The natural environment and traditional activities on the land and water continue to be very important to Pinehouse residents. The community has faced and overcome significant social, cultural and economic changes in a relatively short period since the 1970s when road access came with the development of uranium mines in the region, contributing to a sense of pride and independence. Pinehouse continues its efforts to address challenges related to housing, education, employment, health and social services, substance abuse, and cultural initiatives related to language, encouragement of participation in traditional activities on the land, cultural camps, and the annual regional elders gathering hosted by the community.

Geographically, Pinehouse is relatively isolated. It is the only community on the Key Lake Road/Highway 914, and its nearest neighbour, Beauval is more than 100 km to the southwest by road. There are a limited number of community recreational facilities and programs in Pinehouse. Maintenance and operation of existing facilities can be a challenge with limited revenues. It should be noted that many recreational activities in the community don't require significant infrastructure or organized programming (e.g., hunting, fishing, camping, cross-country skiing, and snowmobiling). Recently identified needs include an elders gathering centre, a family healing centre, completion of the hockey rink interior, a youth centre, Kineepik Métis Local Building (including facilities for the community radio station), and a curling rink.

Social development in Pinehouse is coordinated under the umbrella of ‘Reclaiming our Community’, a long-term interagency initiative focused on eradicating social problems from the community through recreation, education, awareness, prevention, and traditional/cultural teachings. Pinehouse is also utilizing the Medicine Wheel as a model or tool for individual and community healing, to reclaim Aboriginal identity, culture, and values. Residents have access to child care and affordable rental housing for seniors. The range of services available varies over time as funding from external sources becomes available. There is a community radio station; regional TV and print media service the community.

While there are historical divisions in the community of Pinehouse, the community has been actively working on a number of initiatives and programs to strengthen cohesion in the community (e.g., as evidenced by the ‘Reclaiming our Community’ initiative, events such as the Elders Gathering and cultural camps). The common Métis and First Nations ancestry of most community members and related cultural ties (e.g. language, traditional activities) also contribute to the cohesion of the community.

As stated previously, it is assumed that in the case of Pinehouse, the APM facility and perhaps many of its supporting components could be located some distance from the community. In this model, however, there are still implications for the immediate community. With the possible introduction of the APM Project, new direct/indirect employment and business opportunities for community members, and new in-migrant workers to the community, there is the potential for:









- Increased demand for community recreational facilities and programs, which may be offset by opportunities for new and revitalized services
- Increased demand for and use of social services and organizations
- Enhanced opportunities for new services and organizations
- Enhanced opportunities for existing and new media outlets
- The strengthening of some aspects of community character, but recognition that there are concerns regarding maintaining Pinehouse’s traditional lifestyle/culture and values.
- Increased division in community support for the APM Project, as at this time many community members have not demonstrated a high level of interest in learning more about the process or project

There is uncertainty as to how the APM project might change valued elements of the character of the community (e.g., as a result of returning residents or in-migrant workers, changes in cultural diversity, traditional Aboriginal culture). The APM project could enhance community character if carefully managed to ensure the factors contributing positively to community character are maintained and that the Project aligns with community vision. Pinehouse would need substantial assistance to plan for and deal with these uncertainties, and to plan, develop and operate the community facilities, services and organizations needed in light of the APM Project.

Overall, there is uncertainty about whether the project will disrupt cohesion and compromise social well-being in the community.



**Table 8: Implications for Social Assets**

Criteria / Measures	Ideal CWB Condition	Current Pinehouse Profile	Possible Pinehouse Profile with APM Project	Observations
SOCIAL ASSETS:				
Diversity of Population	To be determined	Aboriginal population	 Potential change in population diversity 	<ul style="list-style-type: none"> <li>Vast majority of the population is Aboriginal identity (94%).</li> <li>Strong Métis/Cree culture but specifics around the community’s vision for cultural and population diversity have yet to be determined.</li> <li>APM Project may change character of community and surrounding area as a result of returning residents and in-migrant workers.</li> <li>Uncertainty as to the implications of the APM on cultural diversity in the community and surrounding area.</li> </ul>
Cultural Heritage Resources	Cultural and heritage values are identified and celebrated	Traditional activities and culture are highly valued  Initiatives underway to enhance	 Potential effects on traditional and cultural activities  Potential discovery of new archeological sites with APM studies	 <ul style="list-style-type: none"> <li>Traditional activities and culture are highly valued, initiatives underway to enhance.</li> <li>Potential APM Project effects on traditional/cultural activities of Pinehouse are uncertain at this time.</li> <li>New residents and workers may join with local residents in recognizing and celebrating cultural and heritage values in the community and area.</li> <li>APM Project studies may result in identification of new archaeological sites.</li> </ul>
Community Facilities and Programs	A strong complement of facilities and programs to meet the needs of the residents	Limited range of facilities and programs	 Increased demand for and patronage of recreation programs  Enhanced opportunities for new and renewed facilities	 <ul style="list-style-type: none"> <li>There are a limited number of community facilities and programs in Pinehouse. Maintenance and operation of existing facilities can be a challenge with limited revenues. It should be noted that many recreational activities in the community don’t require significant infrastructure or organized programming (e.g., hunting, fishing, camping, cross-country skiing, and snowmobiling).</li> <li>The recent Capital Project and Prioritization Report noted the need for an elders gathering centre, a family healing centre, completion of the hockey rink interior, a youth centre, Kineepik Métis Local Building (including facilities for the community radio station), and a curling rink.</li> <li>APM Project would bring population into the community and this population may place demands on existing facilities and services and may create need for new facilities and services as well as additional participation and resources to support growth in facilities and services.</li> <li>Pinehouse may need assistance to plan, develop and operate the recreational facilities and services needed in light of the APM Project.</li> </ul>
Social Services and Organizations	A wide range of services, organizations and media outlets present to support the social fabric and needs of the community	Social service provision is improving, however, gaps remain	 Increased demand for and use of social services and organizations  Enhanced opportunities for new services and organizations  Enhanced opportunities for existing and new media outlets	 <ul style="list-style-type: none"> <li>Pinehouse and other organizations deliver health, social and educational programs to the community and new services are being created to further meet special needs of the community; ‘Reclaiming Our Community’ is an umbrella for coordinating these services. The Medicine Wheel is used as a tool for individual and community healing, to reclaim Aboriginal identity, culture, and values.</li> <li>Local radio / regional TV and print media service the community.</li> <li>APM Project may bring population in to the community and this may place additional demands on existing facilities, services and organizations or may create a need for new services and organizations along with additional participation and resources to support growth in social services and organizations.</li> <li>Pinehouse would need assistance to plan, develop and resource the services and organizations needed in light of the APM Project.</li> </ul>

Criteria / Measures	Ideal CWB Condition	Current Pinehouse Profile	Possible Pinehouse Profile with APM Project	Observations
SOCIAL ASSETS:				
Community Character	<p>Strong sense of community identity</p> <p>Cohesive community</p> <p>Stability of population</p>	<p>Strong Métis/Cree identity highly values traditional ways and land</p> <p>Some existing family rivalries</p> <p>Residents must often leave community for employment</p>	<p>Potential to alter community character if there are changes to type/level of population or physical characteristics of community</p> <p>APM Project may diminish community image and pride for some residents</p> <p>APM Project may create divisions within the community</p>	<p>■ Pinehouse has a strong sense of pride associated with Aboriginal culture, the natural environment and traditional activities.</p> <p>■ Pinehouse has experienced significant social, cultural and economic change since the 1970s and is working as a community on a number of initiatives that will strengthen cohesion.</p> <p>■ Pinehouse is a remote Aboriginal community with many Métis and some First Nations people; residents feel a strong link to their community and there are many extended families.</p> <p>■ Community has experience with uranium mining but limited experience with a participatory process such as the NWMO “Learn More” Process; because of this, many community members have not yet engaged in the learning process.</p> <p>■ There are some divisions in the community, including with respect to how development projects in the area can fit with community values and objectives, and this may have implications for the APM Project.</p> <p>■ The APM project could enhance community character if carefully managed to ensure the factors contributing positively to community character are maintained and that the Project aligns with community vision.</p> <p>■ Pinehouse would need substantial assistance to plan for and deal with the APM Project.</p>
Declining-Negative				
Neutral-Stable				
Increasing-Enhanced-Positive				
Uncertain				

## 5.5 IMPLICATIONS FOR NATURAL ENVIRONMENT

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For the purpose of this analysis, the Natural Environment within a community is understood to include a wide range of natural assets from intangible public goods (e.g. air quality and biodiversity) to resources that are “used” by people (e.g. water, trees, land and wildlife). In this analysis, the specific indicators examined included:

- Parks and Protected Areas; and
- Natural Areas/Features of Significance.

Table 9 summarizes the implications of the APM Project for the natural assets of Pinehouse.

Pinehouse residents, as well as others (i.e., from regional communities and First Nations) regularly use the surrounding area for recreational and traditional activities (e.g., hunting, fishing, trapping, and plant gathering [wild rice, traditional medicines, berry picking]). A small commercial fishery is operated out of Pinehouse. Pinehouse has been involved in a number of studies examining current and traditional land use in the area since the 1980s. The most recent land use and occupancy work is expected to be complete in 2013. There are two parks located close to Pinehouse. To the north on the Key Lake Road (27 km) is the Gordon Lake Recreation Site (3.7 km<sup>2</sup>); to the southeast (35 km on Highway 165) is the Besnard Lake Recreational Site (1.5 km<sup>2</sup>). A number of small/informal recreation /camp areas, private camps, and commercial lodges are located along the Key Lake Road and nearby lakes. In July 2013 the Pink Lake Representative Area Ecological Reserve, located approximately 140 kilometres northeast of Pinehouse, became Saskatchewan’s largest provincially-designated protected area of approximately 3,660 square kilometres. There are no other known wildlife or nature reserves in the Pinehouse area.

There are two regional land use planning initiatives in the area: The Pinehouse-Dipper Integrated Forest Land Use Planning process (initiated in 2000 but not completed as of July 2013), and the Misinipiy Integrated Land Use Plan (2012) covering the area north and east of Pinehouse.

The Churchill River was nominated as a potential Canadian Heritage River in 1993; as of June 2013, it remains a candidate but has not been designated.

Initial studies on the potential environmental effects associated with the project suggest that the APM Project, particularly if it is located remote to the community, is unlikely to have any significant negative effect on the natural environment near the community. In principle, there is the potential that visitation to the area may experience some decline as tourists might choose to avoid the area because of the presence of the facility. It is expected that through working with local communities and relevant authorities and clearly communicating with the public, any effects of the project on tourism can be mitigated. Further study is required to better understand and predict the potential effects of the project on both local and visitor perception and use of the area.

As would be the case with any large project, natural areas might be affected during the construction and operation phase of the project. Effective mitigation and environmental protection measures will ensure that the overall environmental integrity of the area is maintained. It is understood at this point in time that no net negative environmental effects are likely during the construction, operation, and decommissioning phases of the used fuel repository itself.

The Project contains some flexibility with respect to on-site building designs and energy use to be consistent with broad environmental and social values. For example, the ability to use renewable sources of electric power, where feasible, coupled with energy-efficient building designs might limit the overall carbon footprint of the project.

Table 9: Implications for Natural Environment

Criteria / Measures	Ideal CWB Condition	Current Pinehouse Profile	Possible Pinehouse Profile with APM Project	Observations and Implications
<b>NATURAL ENVIRONMENT:</b>				
Parks and Protected Areas	Parks and Crown Lands are supported and maintained and also remain available for traditional use	Parks and Crown Lands available for passive and active recreational use and traditional activities	Potential for increased demand	<ul style="list-style-type: none"> <li>Provincial recreation sites, informal camp areas, community camps, private camps and surrounding Crown lands are important features for Pinehouse</li> <li>Pinehouse has been involved in a number of studies examining current and traditional land use in the area since the 1980s, and have also been involved in a number of regional studies. The most recent land use and occupancy work is expected to be complete in 2013.</li> <li>There are proposed protected areas to the north of the area used by Pinehouse residents.</li> <li>Potential for increased demand on Crown land/parks/protected areas.</li> <li>With proper planning and dialogue, resources would remain protected and increased demand managed.</li> </ul>
Natural Areas / Features of Significance	Areas and features are protected and contribute to pride of place	The natural environment surrounding Pinehouse is important for traditional and recreational activities	Potential for increased demand and degradation of features	<ul style="list-style-type: none"> <li>Extensive surrounding wilderness areas hold important traditional/cultural/economic value for the community.</li> <li>There are two regional land use planning initiatives in the area</li> <li>Churchill River was nominated as a potential Canadian Heritage River in 1993 but has not yet received designation.</li> <li>Some natural areas might be affected by the APM Project.</li> <li>Effective mitigation and environmental protection measures will ensure that the overall environmental integrity of the area is maintained.</li> <li>It is understood at this point in time that no net negative environmental effects are likely during the construction and operation phase of the used fuel repository itself.</li> </ul>
Declining-Negative				
Neutral-Stable				
Environment – Integrity Maintained				
Increasing-Enhanced-Positive				
Uncertain				

## 5.6 COMMUNITY WELL-BEING SUMMARY

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Based on the foregoing discussion, the APM Project has some potential to be a fit for the community of Pinehouse. Table 10 summarizes the overall community well-being implications for Pinehouse based on the five asset categories discussed above.

The Northern Village of Pinehouse is a Métis community. Additional 'growth' in terms of population may not be an objective and, therefore, a more remote from community camp may be a preferred project model.

Community well-being in Pinehouse (and surrounding communities) could be enhanced with increased operational capacity as a result of the APM Project. Employment and business opportunities, new housing and the social, community, and retail services that are associated with the APM Project could enhance the quality of life in Pinehouse and other communities in the area.

Some natural areas might be affected by the APM Project. Effective mitigation and environmental protection measures will ensure that the overall environmental integrity of the area is maintained.

The Project would present significant opportunities for economic development and capacity building, but would need to be balanced with the traditional way of life and culture that is practiced by and important to this community.

In the surrounding area, economic hardship, limited infrastructure, lower education levels, limited health and social services and the large number of small, isolated and remote communities provide many challenges. While the project could benefit surrounding area communities, the degree to which direct/indirect benefits would be experienced is not clear. Tourism is not a major economic driver. There are recreation areas, commercial lodges and private camps in the area that may experience declines in use as a result of negative perceptions due to the project; however, with planning, tourism opportunities may be enhanced.

The introduction of the APM Project to Pinehouse will create significant change– some positive or beneficial, and some negative. Positive changes could include:

- Employment and business opportunities (direct and indirect)
- Ability to retain youth/young families in the community
- Improved education and training, development of a skilled work force
- Enhanced self-sufficiency for individuals, families and the community as a whole
- Improved tax base/municipal revenues

Potential negative effects could include:

- Population growth due to in-migration of workers – including the return of former residents - may strain local community assets (infrastructure, housing, facilities and services) beyond their capacity (in the absence of planning or mitigation) or present cultural differences
- Potential negative perceptions of the effect on tourism and recreation in the area
- Potential increased division in the community, as at this time , many community members have not demonstrated a high level of interest in learning more about the process or project

Locating the APM Project in the vicinity of Pinehouse will necessitate that NWMO work with the community and regional authorities to ensure effective planning to minimize adverse effects and to optimize benefits.

APM Project

Table 10: Overall Community Well-Being Implications

Criteria / Measures	CWB is Enhanced When ...	Current Pinehouse Profile		Possible Pinehouse Profile with APM Project		Observations and Implications
<b>OVERALL CWB IMPLICATIONS:</b>						
<b>Human Assets</b>	Stable population with the retention of youth and return of out-migrants to the community, with improving education, skill levels and health care resources	Improving		Enhanced		<ul style="list-style-type: none"> <li>APM Project would provide increased job opportunities for current residents and attract previous residents back to the community.</li> <li>Youth would be retained through increased employment opportunities.</li> <li>Educational and healthcare resources would be enhanced and new facilities could be developed.</li> </ul>
<b>Economic Assets</b>	Employment opportunities are available and funding increases to support community services and facilities	Improving		Enhanced		<ul style="list-style-type: none"> <li>There will be increased employment and business opportunities and a more diverse range of jobs.</li> <li>Increased funding through a wider revenue base would provide the financial resources for Pinehouse to fund its infrastructure projects, educational developments, community and recreational facilities and programs and social services and organizations.</li> <li>The increased jobs from the APM Project would be the catalyst for Pinehouse to enhance its community well-being.</li> </ul>
<b>Infrastructure</b>	Infrastructure is maintained or improved to meet the needs of the community	Neutral		Enhanced		<ul style="list-style-type: none"> <li>The APM Project will need to address land use compatibilities with particular regard to subsistence and traditional activities</li> <li>The APM Project, while placing increased demands on some of the infrastructure and services, would overall provide increased funding to improve and enhance existing infrastructure and services.</li> </ul>
<b>Social Assets</b>	Opportunities exist for recreation and social networking. Community is cohesive, and community character is enhanced.	Improving		Uncertain		<ul style="list-style-type: none"> <li>The community could see benefit through increased funding for its recreational facilities and programs as well as its social services and organizations.</li> <li>Many residents have remained outside of the APM "Learn More" engagement process.</li> <li>Historical divisions in the community have created some rifts between community members and this may have implications for the APM Project.</li> <li>The APM Project could enhance community character if carefully managed to ensure the factors contributing positively to community character are maintained and that the Project aligns with community vision.</li> </ul>
<b>Natural Environment</b>	Natural areas, parks and conservation reserves are preserved and maintained for use and enjoyment	Positive		Environment – Integrity Maintained		<ul style="list-style-type: none"> <li>Some natural areas might be affected by the APM Project.</li> <li>Effective mitigation and environmental protection measures will ensure that the overall environmental integrity of the area is maintained.</li> <li>It is understood at this point in time that no net negative environmental effects are likely during the construction, operation and decommissioning phases of the used fuel repository itself.</li> </ul>

Legend	
Declining – Negative	
Neutral – Stable	
Environment – Integrity Maintained	
Increasing – Enhanced – Positive	
Uncertain	



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## 6.0 CRITERIA TO ASSESS FACTORS BEYOND SAFETY - SUMMARY

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The previous sections have taken a holistic approach to the assessment, taking into account the aspirations of the community and the implications of the project for community well-being. The NWMO acknowledges that the process of assessment of community well-being needs to be collaborative and reflective of the community. Before initiating the siting process, and beginning to engage interested communities in the assessment process to understand their aspirations, the NWMO identified five evaluation factors, which, at a minimum would need to be addressed<sup>9</sup>. Table 11 summarizes preliminary findings about the implications of the APM Project, were it to be implemented in the community, on various factors of well-being. Four measures are used: maintained, enhanced, diminished or uncertain. The overall conclusion using these evaluation factors and the understanding that has emerged to date is consistent with that outlined in the previous chapter.

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<sup>9</sup> NWMO. May 2010. *Moving Forward Together: Process for Selecting a Site for Canada's Deep Geological Repository for Used Nuclear Fuel*. P. 37.

**Table 11: Summary Table of Criteria to Address Factors Beyond Safety**

Factors Beyond Safety	Evaluation Factors to be Considered	Potential Effect of APM Project	Discussion Based on Preliminary Assessment
<p>Potential social, economic and cultural effects during the implementation phase of the project, including factors identified by Aboriginal Traditional Knowledge</p>	Health and safety of residents and the community	Maintained	<ul style="list-style-type: none"> <li>There is a strong safety case, but there remains a high level of misinformation in the community about the NWMO process and the APM Project and its implications for health and safety.</li> <li>The community will need to learn more about safety and health considerations to build their confidence in the safety of the project.</li> </ul>
	Sustainable built environments	Enhanced	<ul style="list-style-type: none"> <li>Community infrastructure and built fabric will be enhanced through project activities and investments in the community.</li> </ul>
	Sustainable natural environments	Maintained	<ul style="list-style-type: none"> <li>Some natural areas might be affected by the APM Project.</li> <li>Effective mitigation and environmental protection measures will ensure that the overall environmental integrity of the area is maintained.</li> <li>It is understood at this point in time that no significant negative environmental effects are likely during the construction, operation, and decommissioning phases of the used fuel repository itself</li> </ul>
	Local and regional economy and employment	Enhanced	<ul style="list-style-type: none"> <li>Significant employment and population growth could occur in Pinehouse and surrounding communities – many new jobs could be available to Pinehouse</li> <li>With these jobs comes the potential to significantly increase the current population of Pinehouse – these are expected to be returning residents, rather than ‘new’ in-migrant workers</li> <li>New opportunities will be created for local businesses to serve the project and a growing and more diverse population</li> </ul>
	Community administration and decision-making processes	Uncertain	<ul style="list-style-type: none"> <li>Pinehouse leadership has demonstrated some tentative interest in continuing to learn more about the Project.</li> <li>There is division within the community about the APM Project that may be accentuated by historical divisions in Pinehouse.</li> <li>There has been limited participation by many community members in engagement activities to date, which may influence the community’s ability to make informed and effective decisions about the project.</li> </ul>
	Balanced growth and healthy, livable communities	Uncertain	<ul style="list-style-type: none"> <li>‘Growth’ in terms of substantial increase in population may not be an objective for Pinehouse</li> <li>The style of project implementation will influence the “fit” of the APM Project with community aspirations and values</li> <li>Division in the community may increase over time if competing visions for the future cannot be balanced.</li> </ul>
<p>Potential for enhancement of the community’s and region’s long term sustainability through implementation of the project, including factors identified by Aboriginal Traditional Knowledge</p>	Health and safety of residents and the community	Maintained	<ul style="list-style-type: none"> <li>There is a strong safety case, however engagement of surrounding communities is at a preliminary stage and further dialogue will be required to understand and address questions and concerns about safety and health considerations related to the repository and transportation of used nuclear fuel.</li> </ul>
	Sustainable built environments	Enhanced	<ul style="list-style-type: none"> <li>Infrastructure and built fabric would be enhanced through project activities and investments in the surrounding communities.</li> </ul>
	Sustainable natural environments	Maintained	<ul style="list-style-type: none"> <li>Some natural areas may be affected during the construction, operation and decommissioning phases of the project.</li> <li>Further dialogue and effective mitigation and environmental protection measures would ensure that the overall environmental integrity of the area is maintained.</li> </ul>
	Local and regional economy and employment	Enhanced	<ul style="list-style-type: none"> <li>Substantial employment and economic development opportunities would extend to the surrounding region.</li> </ul>
	Community administration and decision-making processes	Uncertain	<ul style="list-style-type: none"> <li>Engagement of surrounding communities is at a preliminary stage and further dialogue will be required to explore decision making issues and capacities.</li> <li>There is a high level of misinformation and division about the NWMO process/project in the community and surrounding area. There is vocal concern, if not outright opposition by some individuals and more formal opposition by some organizations. Some individuals and organizations are not willing to ‘learn more’ about the APM Project; however, in some meetings with First Nations, Métis organizations and communities a willingness to ‘learn more’ in order to make informed decisions has been observed.</li> </ul>
	Balanced growth and healthy, livable communities	Uncertain	<ul style="list-style-type: none"> <li>Engagement of surrounding communities is at a preliminary stage and further dialogue will be required to explore aspirations for growth and well-being.</li> <li>The project offers economic development and growth opportunities for Pinehouse and surrounding communities though this needs to be balanced with other values that are common to northern Saskatchewan communities including protection of the natural environment, traditional activities and culture.</li> </ul>

Factors Beyond Safety	Evaluation Factors to be Considered	Potential Effect of APM Project	Discussion Based on Preliminary Assessment
<b>Potential to avoid ecologically sensitive areas and locally significant features, including factors identified by Aboriginal Traditional Knowledge</b>	Ability to avoid ecologically sensitive areas and locally significant features	Yes	<ul style="list-style-type: none"> <li>The area contains potentially suitable sites for the project thus providing flexibility in selecting specific sites that can avoid ecologically sensitive and locally significant features. The community would need to be actively engaged with the NWMO in the evaluation of potential siting areas.</li> </ul>
<b>Potential for physical and social infrastructure to adapt to changes resulting from the project</b>	Potential for physical infrastructure to be adapted to implement the project	Yes	<ul style="list-style-type: none"> <li>Infrastructure in Pinehouse and the surrounding area is limited.</li> <li>Some investments would be required to accommodate identified infrastructure deficiencies.</li> </ul>
	Potential for social infrastructure to be adapted to implement the project	Yes	<ul style="list-style-type: none"> <li>Pinehouse and surrounding area communities have limited community capacity and social infrastructure (e.g., social and economic support services, health and safety facilities and services, recreational facilities/programs) to accommodate population growth associated with the APM Project.</li> <li>The NWMO would have to work with the community and social service providers to plan and implement needed measures.</li> </ul>
	The NWMO resources required to put in place physical and social infrastructure needed to support the project	Uncertain	<ul style="list-style-type: none"> <li>Pinehouse would require substantial resources from the NWMO to determine willingness to move forward with the APM Project as many community members have not yet expressed an interest in learning more.</li> <li>Pinehouse would require substantial assistance in terms of planning, human and financial resources to ensure physical and social infrastructure can adapt to changes from the project.</li> </ul>
<b>Potential to avoid or minimize effects of the transportation of used nuclear fuel from existing storage facilities to the repository site (from the perspective of community well-being)</b>	The availability of transportation routes (road, rail, water) and the adequacy of associated infrastructure and potential to put such routes in place from a social perspective	To Be Determined	<ul style="list-style-type: none"> <li>Pinehouse is the only community on the all-weather gravel surface Key Lake Road (Highway 914), which is linked to Highway 165 near Beauval. The airport is unstaffed, and is not serviced by scheduled flights. There is no rail service to Pinehouse (nearest terminals are in Prince Albert and Meadow Lake).</li> <li>APM Project may necessitate improvements to existing transportation infrastructure - road, airport and rail lines to meet the service needs of the community, region, and APM Project.</li> <li>Project transportation will need to address community, logistical and regulatory matters across multiple provinces and multiple jurisdictions including; Ontario, Saskatchewan, Manitoba, Quebec and New Brunswick.</li> <li>Engagement of surrounding communities is at a preliminary stage and further dialogue would be required to help build understanding and address questions and concerns related to transportation. The active dialogue in the surrounding area includes vocal and organized opposition and much misinformation about the NWMO process and the APM Project.</li> </ul>
	The availability of suitable safe connections and intermodal transfer points, if required, and potential to put them in place from a social perspective	To Be Determined	<ul style="list-style-type: none"> <li>Engagement of surrounding communities and those on potential transportation routes is at a preliminary stage, and further dialogue will be required to help build understanding and address questions and concerns.</li> </ul>
	The NWMO resources (fuel, people) and associated carbon footprint required to transport used fuel to the site	2,810 – 5,130 tonnes of equivalent carbon dioxide emission is expected to be produced per year	<ul style="list-style-type: none"> <li>In a scenario of all road transport of 4.6 million fuel bundles from the interim storage sites to an APM facility near Pinehouse, approximately 5,130 tonnes of equivalent carbon dioxide emissions is expected to be produced per year.</li> <li>In a scenario of transport by mostly rail mode approximately 2,810 tonnes of equivalent carbon dioxide emissions is expected to be produced per year.</li> </ul>
	The potential for effects on communities along the transportation routes and at intermodal transfer points	To Be Determined	<ul style="list-style-type: none"> <li>There is a robust technical safety case for the safe and secure transport of used nuclear fuel. However, engagement of surrounding communities and those on potential transportation routes is at a preliminary stage and further dialogue will be required to help build understanding and address questions and concerns.</li> </ul>

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## 7.0 RELATIONSHIP BUILDING AND ENGAGEMENT SUMMARY

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### 7.1 OVERVIEW OF ENGAGEMENT

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NWMO has engaged with Pinehouse leadership, community members, surrounding communities and First Nations/Aboriginal organizations through a variety of means, including:

- Several community open houses
- Regular attendance at the Community Liaison Committee (CLC) meetings
- Both informal and structured interviews with community members
- Facilitating the CLC web page and newsletters
- Discussions with school groups
- Preparation of written and video materials in Cree
- Attendance at the June 2012 and June 2013 Regional Elders Gatherings hosted by Pinehouse
- Informal tours and visits with local residents
- ‘Ask the NWMO’ columns in regional newspapers
- Meetings with nearby First Nations
- Attendance at regional meetings, conferences (e.g., with Federation of Saskatchewan Indian Nations; New North; Saskatchewan Association of Rural Municipalities; meetings with Métis Nation-Saskatchewan regions)
- Nuclear waste management facility tours at the Darlington nuclear power station in Ontario.

Although NWMO has utilized a range of techniques, many Pinehouse residents have not yet engaged in the NWMO process or begun learning about the project; some are actively opposed. There is substantial misinformation about the process and the project in the community, leading to a high level of concern and division.

Initial discussions with a cross-section of community leaders, briefings and conversations with community members, and conversations with residents during open houses suggest there is some interest in the community to continue to learn about the project and consider hosting the project in the area. To this end, opportunities for preliminary discussions were sought with:

1. Local political leaders (e.g., Mayor and Councillors)
2. Members of the Community Liaison Committee
3. Local business owners/operators
4. Local service providers (e.g. emergency services, social services, education)
5. Surrounding community leaders
6. Residents, including elders

Pinehouse has recently taken some initial steps to engage its neighbours (e.g. attendance at New North Mayors roundtable session in September 2012; meeting with regional directors of Métis Nation – Saskatchewan Eastern I and Northern II and III Regions, and the presidents of locals in those regions April, 2013). NWMO has been engaging with First Nations, communities and Aboriginal organizations in Northern Saskatchewan for several years. This has set the foundation for further constructive consideration of the project and opportunity to work collaboratively to explore the project and interest in the surrounding area. However, there is a high level of misinformation about the APM Project in surrounding First Nations/communities. A vocal minority opposition may be overshadowing quiet neutrality or support in surrounding communities/Aboriginal organizations. The regionally active Committee for Future Generations is based in Beauval and has active membership in Pinehouse. There is vocal concern, if not outright opposition by some individuals and more formal opposition by some organizations (e.g., petitions, marches, resolutions passed against the process/project). Some individuals and organizations are not willing to learn more about the process or the APM Project.

## 7.2 SUMMARY OF ISSUES AND QUESTIONS RAISED

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### 7.2.1 KEY CHALLENGES, ISSUES AND OPPORTUNITIES

Pinehouse, like many northern Saskatchewan communities, is seeking to improve its economic base so that residents, youth and former residents can be employed and live in the community. The community has high levels of unemployment; many residents must work outside the community (e.g. at the mines, or for government), others must leave to find work elsewhere. The relatively young population has comparatively low levels of education and training (although this is improving over time). Pinehouse Business North has demonstrated some success, and is undergoing strategic revitalization. The community faces ongoing challenges funding both the maintenance of existing facilities/services, and the development of new ones. Many Pinehouse residents are aware of the potential benefits that could accrue from the project (e.g. improved local and regional infrastructure, housing, water, sewer and community services and facilities). Other residents have expressed doubts about / opposition to the NWMO process and/or the nuclear industry in general (which has played a major economic development role in the north since the 1970s). A high level of misinformation about the process / project contributes to division in the community about the project.

### 7.2.2 SUMMARY OF KEY INTERESTS/QUESTIONS

Through the engagement program, residents of Pinehouse have expressed their comments, issues and concerns. While generally some people are willing to learn more about the NWMO process and the APM project, and need more information to make an informed decision, there appears to be a degree of demonstrated controversy within the community about the project. The key interests and concerns relate to the following topics:

- Employment and Business Opportunities, Education and Training;
- Health and Safety and Environmental Risks
- Community/Social Impacts
- Transportation;
- Traditional Activities and Land use; and
- Community Engagement and the NWMO Process

In Pinehouse, the primary focus of questions and comments are health and safety and environmental risks, and employment and business opportunities, education and training. The secondary interests - but still of importance in the community – are community / social impacts, transportation, traditional activities and land use, and community engagement and the NWMO process.

### ***Employment & Business Opportunities, Education and Training***

There have been many questions and comments from residents associated with employment and business opportunities that will be created during the APM Project – both during the site selection process and facility operation. Many residents have to leave the community for education or employment purposes. Community members have stated their interest in having community job training and education programs start immediately, in order to ensure residents are prepared and competitive if and when the project is implemented in Pinehouse. There is much interest in learning about the number, type, and duration of jobs through various stages of the project. Currently, many in Pinehouse are dependent on the uranium mines for employment or contracting opportunities. Pinehouse has recently formalized an agreement with the uranium industry (i.e., Cameco and Areva) in December 2012), which is intended to improve employment and other economic opportunities (direct or indirect) for Pinehouse residents and Pinehouse Business North in the mining sector.

### ***Health, Safety and Environmental Risks***

A variety of comments and questions about health, safety and environmental risks associated with the project were expressed by Pinehouse residents during the engagement activities. People want to understand the risks, see the value in having an independent third party involved in the process, and are interested in understanding the CNSC's role. Many questions and comments focused on the effectiveness of the DGR and storage canisters to shield radiation, the stability of the geologic formations near Pinehouse to withstand the physical stress from drilling and/or earthquakes, and ensuring continuous safe storage over the long term. Environmental issues associated with uranium mining in the region raise doubts in people's minds about the safety of the project and its potential effects.

Questions were asked about whether nuclear incidents such as those at Chernobyl or Fukushima could happen with the APM Project. People are also misinformed about the nature of the used nuclear fuel; for example, many think it is an explosive liquid.

### ***Community/Social Impacts***

Residents recalled that social change, including drug and alcohol abuse problems, began when mining operations north of Pinehouse opened up transportation access and new economic opportunities. Some residents have noted the division already resulting in the community over the project. They have asked if the community has the infrastructure (e.g., housing, schools, health services) that would be needed for the project, and if people are prepared for the social and cultural change that a major project would bring to the community. The potential conflict with traditional values and activities is a concern.

***Transportation***

The potential risks associated with transportation, and the socio-political impacts of transportation through northern Ontario, Manitoba and the rest of Saskatchewan have been raised as concerns by Pinehouse residents. Residents stated their concerns regarding the safety for the transportation of the used nuclear fuel, including impacts on communities along the access route. They have asked if the roads can handle the traffic safely and without being damaged. Questions about the different modes of transportation have also been raised - for example, air transport.

***Traditional Activities and Land Use***

Community members indicated the importance of preserving traditional activities and land use in the Pinehouse area. As stated by Pinehouse elder George Smith “The land is our life. Without the land we can’t survive. It’s as simple as that.” Pinehouse residents have stated that the mining industry has caused environmental impacts on wildlife, fish, wild rice, and habitat; resulting in the deterioration of traditional hunting, trapping, fishing and gathering activities. Concerns were raised about the potential location of the APM Project and potential effects on traditional activities. Residents were concerned that large external workforces associated with the project may negatively impact their traditional way of life/cultural values.

***Community Engagement and the NWMO Process***

Community members indicate that Pinehouse was either not consulted or chose not to engage in the 1970s when the Key Lake Road and mining operations were opened north of the community. The mining operations north of Pinehouse are seen to have led to environmental, health, and social impacts on the community of Pinehouse, in addition to employment and business opportunities. The experience with uranium mining has been both positive and negative for the community, which has had limited experience with a participatory process such as the NWMO’s. There is not a high level of interest in learning about the APM Project by community members.

Elders and Youth are seen by community members as important parts of the community for NWMO to engage, educate, and consult.

There is interest in what is happening in other communities involved in the NWMO process.

There is confusion about the nature and status of the siting process (e.g., that a decision has not already been made; the role of the community and region in decision-making; the long timeframe for decision-making [i.e., the decision is not imminent]). Residents cite the division in the community between those that are against the project, those willing to ‘learn more’, and those in favour. Community members have also asked how regional communities and those that have expressed opposition will be engaged in the process.

Interest has been expressed in having information materials or engagement methods that address the needs of Pinehouse residents, for example plain-language / Cree, video/graphics, and ‘hands on’ displays or models. Individual or small group meetings have been suggested. Open houses and detailed written materials are not suited to many residents.

There has been some concern voiced that NWMO is not providing sufficient financial or other support to Pinehouse for participation in the process.

***Comments and Concerns in the Surrounding Area***

There is a high level of misinformation about the APM Project in surrounding First Nations/communities. The evolving discussion of the NWMO process/APM Project by surrounding communities and Aboriginal organizations is prominent in Saskatchewan. There is vocal concern, if not outright opposition by some individuals and more formal opposition by some organizations (e.g., petitions, marches, resolutions passed against the process/project). The level of quiet support or neutrality is uncertain. Some individuals and organizations are not willing to learn more about the process or the APM Project. In March 2013, the CfFG organized 'Idle No More' attendance at the 3<sup>rd</sup> party review community meeting and the Pinehouse CLC meeting with the CNSC.

While engagement with surrounding First Nations, communities and Aboriginal organizations is ongoing, and in early stages, many of the same comments, issues and concerns outlined above at the community level have been identified. These include:

- Health, safety and environmental risks
- Employment and business opportunities in the surrounding area
- The status and nature of the process, and the role of surrounding communities in decision-making
- Transportation

**7.2.3 ONGOING ENGAGEMENT**

Going forward, engagement with Pinehouse leadership and residents, and with surrounding communities, would need to develop. Pinehouse will have to make efforts to improve active interest in learning about the APM Project. There will be challenges in achieving this, and it may take considerable effort. The community will need to ensure a collaborative process in the community for collective decision-making on this project.



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## 8.0 KEY QUESTIONS IN THE SITE SELECTION PROCESS - SUMMARY

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At the outset of the site selection process, the NWMO framed four key questions respectively addressing safety, the well-being of the community, the well-being of communities in the surrounding area, and the potential to foster sustained interest in exploring this project through subsequent steps in the site selection process.<sup>10</sup> This section addresses and elaborates on a subset of these questions related to community well-being in the context of Pinehouse.

The preceding sections have looked at implementation of the APM Project in Pinehouse and the implications this might have on community well-being. Additionally, key issues and concerns identified through engagement activities have been highlighted. Through desktop research, dialogues with community members and leaders and ongoing analysis, it is understood Pinehouse has some tentative interest in further exploration of potentially hosting the APM Project in the area to realize economic development opportunities within the community and surrounding area. However, the community and leadership will need to determine if the project is consistent with the full spectrum of community beliefs and goals that have been articulated through their visioning and strategic planning processes.

The community of Pinehouse understands that the siting process, in partnership with the NWMO, may assist their community over time to get the information they require to reflect upon their willingness to continue in the site selection process and to decide whether or not they are interested in continuing to the next phase of studies.

There appears to be limited potential for sustained interest in the local community at present. Pinehouse has indicated they need more information and discussion before deciding on the suitability of the project. Local political leaders have been cautious about endorsing moving forward in the process. While there has been some support for the NWMO siting process and the APM Project, there are many community members who have not engaged in the process. There is opposition to the process/project by some community members, including some elders. Even if a higher level of effort was made for future community engagement that would meet the specific needs of Pinehouse, there is uncertainty as to whether there would be a successful outcome in terms of improved understanding or interest in the process.

At present, the potential for sustained interest in the surrounding communities is uncertain. Pinehouse has recently taken some initial steps to engage its neighbours (e.g. attendance at New North Mayors roundtable session in September 2012; meeting with regional directors of Métis Nation – Saskatchewan Eastern I and Northern II and III Regions, and the presidents of locals in those regions April, 2013).

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<sup>10</sup> NWMO. November 2011. *Preliminary Assessment of Potential Suitability – Feasibility Studies*. Draft for Discussion with Communities Involved in the Site Selection Process.

There is a high level of misinformation about the APM Project in surrounding First Nations/communities. A vocal minority opposition may be masking quiet neutrality or support in the surrounding area. There is concern, if not outright opposition by some individuals and more formal opposition by some organizations (e.g., petitions, marches, resolutions passed against the process/project). The division and misinformation have complicated engagement in the surrounding area, creating uncertainty about the potential interest in surrounding communities.

Pinehouse does have ties with the neighbouring Lac La Ronge Indian Band. NWMO has been engaging with First Nations, communities and Aboriginal organizations in Northern Saskatchewan for several years. This has set a foundation for further constructive consideration of the project and opportunity to work collaboratively to explore the project and interest in the surrounding area.

There is uncertainty regarding the potential for the APM Project to foster well-being in Pinehouse. 'Growth' in terms of population may not be a primary objective; however, strategic planning activities in 2012 identified goals including educated citizens, economic growth – as well as retention of traditional values and culture. While the APM Project would present significant opportunities for economic development and capacity building, these opportunities would need to be balanced with the traditional way of life and culture practiced by and important to this community. In light of this, strong partnership would be needed for planning project implementation to ensure it is compatible with this community's specific values and their sense of well-being. There is division in the community over the Project and this is exacerbated by historical divisions in the community.

At this time, there is uncertainty with respect to the potential for the APM Project to foster well-being in the surrounding communities. Preliminary discussions have revealed interest in the economic development potential offered by the project, although there are high levels of misinformation and concern about the project (primarily related to health, safety and environment). Economic hardship, limited infrastructure, young/growing population, lower (but improving) education levels, limited health and social services and the large number of small, isolated and remote communities provide many challenges for the area. While the project would benefit regional communities, the degree to which direct/indirect benefits would be experienced is not clear and would require a proactive strategy on NWMO's part. The project may be inconsistent with Aboriginal values and culture if not implemented carefully.

Tourism is not a major economic driver; however there are recreation areas, commercial lodges and private camps in the area that may experience fewer visitors due to negative perceptions of the project.

Ongoing discussions will be required to further assess the implications of the project for surrounding area communities, and their potential to participate with Pinehouse in the site selection process. This project will be implemented through a long-term partnership involving the community, neighbouring communities and Aboriginal peoples in the area and the NWMO. Only through engagement, dialogue and collaboration will the NWMO ensure that needs are addressed at each stage of the process and identify the specifics of how a partnership arrangement could work.

There are some uncertainties associated with this preliminary analysis due to the preliminary nature of the work at this stage. These uncertainties and challenges include:

1. Specific land areas for APM Project components that are socially acceptable would need to be identified:
  - a. Community input is required to identify areas which should be reserved for other uses or preservation. The remaining areas would have to overlap with potentially suitable siting areas identified through scientific and technical studies.
  - b. Further engagement with potentially affected communities is required, including Aboriginal Traditional Knowledge holders in the area, to understand the additional factors that will need to be considered in identifying and assessing the suitability of specific potential sites. The NWMO acknowledges, respects and honours that Aboriginal peoples - Indian, Inuit and Métis peoples of Canada - have unique status and rights as recognized and affirmed in s.35 of the Constitution Act (1982). The NWMO is committed to respecting the Aboriginal rights and treaties of Aboriginal peoples<sup>11</sup>.
2. Project implementation (including engineering, logistics and/or community well-being) must align with specific community aspirations:
  - a. An acceptable area and regional project implementation plan must be identified which aligns the ultimate project configuration with area expectations.
  - b. Effective implementation of project planning at a broader level, involving the surrounding communities and potentially affected Aboriginal people, will be important in successful implementation of the project.
3. Interest in the community for further learning about the project needs to be developed:
  - a. The site selection process spans several years and interest and conversation in the community and area needs to be developed and sustained throughout this process, including multiple election cycles.
  - b. The potential effects of the project on the community and area would be substantial and the community and area will need significant support and time to further explore their interest and take an active role in discussions of how the project should be implemented.
  - c. Opposition groups which tend to be more broadly concerned with the nuclear industry, including mining, both within and outside of the community, will continue to actively seek to influence community decision-making. Pinehouse will require significant support and time to address these interests if they were to proceed with the siting process.
4. Transportation routes and mode(s) need to be designed and configured taking into account social values.
  - a. Transportation will be spatially extensive from the current interim storage sites to the repository. Regulatory matters along routes in several Provinces including New Brunswick, Quebec, Ontario, and in

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<sup>11</sup> NWMO. 2010. *NWMO Aboriginal Policy*.

[http://www.nwmo.ca/uploads\\_managed/MediaFiles/1513\\_nwmo\\_aboriginalpolicy-2010en.pdf](http://www.nwmo.ca/uploads_managed/MediaFiles/1513_nwmo_aboriginalpolicy-2010en.pdf)

the case of Pinehouse also Manitoba and Saskatchewan, would need to be addressed. Social questions and concerns would also need to be heard and taken into account.

5. Environment and Safety evaluations need to be aligned with community input.
  - a. Significant misinformation concerning the APM Project needs to be addressed.
  - b. This requires engagement by the NWMO and input from the community and surrounding communities. This may require capacity building to enable this input, which would include Aboriginal Traditional Knowledge.
  - c. Input from transportation route communities will also need to be incorporated.

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## 9.0 REFERENCES

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