

A PRIMER ON NUNAVUT (5th Edition)



Office of the Senior Judge
2015/2016

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A Primer on Nunavut (5th Edition)

Introductory Comment



Nunavut's only courthouse¹

Many citizens of Nunavut struggle with a life conditioned by chronic poverty, inadequate housing, hunger, and substance abuse. These factors combine to drive up the cost of government services and contribute to a very high rate of violent crime and suicide.

This Primer is designed to acquaint Nunavut's Deputy Judges with the prevailing social and economic conditions in Nunavut. Familiarity with these conditions is essential if visiting members of the judiciary are to understand and respond appropriately to matters appearing before them.

The Honorable Mr. Justice R Kilpatrick
Senior Judge
Nunavut Court of Justice

PART ONE: Introduction

A. GEOGRAPHY²

The Nunavut territory covers 1,932,255 km² of land, representing 1/5 of Canada's total land mass. It includes seven of Canada's largest islands and approximately 2/3 of its coastline. Nunavut has three



distinct regions, each in a different standard time zone: the Kitikmeot (MST), the Kivalliq (Keewatin) (CST) and the Qikiqtaaluk (Baffin) (EST) regions.

The Kitikmeot region is located in the far west of Nunavut. The Kivalliq region is in the central-southern region of the territory, and the Qikiqtaaluk region covers the North and north-eastern part of the territory.

In July 2015, the hamlet of Repulse Bay voted to return to its Inuktitut name, Naujaat.³

B. WEATHER AND CLIMATE⁴

The temperatures across the territory can vary widely. The warmest community is Kugluktuk, which can see temperatures rise to 30 degrees Celsius in the summer and averages

between -15 and -40 degrees Celsius in the winter. The coldest community is Grise Fiord, which may sometimes rise above freezing in the short arctic summer and frequently drops to -50 degrees Celsius in the winter. Spring is more temperate, averaging between -10 and -20 degrees Celsius. It is not uncommon in all regions to experience wind chills between -50 and -60 degrees Celsius during Nunavut's long arctic winter.

The amount of daylight can vary significantly depending on the community location and the time of year. The communities of the high arctic lose all sunlight during their long arctic winter and have 24 hour sunlight during their brief summer.

C. Language

The language spoken in the Kivalliq region is Inuktitut (Netsiliq dialect). The language spoken in the Kitikmeot is Innuinaqtun. The Qikiqtaaluk region includes all of the communities on Baffin Island and in the high Arctic, and extends south to the community of Sanikiluaq and the islands of James Bay. The language spoken is Inuktitut (Baffin dialect).

In 2011, 89% of Inuit in Nunavut could converse in Inuktitut, and Inuktitut is the mother tongue of 79% of the Inuit population in the territory.⁵ These statistics are down from 2006.⁶ Children under 15 report the lowest proportion of all age groups reporting Inuktitut as their primary language.⁷



Image from Lake Forest College's "Environmental Studies – Endangered Species and Languages" Page⁸

D. INUIT CULTURAL VALUES

The Nunavut Court of Justice strives to incorporate Inuit societal values into its processes and decision-making:⁹

| | |
|---|---|
| <i>Inuuqatigiitsiarniq</i> | Respecting others, relationships, and caring for people. |
| <i>Tunnganarniq</i> | Fostering good spirit by being open, welcoming and inclusive. |
| <i>Pijitsirniq</i> | Serving and providing for family and/or community. |
| <i>Aajiiqatigiinniq</i> | Decision-making through discussion and consensus. |
| <i>Pilimmaksarniq/Pijariuqsarniq</i> | Development of skills through observation, mentoring, practice, and effort. |
| <i>Piliriqatigiinniq/Ikajuqtigiiniq</i> | Working together for a common cause. |
| <i>Qanuqtuurniq</i> | Being innovative and resourceful. |
| <i>Avatittinnik Kamatsiarniq</i> | Respect and care for the land, animals and the environment. |

E. TRANSPORTATION

There are few roads in Nunavut. There is a road maintained by the territorial government running for 21km between the community of Arctic Bay and the now-abandoned Nanisivik Mine on north Baffin Island. There is a 110km private all-weather road running north from Baker Lake to the Meadowbank Mine in the Kivalliq region.

Travel between the communities of Nunavut is by plane, boat or snowmobile, and is contingent on the weather.

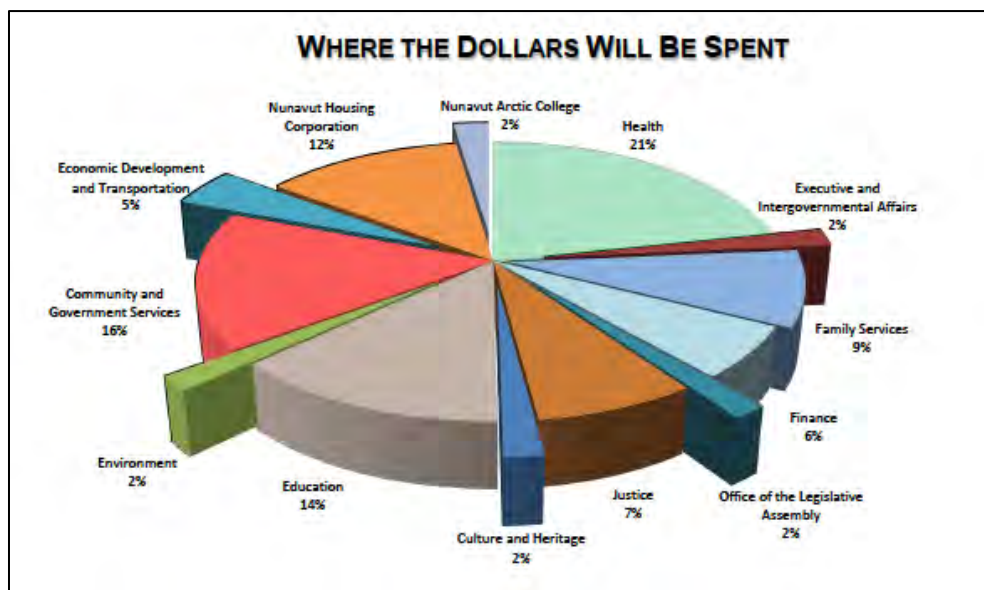
There is no scheduled air service connecting Iqaluit with Sanikiluaq on the Belcher Islands in Hudson's Bay. This community is accessed either directly by a chartered flight out of Iqaluit (three hours travel time each way), or by using scheduled air services routed through Montreal and up the coast of northern Quebec (two days travel time out of Iqaluit each way).

There is no scheduled air service connecting Iqaluit with the communities of the Kitikmeot. These communities are accessed either directly by a charter flight out of Iqaluit or by using scheduled air services routed through Yellowknife in the Northwest Territories (two days travel time out of Iqaluit each way).

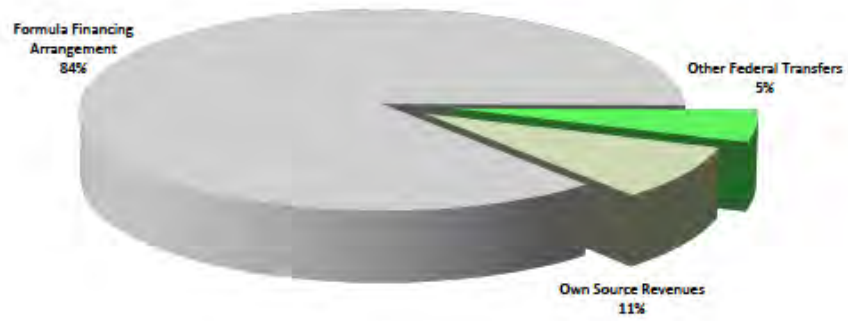
Steadily increasing traffic associated with a growing population led the Government of Nunavut to invest \$418.9-million in a 3-year plan to redevelop the Iqaluit airport.¹⁰ The projected year of completion is 2017.¹¹ This new construction includes extensive runway repaving as well as a new building that will be used to store airport maintenance and firefighting vehicles.¹² It is the largest public building project ever constructed in the city.¹³ The last major investment in the existing International Airport was completed 20 years ago.¹⁴

F. THE COST OF PROVIDING GOVERNMENT SERVICES

The Government of Nunavut's (GN) projected spending for the 2015/2016 fiscal year is \$1,673,399,000.¹⁵ The total estimate for federal transfers to be received in the 2015/2016 fiscal year is \$1,535,301,000.¹⁶ This accounts for approximately 91.7% of the total revenue the GN is projected to receive.



WHERE THE DOLLARS COME FROM



Graphs "Where the Dollars will be Spent" and "Where the Dollars Come From" are from the GN Department of Finance's 2015-2016 Main Estimates at p. v¹⁷

PART TWO: The Socioeconomic Context

A. DEMOGRAPHICS

i. Population and Communities

According to the preliminary Third Quarter statistics, Statistics Canada has estimated that Nunavut's population as of October 1, 2015, was 37,026, showing 0.3% growth from the July 1, 2015 population of 36,919.¹⁸ The majority of Nunavut's population is concentrated in the Qikiqtaaluk region. The territorial capital of Iqaluit is Nunavut's only city and has a population of approximately 7,542 people as of July 1, 2014.¹⁹ Nunavut's smallest community is Grise Fiord, with a population of 163.²⁰ Nunavut's smallest region is the Kitikmeot, with a total population of 6,620 as of July 1, 2014.²¹

ii. Population and Age

The Territory's population is the youngest in the country, with approximately 31.1% of its citizens in 2014 being 14 years and younger as compared to 16.1% for the country as a whole.²² Only 3.6% of Nunavut's population is aged 65 years and older, compared to 15.7% nationally.²³

Communities have the highest number of youth under the age of 14 (July 1, 2014)²⁴

| Name of Community | Population under 14 | Total Population |
|-------------------|---------------------|------------------|
| Iqaluit | 1,708 | 7,542 |
| Arviat | 934 | 2,611 |
| Rankin Inlet | 866 | 2,820 |
| Igloolik | 709 | 2,007 |

iii. Ethnicity

According to the Nunavut Bureau of Statistics, 81.1% of the Territory's 2014 population are of Inuit descent (29,665 of 36,585).²⁵ The capital city of Iqaluit has the highest proportion of residents that are non-Inuit (44.1%),²⁶ and includes a growing number of francophone Canadians. There are very few non-Inuit aboriginal residents in Nunavut (approximately 1%). Unlike the Northwest Territories, there are no Dene or First Nation communities in Nunavut.

B. INCOME

i. Income Levels

In 2012, the median total income for an individual in Nunavut was \$29,220, compared to a Canadian median of \$31,320.²⁷ In 2013, the median total income rose slightly, to \$32,020 across Canada, and the median total income in Nunavut dropped to \$28,910.²⁸ While there is a Working income Tax Benefit and a Territorial Workers' Supplement, these supplements combined do not provide any significant increase to low- and modest-income working families.²⁹

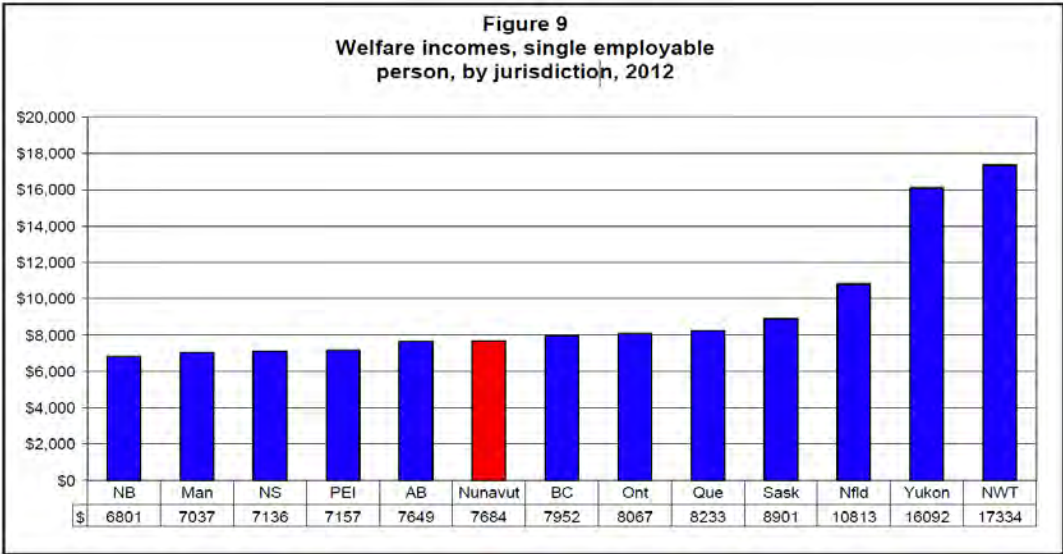
There are large disparities between the communities of Nunavut in terms of income. The table below compares the 2013 median total income of residents across several of Nunavut’s communities. Residents in Iqaluit have the highest median income, while those in Whale Cove have the lowest.³⁰

| Median Total Income of Tax-filers, 2013 ³¹ | |
|---|----------|
| Iqaluit | \$65,570 |
| Cape Dorset | \$19,530 |
| Sanikiluaq | \$19,080 |
| Cambridge Bay | \$29,000 |
| Whale Cove | \$18,640 |

ii. Social Assistance

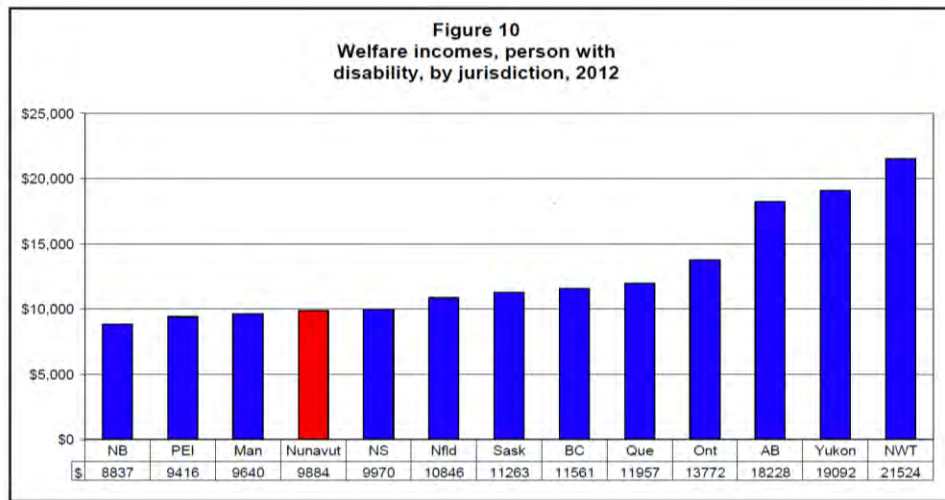
Given the high cost of living in Nunavut, poverty is widespread. In 2012, 39.7% of Nunavummiut were on social assistance (13,797 people);³² this number rose to 41.1% in 2013 (14,578 people). In the last 10 years, the percentage of Nunavummiut on social assistance has remained between 38% and 49%.³³ The income provided by social assistance in the territory is not keeping up with Nunavut’s cost of living. In 2012, the amount of social assistance provided by Nunavut was less than half of that provided to welfare recipients in the other two territories.

Graph from *Poverty and Prosperity in Nunavut*.³⁴



Nunavummiut with disabilities rank even lower on the distribution scale for social assistance income:

Graph from *Poverty and Prosperity in Nunavut*.³⁵



The high level of dependence on income support translates into a high percentage of Nunavut's citizens experiencing food insecurity (more information of food insecurity can be found below).³⁶ Depending on place of residence, social assistance provides \$1,113-\$1,324 per month for food for a family of four and \$344-\$409 for a single person.³⁷ This is insufficient given the high cost of food in Nunavut. There is a food bank and soup kitchen operating in Iqaluit. Both are used heavily.

C. EMPLOYMENT

i. Employment Rates in the Territory

Nunavut's average employment rate (for the three-month period ending in January 2016) was 54.1%, which represents an increase of 1.4 percentage points from one year ago.³⁸ Youth³⁹ employment for the same period was 31.1% and the adult⁴⁰ employment rate was 61.8%.⁴¹

The employment rate among Inuit rose by 1.6 percentage points, from 44% in January 2015 to 45.6% in January 2016.⁴² The employment rate among non-Inuit employees also rose, by 1.1 percentage points, to 88.3% in January 2016.⁴³ There is a significant disparity between Inuit and non-Inuit employment rates. The employment rate is only 45.6% for the Inuit population in Nunavut, compared to 62% for the nation as a whole.

ii. Sources of Employment in the Territory

The primary source of wage employment continues to be the public sector, with the federal, territorial, and municipal governments as the main employers. A lack of education or required job skills, combined with limited mobility, has resulted in high Inuit unemployment rates.

For many Inuit, gainful employment requires relocation and movement away from their home community and extended family. The hidden personal cost associated with relocation often means that employment comes at "far too high a price."⁴⁴

**Total Employment by Industry, 2012 to 2014
Nunavut's 19 Largest Communities**

| Industry | 2012 | | 2013 | | 2014 | |
|---|--------|-------|--------|-------|--------|-------|
| | Total | % | Total | % | Total | % |
| <i>Total Employment</i> | 12,067 | 100.0 | 12,658 | 100.0 | 12,392 | 100.0 |
| <i>Fishing, Hunting, Trapping, Mining and Quarrying</i> | 475 | 3.9 | 458 | 3.6 | 300 | 2.4 |
| <i>Construction</i> | 650 | 5.4 | 692 | 5.5 | 633 | 5.1 |
| <i>Retail and Wholesale Trade</i> | 1,775 | 14.7 | 1,667 | 13.2 | 1,450 | 11.7 |
| <i>Transportation and Warehousing</i> | 833 | 6.9 | 958 | 7.6 | 592 | 4.8 |
| <i>Accommodation and Food Services</i> | 333 | 2.8 | 483 | 3.8 | 458 | 3.7 |
| <i>Government and Education</i> | 5,733 | 47.5 | 6,175 | 48.8 | 6,592 | 53.2 |
| <i>Other Industries</i> | 2,100 | 17.4 | 1,842 | 14.5 | 1,875 | 15.1 |

From the Nunavut Bureau of Statistics (2012-2014)⁴⁵

There is one operating gold mine near Baker Lake in Nunavut, which is located at Meadowbank. A second gold mine, 160km south of Cambridge Bay (Hope Bay Gold Mine), was scheduled to be operational as of 2011, but delays have resulted in a new expected opening date in 2010.⁴⁶ The recently constructed iron ore mine at Mary River (on northern Baffin Island) began its operations in 2014.⁴⁷ Except for a commercial fishery operating in Pangnirtung and a meat processing plant in Rankin Inlet, there is no secondary industry. Nunavut also has no manufacturing industry. While tourism revenue is slowly growing, tourism infrastructure remains limited outside of Iqaluit.⁴⁸

iii. Job Vacancies

At 4.2%, job vacancies in Nunavut are currently the highest in Canada. The national job vacancy average is 2.6%. The Government of Nunavut, which is the territory's largest employer, is currently operating with less than 3/4 of its total capacity.⁴⁹

D. COST OF LIVING

i. Food Costs

Food prices in Nunavut's communities have received national media attention. In general, Nunavummiut can expect to pay about two times more for food items than the rest of Canada.⁵⁰ Since 2012, there have been protests over widespread hunger and growing food prices.⁵¹ In 2014, some of the protests focused on stores selling expired foods.⁵²

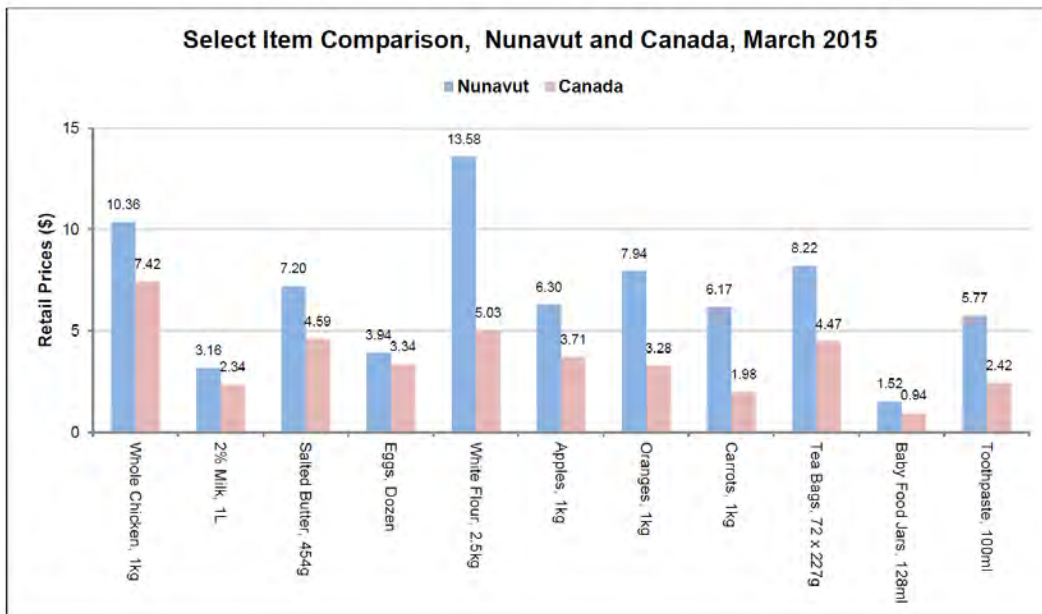
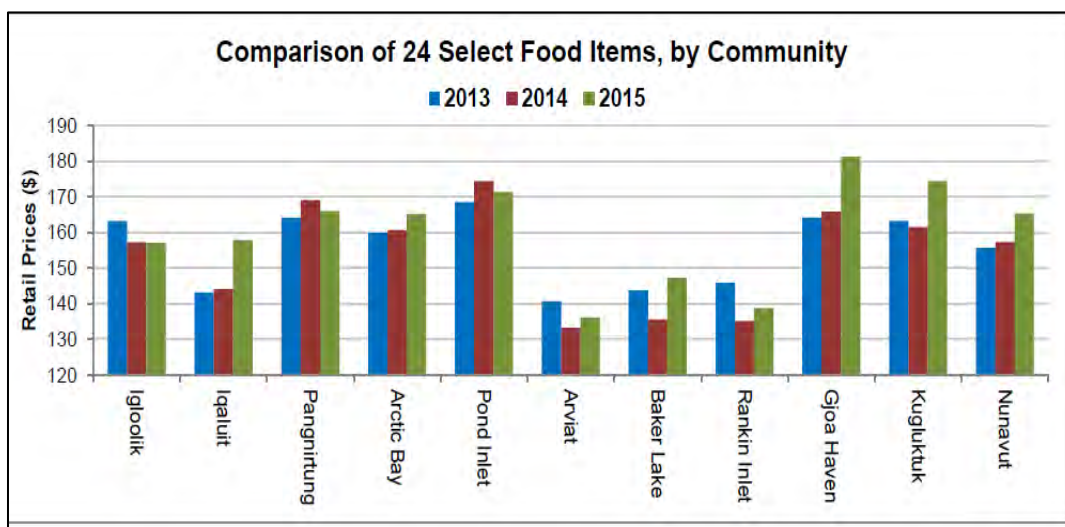


Chart from the Nunavut Bureau of Statistics.⁵³



Graph from the Nunavut Bureau of Statistics.⁵⁴

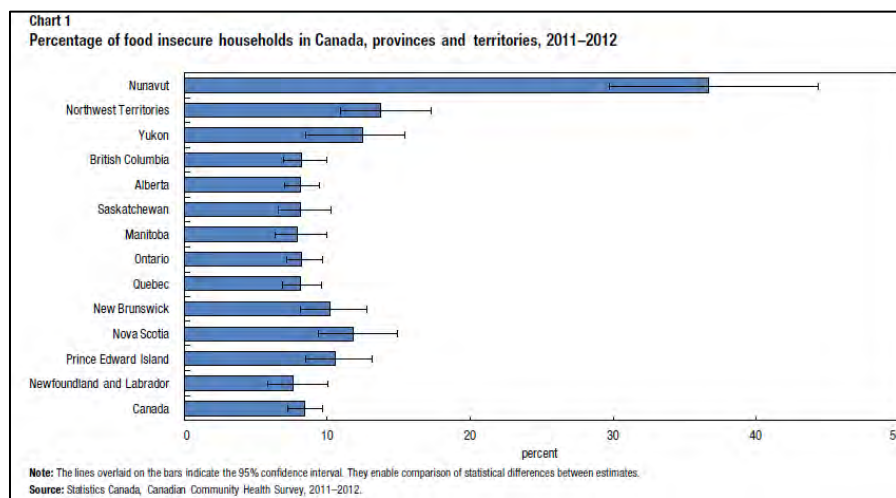
The recent decline in the Canadian dollar has had a heavy impact on the already-high food prices in the territory. A head of cauliflower in Iqaluit in 2016 can cost more than \$13, a bag of grapes can run \$28, and a pint of berries averages \$10.⁵⁵ The price for most domestic products increases in more remote communities. This is largely a reflection of higher costs associated with shipping.

* **The 24 Select Food items are:** 2% Milk (2L), Margarine (454g), Eggs (12 Large), Potatoes (2.27kg), Carrots (1kg), Bananas (1kg), Apples (1kg), Canned Baked Beans (398ml), Soda Crackers (450g), Canned Cream of Mushroom (284ml), Ground Beef (1kg), Pork Chops (1kg), Wieners (450-500g), Canned Pink Salmon (213g), White Bread (570g), Frozen Pizza (One Unit), Frozen Corn (750g), Baby Food in Jars (128ml), Macaroni and Cheese Dinner (200-225g), Spaghetti Noodles (500g), Quick Oatmeal (900g-1kg), Instant Rice (700g), Frozen French Fries (650g-1kg), White Flour (2.5kg).

Many of the food products that are commercially available in southern Canada cannot be found in the small northern cooperative outlets. Consequently, hunting remains an important source of food for many Inuit families, particularly those who cannot afford commercially available food. As Nunavut's population grows, hunting activity has caused increased pressure upon limited country food sources. A significant decline in the size of Baffin Island's caribou population resulted in a Baffin wide moratorium on caribou hunting in 2015.

ii. Food Insecurity in the Territory

Statistics Canada defines "food insecurity" as a household condition where one or more members do not have access to the variety or quantity of food that they need due to lack of money.⁵⁶ In late March 2015, Statistics Canada reported that, between 2011 and 2012, Nunavut held the highest rate of food insecurity in the country, at 36.7%. This was over four times the Canadian average (8.3%).⁵⁷ The other two territories followed in second and third place for the highest rate of food insecurity, with the Northwest Territories at 13.7% and the Yukon at 12.4%.⁵⁸



Graph from *Food Insecurity in Canada*, a report by Statistics Canada⁵⁹

A 2011 study estimated that 56.5% of Nunavut children live in "food insecure" households.⁶⁰ Furthermore, the same study found that 36.5% of all Nunavut households had reported some level of food insecurity, as compared to an average of 12% of all Canadian households.⁶¹ A study from 2012 linked food insecurity with "household crowding, income support, public housing, single adult households, and having a home in need of major repairs."⁶²

In its 2011 Report to the Nunavut Legislative Assembly, the Auditor General of Canada found that 70% of Inuit households with children aged 3-5 were suffering from food insecurity. The percentage of families with children under 18 struggling with food insecurity across Canada totalled 5.2%.⁶³ Another study conducted in 2011 suggested that, due to a transition away from traditional foods and the high costs of alternatives, 6 out of 10 Inuit people living in the north are either eating the wrong things, or are not eating enough.⁶⁴ This study also noted that, amongst the already-disproportionate number of food insecure Indigenous people, Inuit experience the "highest documented prevalence of food insecurity."⁶⁵

iii. The Nutrition North Program

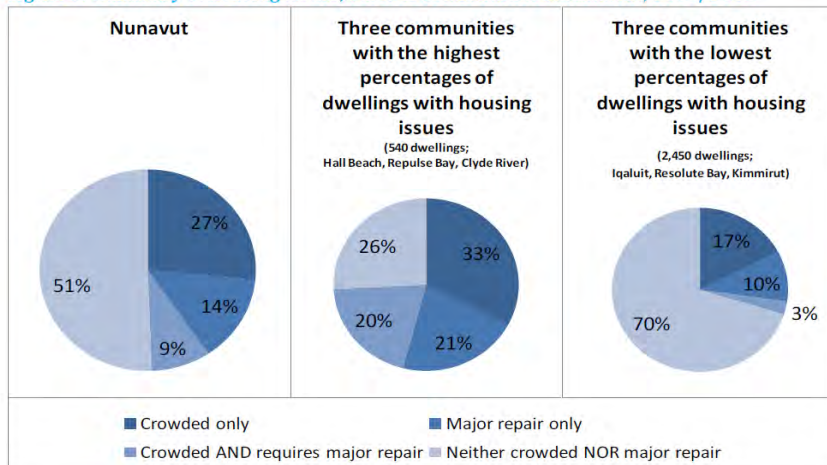
Nutrition North is a \$60-million food subsidy program for retailers, which are supposed to pass these savings on to customers in order to increase the affordability of nutritious food in the north.⁶⁶ The Auditor General of Canada released a report of the program in November 2014, which found that the federal department responsible for the program, Aboriginal Affairs and Northern Development Canada (now named Indigenous and Northern Affairs), could not show that the savings had been passed on to consumers.⁶⁷ The report found that, in order to determine if the subsidy is passed on to consumers, the department would have had to collect data on merchants' profit, which it does not.⁶⁸ Further, the Auditor General found that, although the subsidy was supposed to apply to the most nutritious perishable foods like frozen fruits and vegetables, milk, meat and eggs, there were non-nutritious foods such as ice cream, bacon, and processed cheese spread that were also being subsidized through the program.⁶⁹ The Auditor General's report came out days after the federal government announced it was adding an additional \$11.3-million into to program.⁷⁰ A \$40 million, four-year plan to improve the current state of the Nutrition North program was announced by the Trudeau government during the 2015 election season.⁷¹

E. HOUSING STANDARDS AND HOMELESSNESS⁷²

The *2009/2010 Nunavut Housing Needs Survey (NHNS) Fact Sheet*,⁷³ updated January 2011, indicated that public housing comprised slightly more than one-half of all occupied dwellings. Owner-occupied dwellings represented approximately 2/10 of the total, and the remainder was attributed to staff housing and other rentals.⁷⁴ At the time of the survey, public housing accounted for 67% of the housing tenancy outside of the largest of the territory's communities of Iqaluit, Cambridge Bay, and Rankin Inlet.⁷⁵ Of those living in public housing, 97% were Inuit.⁷⁶

The territorial government's ability to address the critical shortage of social housing is frustrated by the high costs associated with housing construction and maintenance in a remote and harsh arctic environment. The short season during which all construction materials must be brought into communities adds to these challenges.

Figure 3. Summary of housing issues, various communities in Nunavut, 2009/2010



From the 2009/2010 National Housing Needs Survey⁷⁷

Public housing had the highest proportion of dwellings below housing standards (63%). Across the territory, 49% of all dwellings were below housing standards (i.e. they were crowded and/or in need of major repairs).⁷⁸ Of these dwellings, 23% were considered inadequate, 35% were unsuitable and 9% were both inadequate and unsuitable,⁷⁹ giving Nunavut a higher proportion of inadequate dwellings than Canada.⁸⁰ Approximately 23% of all occupied dwellings required major repairs for things such as defective plumbing, defective electrical wiring, leaking oil tanks, leaking sewage tanks, and/or broken hot water boilers.⁸¹ In the communities of Hall Beach and Repulse Bay, three-quarters of dwellings did not meet national housing standards.⁸² By comparison, 7-10% of dwellings nationally were considered inadequate⁸³ and 6% were considered unsuitable.⁸⁴

The *NHNS* estimated that if more housing were to be made available to those living in below-standard dwellings, approximately 3,580 citizens would have to be relocated.⁸⁵ At the time of the survey, 1,220 Nunavummiut (4% of the population) did not have a permanent home and were residing temporarily at other people's dwellings.⁸⁶

The Nunavut Housing Corporation's (NHC) total estimated expenditures for the 2015/2016 year is just under \$214 million. The revised estimates place total expenditures during the 2014/2015 fiscal year at just over \$203 million.⁸⁷

F. EDUCATION

| Nunavut Secondary School Graduates, 1999 to 2014⁸⁸ | | | | |
|--|---------|---------|---------|---------|
| | 2010/11 | 2011/12 | 2012/13 | 2013/14 |
| Total, Nunavut | 229 | 240 | 218 | 206 |
| Kitikmeot | 24 | 21 | 21 | 34 |
| Kivalliq | 86 | 94 | 77 | 86 |
| Qikiqtani | 119 | 125 | 120 | 86 |
| Total, Males and Females | 100.0 | 100.0 | 100.0 | 100.0 |
| Females | 50.2 | 52.1 | 55.5 | 55.3 |
| Males | 49.8 | 47.9 | 44.5 | 44.7 |
| Total, All Age Groups | 100.0 | 100.0 | 100.0 | 100.0 |
| Under 17 | 0.7 | 1.4 | 0.9 | 1.0 |
| 17 to 18 | 44.8 | 55.1 | 42.7 | 60.7 |
| 19 and Over | 54.5 | 43.5 | 56.4 | 38.3 |
| Total, Inuit and Non-Inuit | 100.0 | 100.0 | 100.0 | 100.0 |
| Inuit | 90.0 | 95.0 | 95.0 | 92.7 |
| Non-Inuit | 10.0 | 5.0 | 5.0 | 7.3 |

Nunavut has one of the lowest rates of literacy and educational achievement in Canada. Most elders (ages 60 and up) have no formal education.

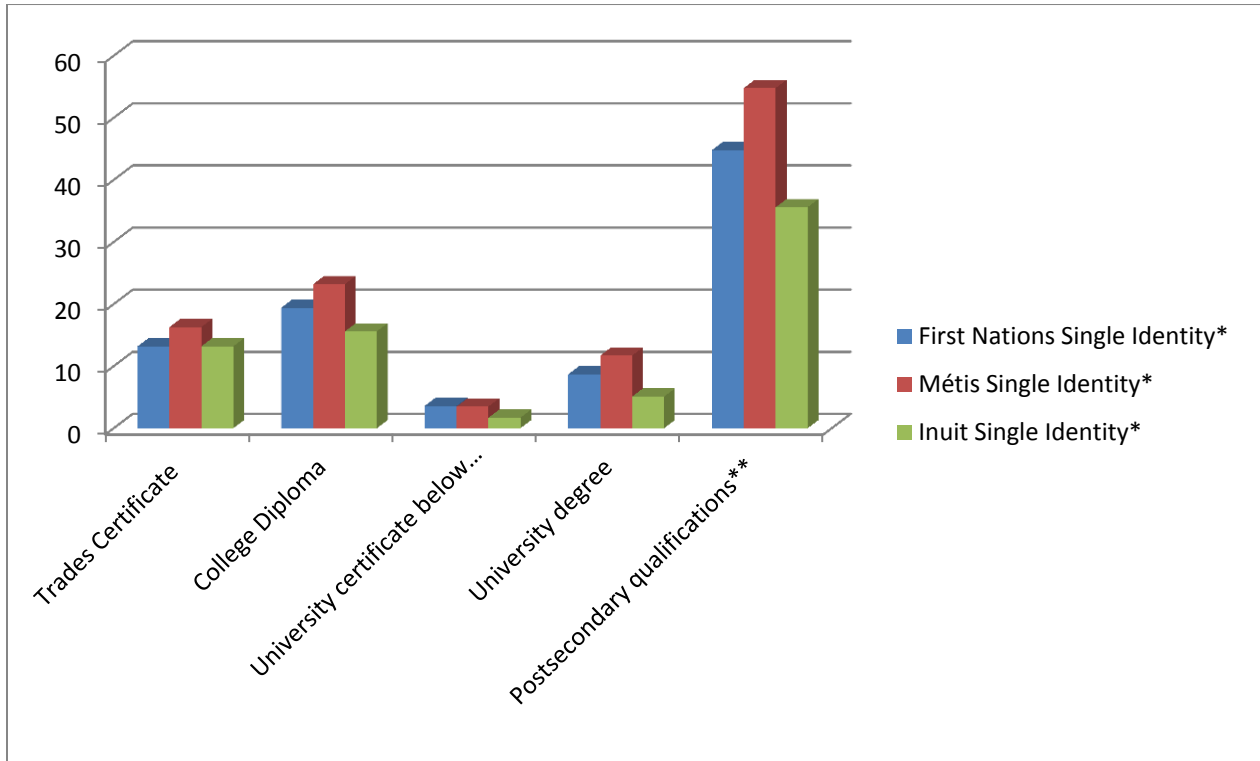
Education Indicators in Canada: An International Perspective, 2014, a Statistics Canada study that came out in December 2014, compared education levels within Canada to other member countries in the Organization for Economic Co-operation and Development (OECD).⁸⁹ The report found that in 2012, only 57% of Nunavut's 25 to 64 year old population had completed a high school education. This is the lowest reported percentage for any jurisdiction in Canada.⁹⁰ This

compares to the average for OECD countries of 75% and the Canadian average rate of 89%.⁹¹

The report also stated that the Government of Nunavut had spent 9.9% of its GDP on educational institutions, compared to Canada (6.4%) and other OECD countries (6.1%).⁹² For the 2015/2016 fiscal year, the GN has projected that 14% of its budget for 2015/2016 will be put towards education. This amounts to approximately \$240,483,000 of its total projected expenditures for the year (see Part F). The

actual expenditure for 2013/2014 was \$206,814,000 and the 2014/2015 revised estimate place territorial expenditures on education at \$220,670.⁹³

Proportion of First Nations People, Metis and Inuit aged 25 to 64 by selected levels of educational attainment and sex (by percentage), Canada, 2011⁹⁴

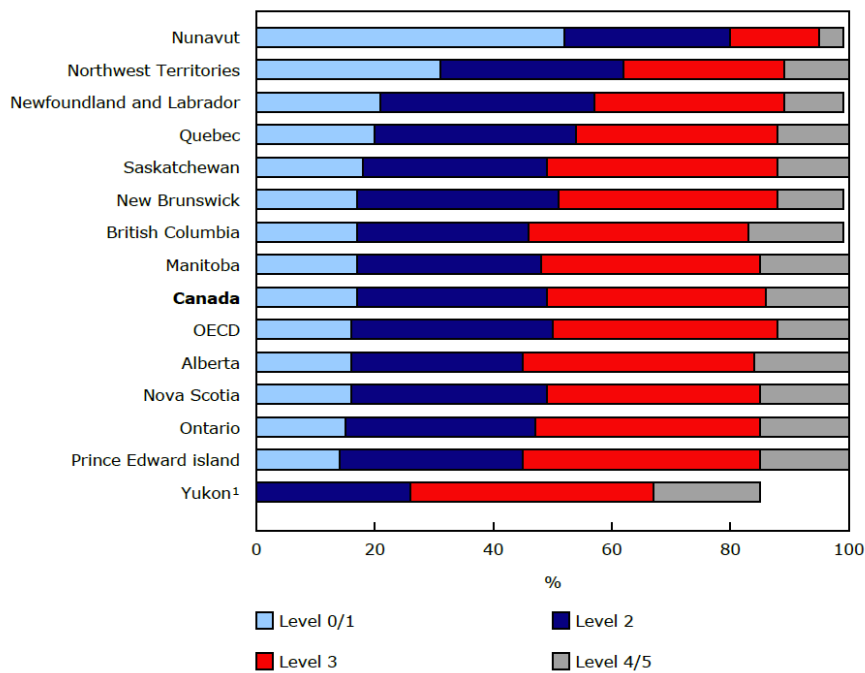


*Although both single and multiple responses to the question of Aboriginal identity are possible, the data included here is based on the population that only reported their single identity as being “First Nations,” “Métis,” or “Inuit.”

**Refers to the total percentage of First Nations, Métis, and Inuit Single Identity who have received trade certificates, college diplomas, university certificates below a bachelor degree, and university degrees).

In 2011, approximately 46% of Nunavut’s population aged 25 to 64 had no certificate, diploma, or degree (including high school certificate or equivalent),⁹⁵ making it the jurisdiction with the highest population in this category at that time.⁹⁶ Demographically, this figure breaks down to 60% of Inuit and 5% of non-Inuit without high school or post-secondary certification.⁹⁷ According to the 2011 Census, 64.1% of adults of the same age demographic (25 to 64) across Canada had post-secondary qualifications.⁹⁸ Only 12.7% of adults across the country had no certificate, diploma or degree, compared to the 15.4% in the 2006 Census.⁹⁹

Chart 1
Literacy proficiency levels of 25- to 64-year-olds, 2012



1. Level 0/1 data are not available for Yukon, as they are too unreliable to be published.
Note(s): Percentages may not add up to 100 as a result of rounding. Literacy was measured on a continuous scale ranging from 0 to 500 and can be reported as the distribution of the population across five proficiency levels from 1 to 5 with an additional category, 'below level 1.' Level 1 corresponds to respondents displaying the lowest level of ability. Levels 4 and 5 were combined to include those with the highest level of ability.
Source(s): Organisation for Economic Co-operation and Development (OECD); Statistics Canada, *Education Indicators in Canada: An International Perspective, 2014-15, 6A-X*.

Graph from *Education indicators in Canada: An international perspective, 2014*.¹⁰⁰

According to 2012 literacy and numeracy statistics,¹⁰¹ 91.9% of off-reserve Aboriginal citizens scored at proficiency level 2 or below, while only 8.1% scored at proficiency level 3 or above. In comparison, 33.5% of non-Aboriginal citizens scored at proficiency level 2 or below, while 66.5% scored at proficiency level 3 or above.

G. HEALTH

i. Birth and Death Rates

The number of live births in Nunavut for the 2013/2014 year was 893.¹⁰² This number has fluctuated between 800 and 900 since 2007/2008.¹⁰³ Of these 893 live births, 51.3% were male and 48.7% female.¹⁰⁴ In 2012, the majority of mothers in the territory were under the age of 25, compared to the rest of Canada, where the majority of mothers were between 25-35 years old.¹⁰⁵ The higher number of young mothers in the territory reflects a pattern that has been repeated over the past several years.¹⁰⁶

According to the numbers released by Statistics Canada in December 2015, there were 161 deaths in Nunavut during 2012, a 5.8% decrease from 2011.¹⁰⁷

In 2011, the infant mortality rate in Nunavut was nearly six times the national average, with 28.7 deaths per 1,000 live births, compared to 4.9 deaths per 1,000 live births nationally.¹⁰⁸ In 2012, this number dropped to 21.4 in Nunavut and to 4.8 nationally,¹⁰⁹ making Nunavut’s infant mortality four times higher than the national rate. At 75.2 years, the life expectancy for citizens of Nunavut was the lowest in the country from 2006-2008.¹¹⁰ The national life expectancy at birth from 2007-2009 was 81.1 years.¹¹¹

ii. Infectious Diseases

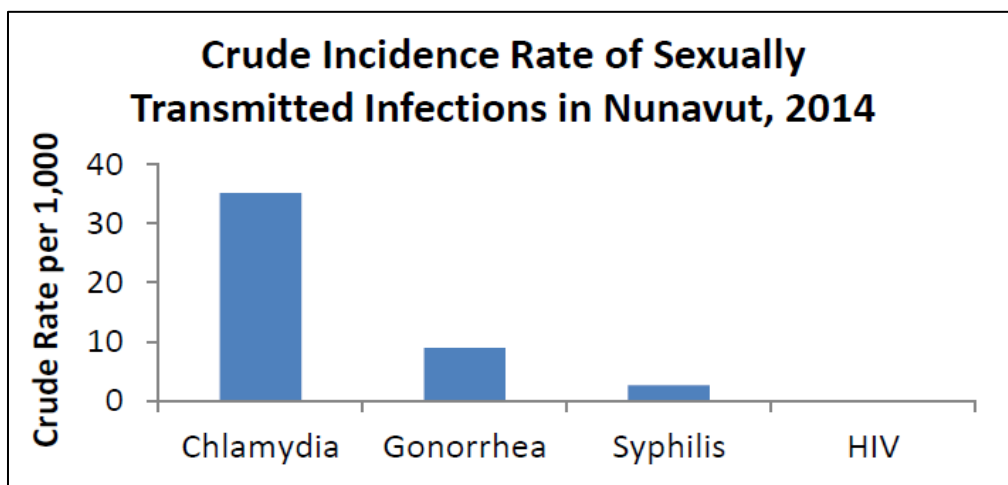
(a) Tuberculosis (TB)

Nunavut continues to experience high rates of transmission of infectious diseases. Overcrowding, sub-standard housing and high rates of smoking are factors linked to the rapid transmission of diseases like tuberculosis in the territory’s population.

In 2013, Nunavut had a TB incidence rate of 143.3 per 100,000 population (51 cases), which was a decline from the territory’s incidence rate in 2012, of 230.5 per 100,000 population (80 cases).¹¹² These territorial rates can be compared to the rates reported for Canada (4.7 in 2014 and 4.9 in 2012).¹¹³ These figures give the territory a tuberculosis rate that is 62 times that of the rest of Canada.¹¹⁴

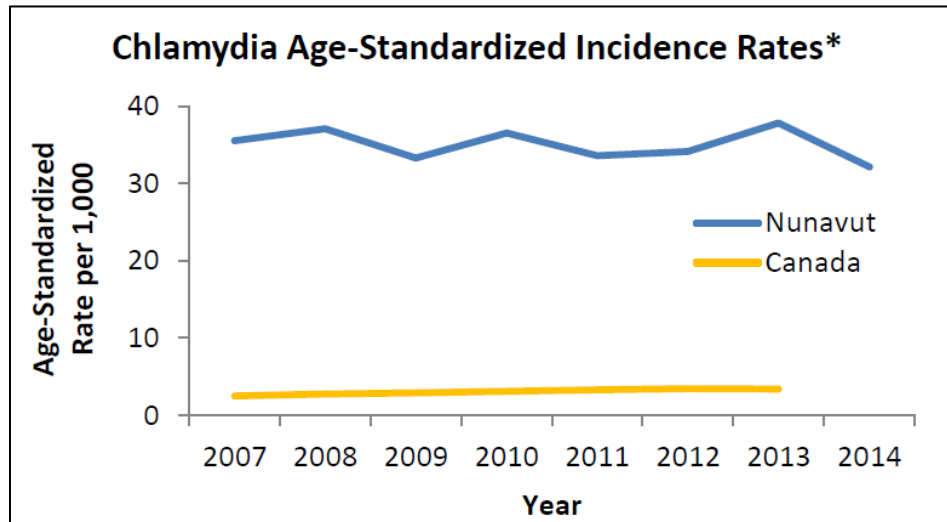
(b) Sexually Transmitted Infections (STIs)

Sexually Transmitted Infection (STI) rates in Nunavut are the highest rate in the country with chlamydia, gonorrhoea, and syphilis many times higher than the national average in 2013.¹¹⁵ There have been no new cases of HIV reported from 2007-2014.¹¹⁶



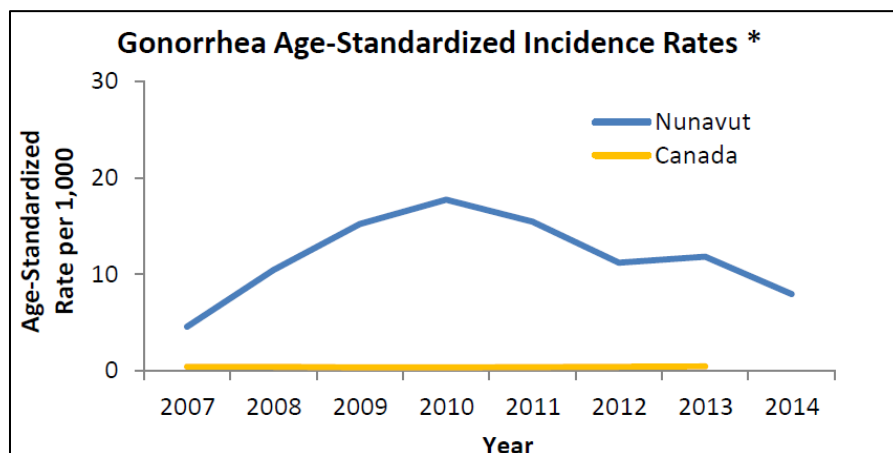
From the GN Department of Health, “Sexually Transmitted Infection Rates in Nunavut, 2007-2014”¹¹⁷

In 2013, the rates for chlamydia were several times higher than the Canadian average and the rate for gonorrhoea was even higher.¹¹⁸ In 2014, there were 1,285 new reported cases of chlamydia, the lowest in Nunavut since 2009.¹¹⁹ Almost one-third, or 30%, of the reported chlamydia infections were in the 15-19 year-old demographic.¹²⁰



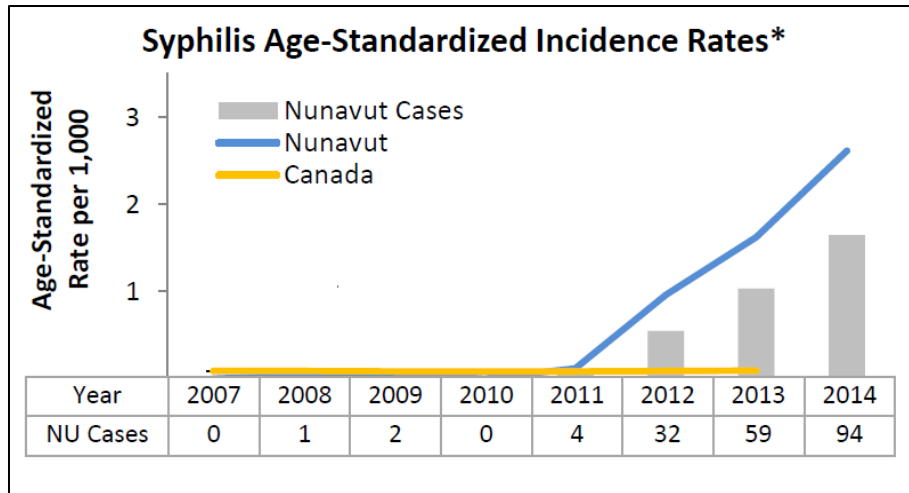
From the GN Department of Health, "Sexually Transmitted Infection Rates in Nunavut, 2007-2014"¹²¹

Like chlamydia, the gonorrhoea rate in Nunavut appears to be decreasing.¹²² In 2014, there were 326 new reported infections, most of which (66%) were in the 15-24 year-old age demographic. Most of the infections in the younger age groups were reported by women.¹²³



From the GN Department of Health, "Sexually Transmitted Infection Rates in Nunavut, 2007-2014"¹²⁴

In 2014, there were 94 reported cases of syphilis, with an average age of 31 and more than half of the cases (56%) reported by females.¹²⁵ The outbreak of syphilis is a recent epidemic that was not a problem previous to 2012.¹²⁶



From the GN Department of Health, “Sexually Transmitted Infection Rates in Nunavut, 2007-2014”¹²⁷

iii. Smoking and Lung Cancer in the Territory

Smoking and tobacco use is widespread throughout the territory. When the GN implemented its five year “Tobacco Has No Place Here” campaign in March 2012, a 2.9% drop in smoking was noted by November of the same year.¹²⁸ Despite this drop in numbers, Nunavummiut spent over \$48 million on tobacco products in 2013 and purchased approximately 66 million cigarettes throughout the territory.¹²⁹

In 2014, 62% of Nunavummiut (12 years and older) reported participating in either daily or occasional smoking. This percentage placed smoking rates in Nunavut at three times the national average (18%). It also represented a 3% increase from 2013 (59%).¹³⁰ The smoking rate in 2014 was the highest for individuals aged 20-34 and 35-44. Approximately 7 in 10 Nunavummiut between these ages reported being daily or occasional smokers in 2014, making Nunavummiut between 20-44 years old the demographic with the highest smoking rates.¹³¹

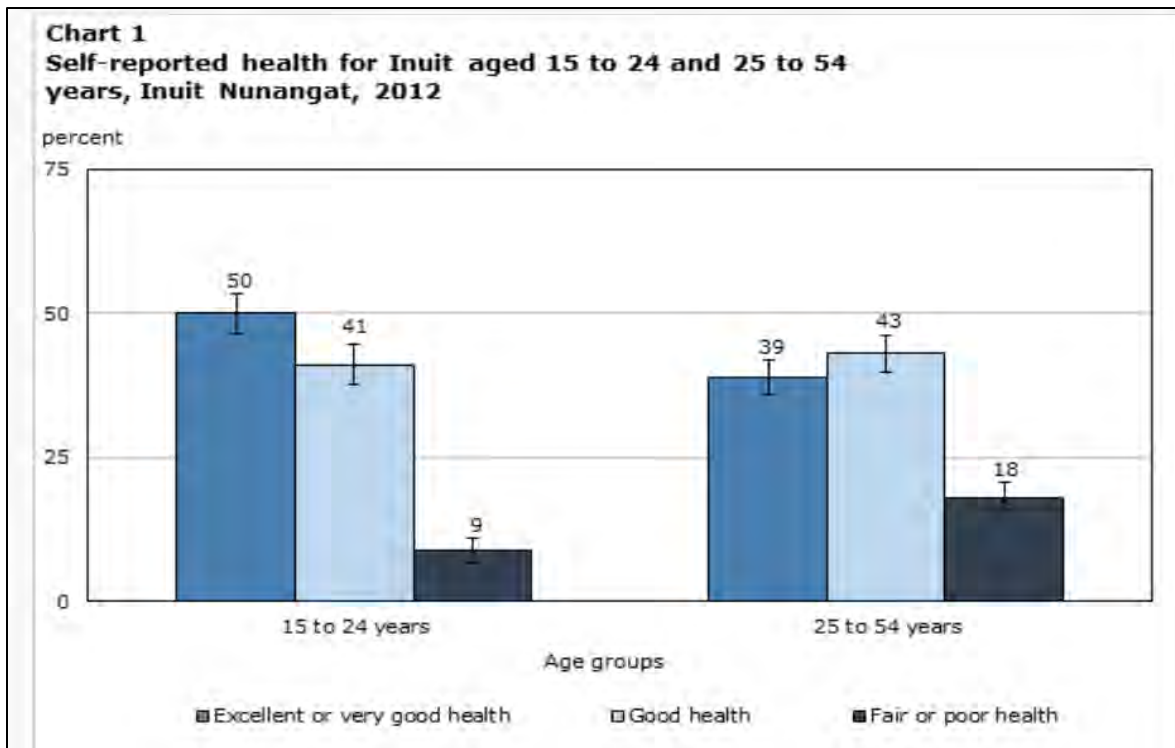
The number of non-smokers ages 12 and above who reported being exposed to second-hand smoke in private vehicles or public places either every day or almost every day was estimated to be at 1,766 in Nunavut in 2014.¹³²

As a result of the high rates of smoking and exposure to second hand smoke in the territory, there is a correspondingly high rate of death due to lung and colorectal cancer. The mortality rate in Nunavut from lung cancer is 209.5 deaths per 1,000 people, compared to 48.2 per 1,000 people for Canada as a whole.¹³³ Lung cancer was responsible for 49% of cancer deaths in Nunavut in 2011. For colorectal cancer, the rate was 80.5 deaths per 1,000 people in Nunavut compared to 18.4 per 1,000 for Canada.¹³⁴

iv. Health and Wellbeing of the Inuit Population¹³⁵

The health gap that has been reported between Inuit of the Inuit Nunangat[†] and non-Aboriginal populations in Canada is in many respects a result of the poor socio-economic conditions of Inuit communities (in relation to the social determinants of health: high poverty rates, low levels of education, limited employment opportunities and inadequate housing conditions).¹³⁶

[†] Refers to all the regions of the globe inhabited by Inuit and includes northern parts of Alaska, Siberia, Canada, and all of Greenland.



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The Inuit Tapiriit Kanatami (the national organization of Inuit in Canada) has developed a set of Inuit-specific social determinants of Inuit health: quality of early childhood development, culture and language, livelihood, income distribution, housing, personal safety and security, education, food security, availability of health services, mental wellness and the environment.¹³⁸ High educational attainment corresponded positively with “excellent” or “very good” health in youth (ages 15-24), while household crowding and obesity was negatively associated with health status. The involvement of family is a central feature of Inuit culture. Younger Inuit with “strong” or “very strong” family ties reported a higher probability of being in “excellent” or “very good” health, as compared to those in the same age demographic who rated their family ties as moderate, weak, or very weak.¹³⁹

v. Remedial Services Available

Health services in communities other than Iqaluit and Rankin Inlet are provided by nurse practitioners at local nursing stations in consultation with physicians using Telehealth videoconferencing facilities. Acute care needs are usually addressed by a medical evacuation (air ambulance) to hospitals outside Nunavut (weather permitting).

There is only one hospital in Nunavut. It is located in Iqaluit.

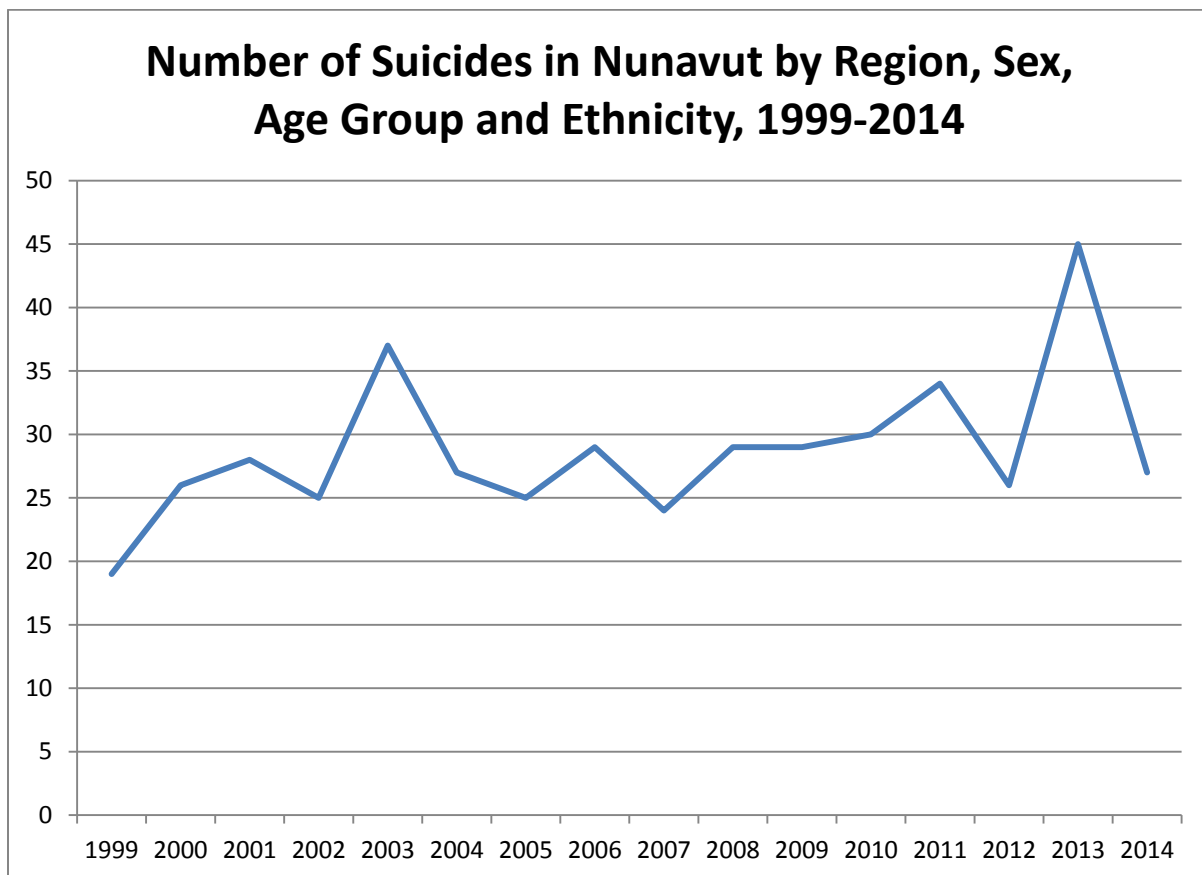
The revised estimate for the Department of Health’s total expenditures in the 2014/2015 fiscal year was just under \$331 million. The projected total expenditures in the 2015-2016 fiscal year is slightly short of \$334.6 million.¹⁴⁰ Of the total governmental budget, 21% is to be allocated to Health.¹⁴¹ Of that 21%, 85% is estimated to be allocated to Health Care Services Delivery and 6% to Public Health.¹⁴²

H. MENTAL HEALTH

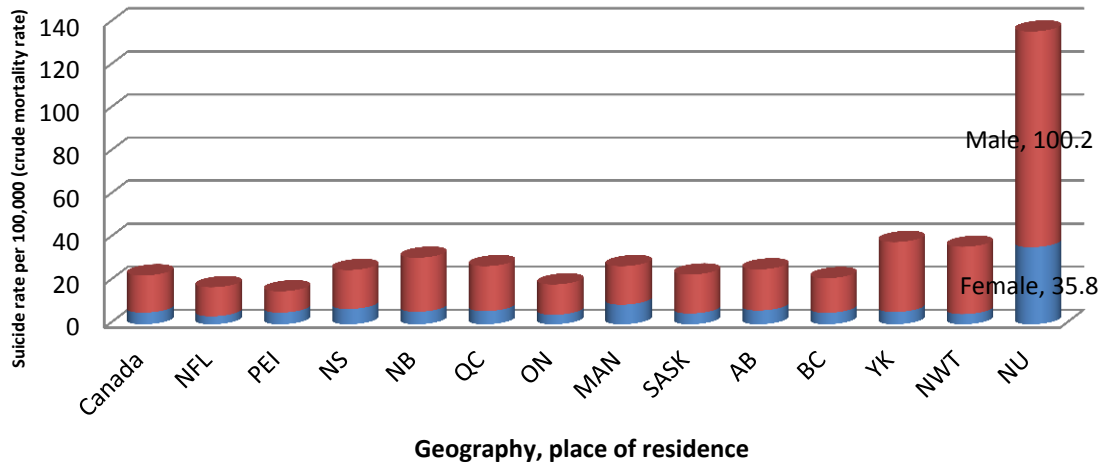
i. Suicide in the Territory

Suicide has remained one of the leading causes of death in the territory.¹⁴³ Premature mortality by suicide in Nunavut is approximately 10 times the national average.¹⁴⁴ As of 2014, there has been 460 suicides in the territory since its creation in 1999.¹⁴⁵ The majority of suicides occur in the Qikiqtaaluk (Baffin) region (289 suicides between 1999 and 2014).¹⁴⁶

In 2012, 26 of the 161 deaths in Nunavut were by suicide.¹⁴⁷ This number rose to 45 deaths by suicide in 2013, the highest number since 1999, but dropped to 27 in 2014.¹⁴⁸ The majority of suicides in 2012 and 2014 were committed by individuals under the age of 20 (42.3% in 2012 and 40.7% in 2014), while the majority of suicides in 2013 occurred in the 20-29-year-old age demographic.¹⁴⁹ Those who die by suicide are overwhelming male and almost entirely Inuk (100% Inuk in 2013 and 2014).¹⁵⁰

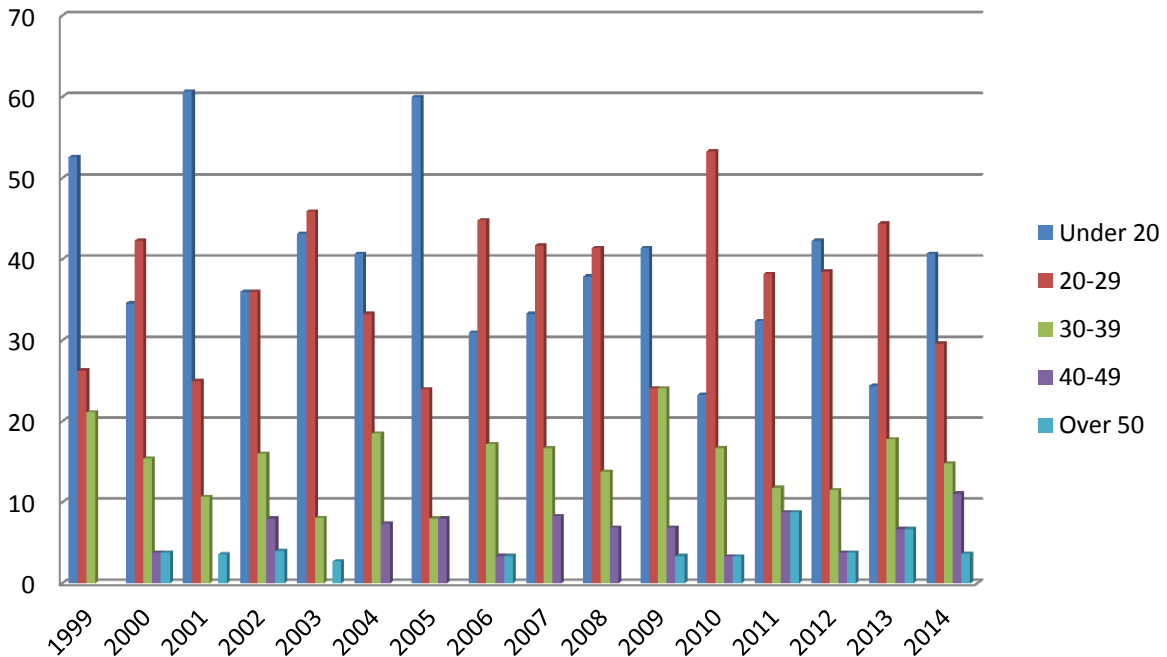


Crude mortality rate per 100,000, by suicide, by province and territory (2012)

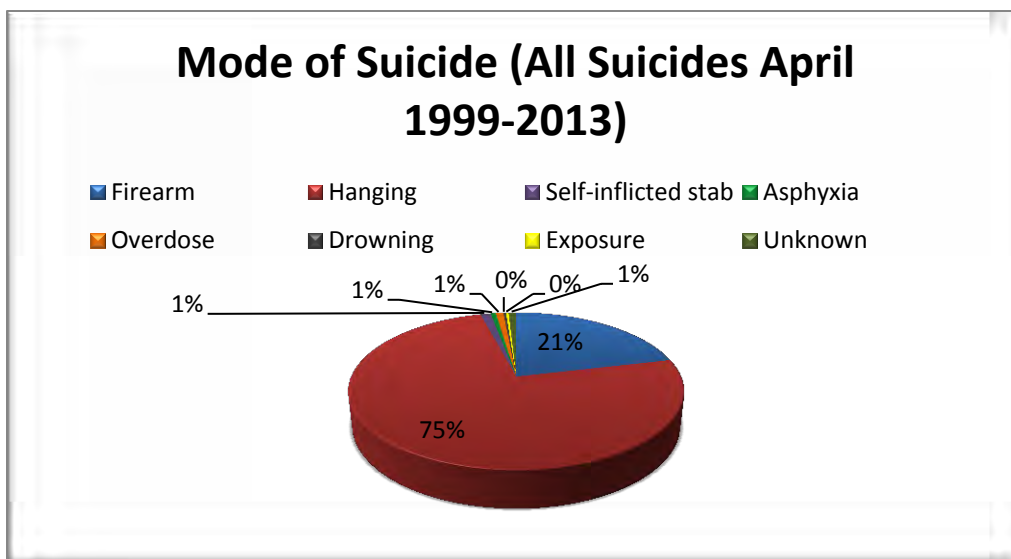


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Percentage of Suicides in Nunavut by Age Group (1999-2014)



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ii. Remedial Services Available

Despite the distressing incidence of mental illness and suicide in Nunavut, there is no psychiatric hospital in the territory. Many of the communities lack mental health workers. There is one resident psychiatrist in Iqaluit who serves as a territory-wide resource. There are 29 psychiatric nurses throughout the territory, and 14 mental health consultants. All serious cases of mental illness are treated in institutions in southern Canada. Follow-up at the community level is difficult.

ASIST (Applied Suicide Intervention Skills Training) programs, modified for Nunavut, have been incorporated in to the curriculum of Nunavut Sivuniksavut, the Nunavut Teacher Education Program, and the Nursing program at the Nunavut Arctic College.¹⁵⁵ In addition to ASIST training, there is also a Suicide Help Line and RespectEd programming in schools.¹⁵⁶ However, institutional support is severely lacking.

The importance of culturally relevant counselling techniques has been repeatedly emphasized. During the November sitting of the Legislature, a member of the Legislative Assembly acknowledged the complete difference between Inuit and *qallunaat* counselling techniques and methods.¹⁵⁷ Piqqusilirivvik Cultural School in Clyde River is one of the few places in which Inuit cultural counselling methods are being taught.¹⁵⁸

iii. Forensic Assessments and Court Referrals

Arrangements are made by the Court to have southern forensic psychiatrists travel to Nunavut to do forensic assessments. There can be much delay associated with this. There is one psychiatric group home/half way house (the Utaqivik Community Residential Center) and one mental health treatment center (Akausisarvik) located in Iqaluit. Neither accepts referrals from the criminal courts.

iv. Suicide Crisis Declared

On Thursday, October 22, 2015, Premier Peter Taptuna officially declared a suicide crisis in Nunavut following a weeks-long Coroner's suicide inquest. In doing so, he struck a special cabinet committee,

which was mandated to follow and implement recommendations from the Coroner’s inquest. The special committee would be led by the Minister of Health, Paul Okalik, and the Premier himself. The committee was envisioned as being cross-sectional and cross-departmental. The Associate Deputy Minister was appointed to direct such cross-departmental initiatives, and to work with NGOs, partners, hamlets, and various governmental departments.¹⁵⁹

I. SUBSTANCE ABUSE

Substance abuse of every kind is present to varying degrees in all communities in Nunavut. Alcohol-related crime is rampant.

i. Drug Abuse

In Nunavut, drug violations made up 3.0% of the total violations in 2013 and 2.1% in 2014.¹⁶⁰ In 2014, there were 114 incidents of police-reported possession of cannabis across the territory, and 127 incidents of police-reported trafficking, production or distribution.¹⁶¹ There were no police-reported incidents of possession, trafficking, production or distribution of cocaine.¹⁶² This is a decrease from the 2 police-reported incidents of possession and 4 police reported incidents of trafficking, production or distribution of cocaine in 2013.¹⁶³ Other drugs and substances under the *CDSA* make up a total of 9 police-reported incidents in 2014, a decrease from the 11 police-reported incidents in 2013.¹⁶⁴ By comparison, the national rate of drug-related offenses was 310 per 100,000 population in 2013 – up 13% from 2003. Cannabis offenses accounted for two-thirds of all police-reported drug offenses nationally, and cocaine-related offenses made up 16% of all police reported drug offenses nationally.¹⁶⁵

There are also cases of “sniffing” glue, fumes, and other similar substances that often have a highly intoxicating effect when inhaled in large, concentrated doses. Several crimes throughout the territory have been committed while the offender or alleged offender is high from non-*CDSA* or non-alcohol intoxicants.

ii. Alcohol Abuse

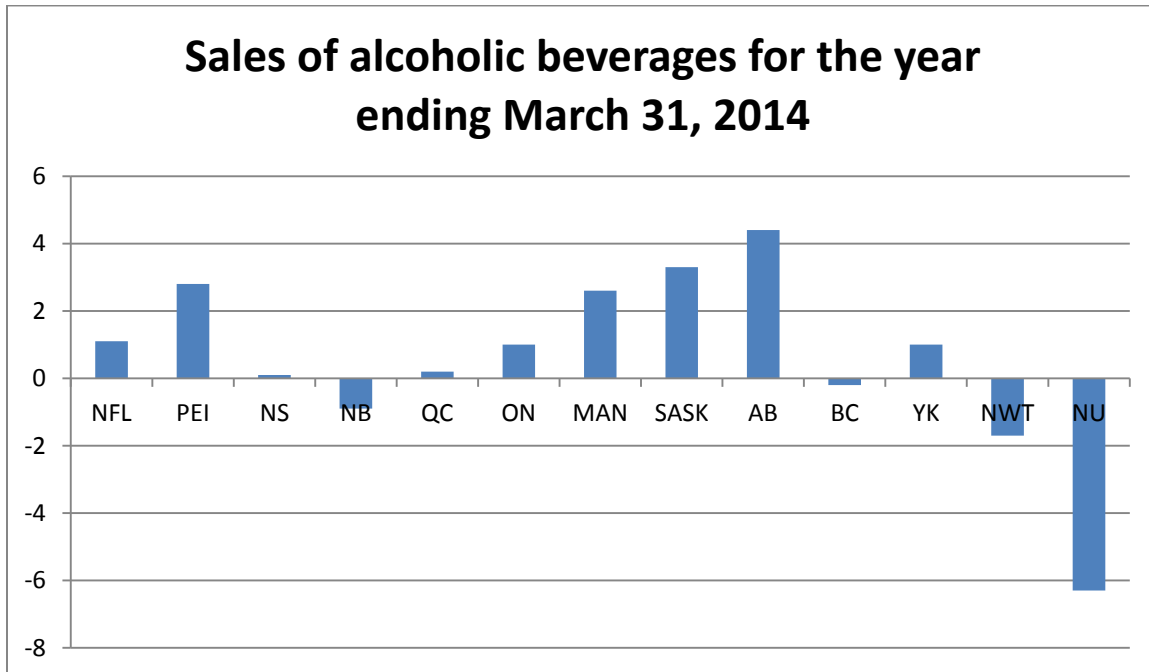
When it comes to the purchase and consumption of alcohol, communities in Nunavut are classified as unrestricted, restricted, or prohibited (also referred to as “dry” communities). There are two methods of lawful acquisition in non-prohibited communities: purchasing liquor from within the territory through the Nunavut Liquor Commission and importing liquor purchased extra-territorially. When purchasing from within the territory, an import permit is not required. However, alcohol purchases from within the territory cannot be made from the same community in which the buyer lives. For example, if the buyer lives in Iqaluit, they

Communities by status, 2014/2015 fiscal year¹⁶⁶

| Table 4: Breakdown of communities by their chosen system | | |
|--|--------------------|---------------|
| Unrestricted | Committee | Prohibited |
| Cambridge Bay | Arctic Bay | Arviat |
| Grise Fiord | Baker Lake | Coral Harbour |
| Iqaluit | Cape Dorset | Gjoa Haven |
| Rankin Inlet | Chesterfield Inlet | Kugaaruk |
| Taloyoak | Clyde River | Pangnirtung |
| | Hall Beach | Sanikiluaq |
| | Igloolik | |
| | Kimmirut | |
| | Kugluktuk | |
| | Pond Inlet | |
| | Qikiqtarjuaq | |
| | Repulse Bay | |
| | Resolute Bay | |
| | Whale Cove | |

cannot place an order with the Iqaluit warehouse, but rather, must order their liquor from the Rankin Inlet warehouse. This results in additional shipping costs being built into the price of the buyer’s liquor order. If an individual buyer is ordering alcohol from outside of the territory, an import permit is required.¹⁶⁷

In the 2014/2015 fiscal year, Nunavut’s Liquor Commission sold 593,499 litres of alcohol in Nunavut, worth \$5,874,000.¹⁶⁸ Total revenue increased by 1% from 2013/2014,¹⁶⁹ but is still 4% behind 2011 sales.¹⁷⁰ Sales from beer, coolers and spirits have been declining since 2011; the sale of wine has risen. The Commission has been experiencing a drop in customer sales, and have seen a rise in import permit sales, indicating a growing preference to buy alcohol from outside the territory.¹⁷¹



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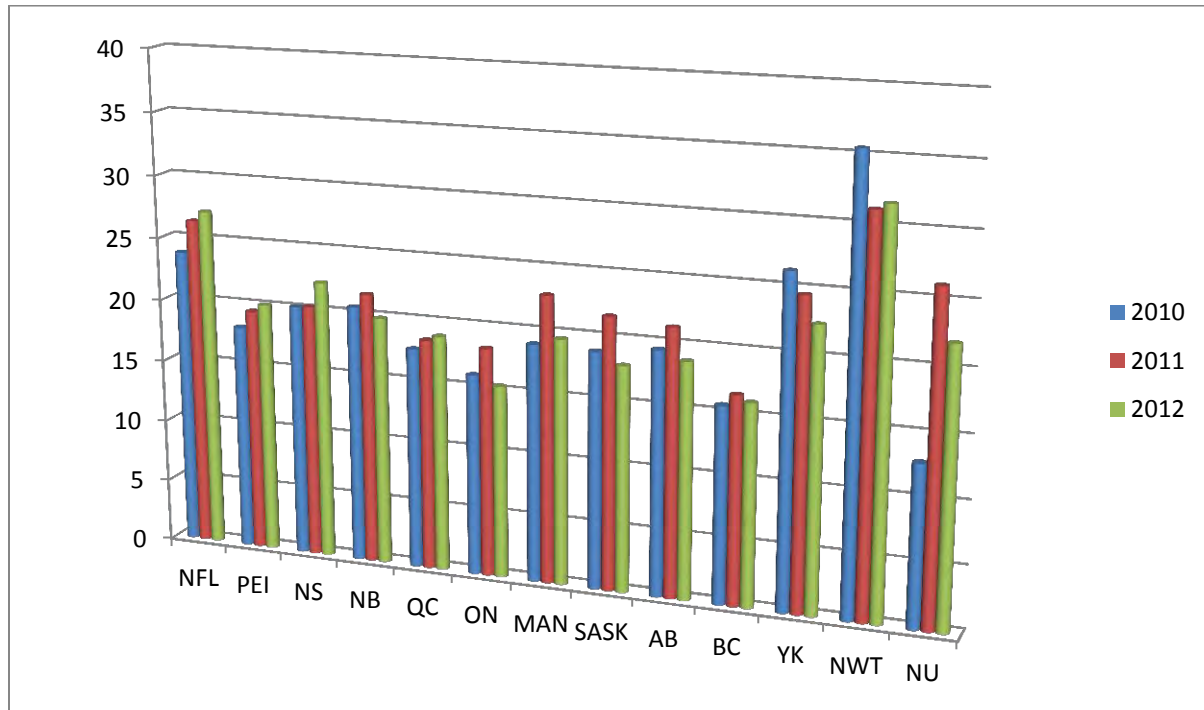
It is important to recognize that these numbers do not accurately reflect the actual volume of alcohol consumed in Nunavut. These statistics rely on lawful sales of alcohol throughout the territory, and do not account for other “under-the-table” methods by which alcohol is acquired. One such alternative source is “bootleggers,” who purchase alcohol outside of the territory either with or without a permit and then sell it for a drastically inflated price within the territory. Another alternative source is “homebrew,” an extremely potent form of home-made alcohol. Homebrew is especially prevalent in remote and prohibited communities.

Due to the prevalence of these “under-the-table” methods of acquisition, the figures reported for Nunavut through official government statistical collection significantly understates the size of the territory’s substance abuse problem.

i. Remedial Resources Available

The territory has no residential substance abuse treatment facility for youth or adults, no alcohol or addictions specialists, and no detox facility. Police holding cells are used for this purpose. Many of the communities outside of Iqaluit lack alcohol workers.

Heavy drinking,[‡] by province and territory, 2010-2012 (percent)¹⁷³



Despite the prevalence of alcohol abuse, the territory lacks the means to diagnose Fetal Alcohol Spectrum Disorder (FASD). There are no studies to document the prevalence of this condition within Nunavut, unlike in the Yukon and Northwest Territories. There are no specialized treatment homes in Nunavut to care for children with FASD. The territory, unlike Yukon and the Northwest Territories, has yet to develop a government-wide protocol for service delivery to those Nunavummiut who require specialized services in order to accommodate the special needs that are associated with FASD or FAE (Fetal Alcohol Effects).

J. CHILD PROTECTION AND SOCIAL SERVICES

The 2014 Auditor General's Follow-Up Report on Child and Family Services in Nunavut found that, overall, improvement within the Department since its 2011 Report was unsatisfactory. While community social service worker and supervisor occupancy rates had increased to 83% during the audit period, departments were still under-reporting required information.¹⁷⁴ As of April 2013, the number of children receiving services (including protective care) had dropped from 633 (2009-2010) to 395.¹⁷⁵ As of July

[‡]Population aged 12 and over who reported having 5 or more drinks on one occasion, at least once a month in the past 12 month. After 2013, refers to males who reported having 5 or more drinks and women who reported having 4 or more drinks on one occasion.

2013, there were 55 positions for community social service workers and supervisors across the territory, an increase from the 51 positions that were in existence at the time of the 2011 Report.¹⁷⁶

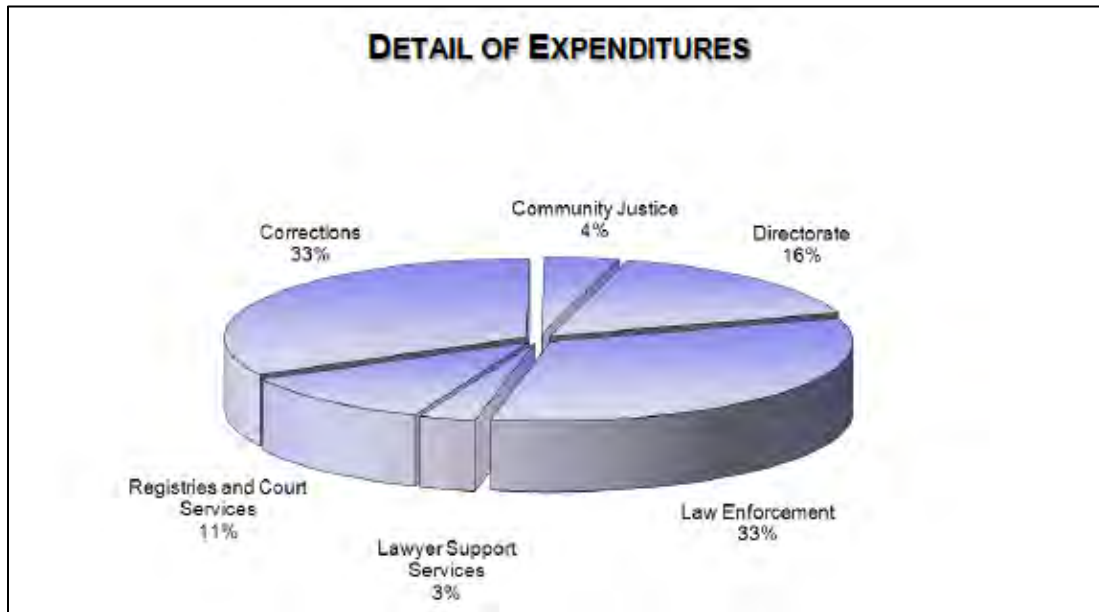
In some cases, social workers are flown in from the south for a week at a time to provide basic services in those communities having no local resources. Programming and counselling services dependent on social workers suffer from a lack of continuity as a result. For communities lacking any resident social workers, emergency services may be provided by telephone from workers in other communities.

A child may be placed in one of the three group homes in Nunavut (Iqaluit, Rankin Inlet, and Cambridge Bay). If a child requires programs and services that are unavailable in the territory the child may be sent south to group homes or residential care facilities in one of the provinces.¹⁷⁷

The fiscal budget for the Department of Children and Family Services in the 2013-2014 year was set at \$50.3 million, of which \$10 million was allocated to child protection services.¹⁷⁸ The 2015-2016 Main Estimates have allocated 42% (just under \$53.7 million) of the Department's budget for expenditures related to Children and Family Services.¹⁷⁹

PART THREE: The Criminal Justice Context

A. THE COST OF JUSTICE



Breakdown of the expenditures for the GN Justice Department, taken from the GN Department of Finance's 2015-2016 Main Estimates, p. E-3¹⁸⁰

The GN has projected expenditures of \$111,707,000 by its Justice Department for the 2015/2016 fiscal year.¹⁸¹ A total of \$109,422,000 has been budgeted for the department's operation and maintenance.¹⁸²

Travel costs continue to burn up a very significant percentage of the GN's operational budget in all departments. This is particularly true in the justice field, where witness travel and policing costs are many times what they are in the south.

In 2014, the cost of chartering an aircraft to perform Court circuit from Iqaluit to Taloyoak and Kugaaruk was approximately \$35,000.¹⁸³ In addition to the flight costs are accommodation and other expenses of the Court party. For example, the cost of bringing the court party on circuit to Taloyoak and Kugaaruk including one court clerk, one interpreter, and one court reporter added up to approximately \$10,592.¹⁸⁴

B. LEGAL AID IN THE TERRITORY

Nunavut's Legal Services Board (LSB) has been in operation since 2000. While the LSB has always had a large demand for criminal matters, the 2013-2014 year saw an increasing demand for assistance on civil matters.¹⁸⁵

Applications for Coverage, Annually (2012-2014)¹⁸⁶

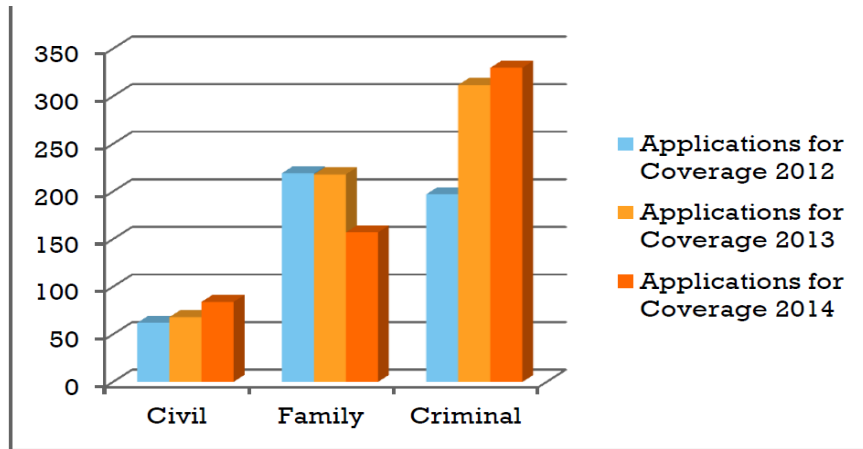
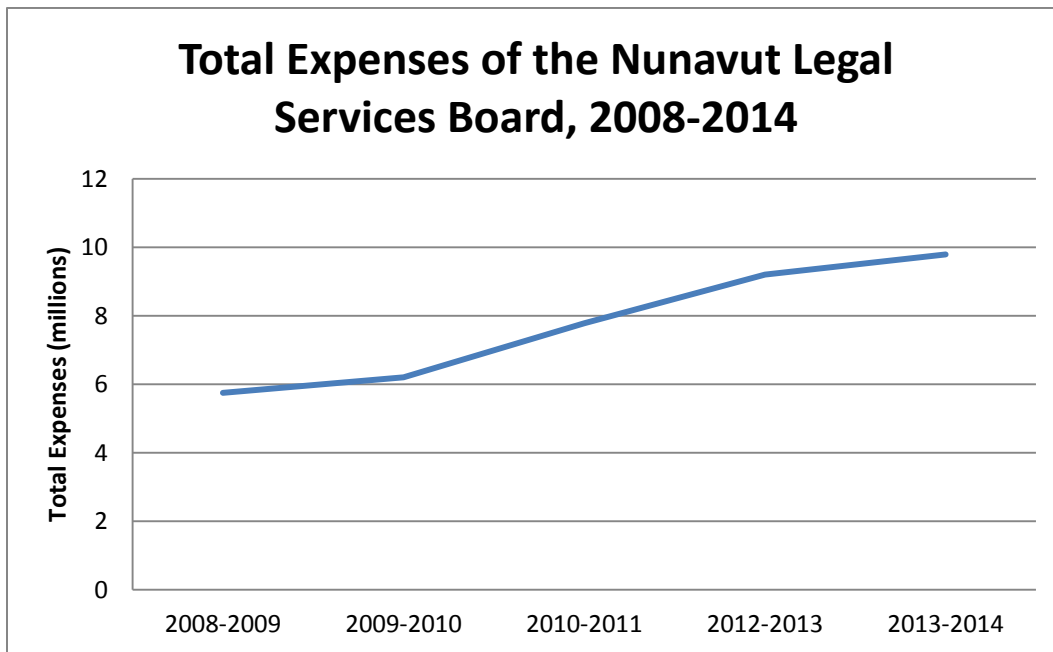


Figure 1 The Legal Services Board has seen steady and consistent demand for its services across all practice areas as figure 1 illustrates.

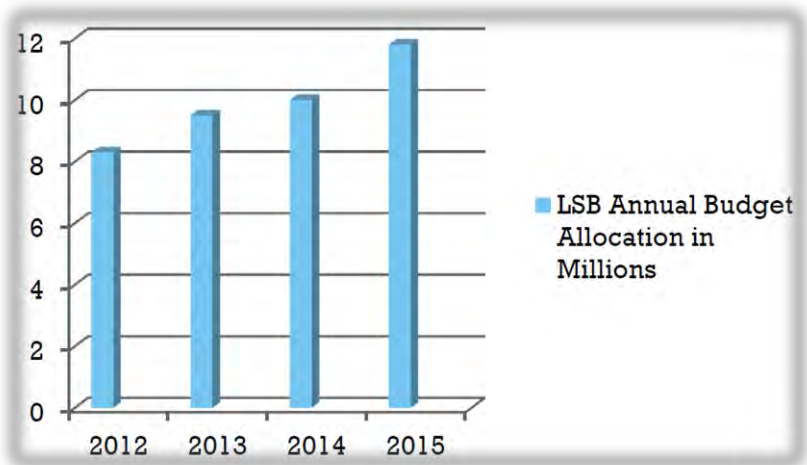
Approximately 98% of Nunavummiut who appear before the Nunavut Court of Justice on criminal, family and civil law matters within LSB’s coverage areas are represented by legal aid lawyers.¹⁸⁷



The information for the above chart was taken from the LSB’s Annual Reports.

LSB spent 61% of its overall 2013-2014 budget on legal practices. Of that 61%, 77% of the funds were assigned to the criminal practice, 16% to the family practice, and 7% to the civil/poverty practice.

LSB's Annual Budget Allocations in Millions¹⁸⁸



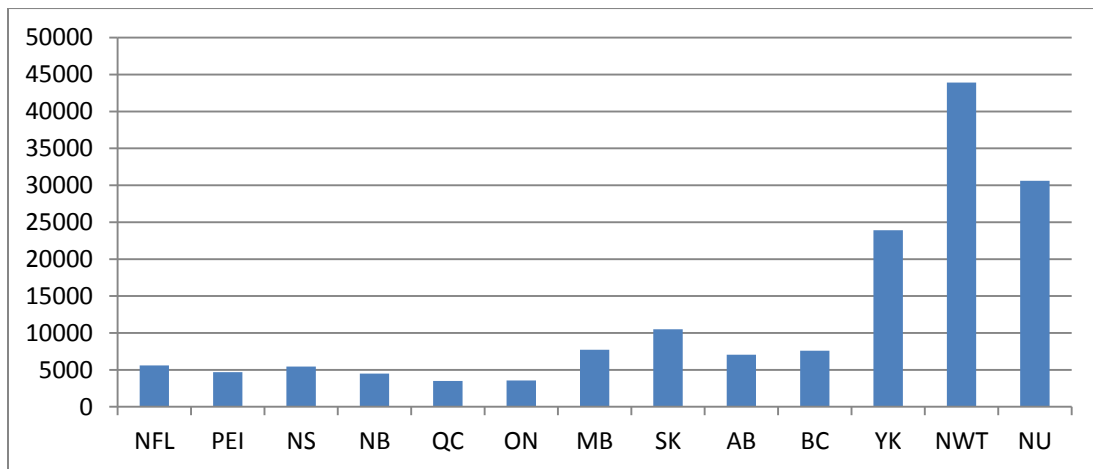
The LSB's *Inuit Courtworker Program* provides a link between the justice system, the LSB lawyers and the communities and clients that it serves. Courtworkers are based in clinics and hamlets throughout the region. In 2014, there were 21 courtworkers working in all 25 communities. Courtworkers provide interpretation, client and witness support and administrative assistance. They also maintain contact with clients who are without phones and computers and serve documents.¹⁸⁹

C. THE INCIDENCE OF CRIME

i. Crime Severity/Violent Crime

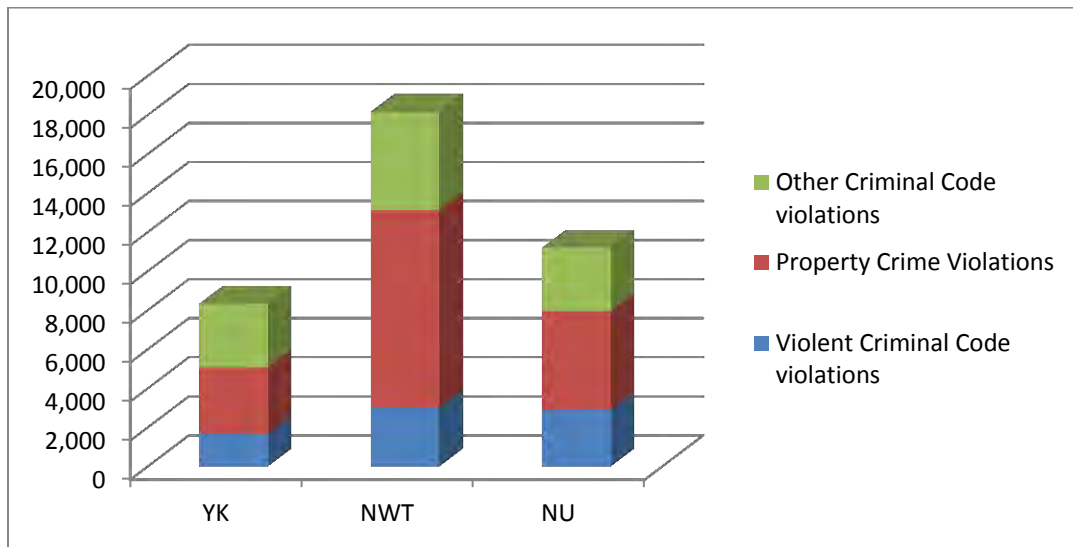
In 2014, Nunavut continued to lead the country with a violent crime severity index (CSI) rate of 415.6, followed by the Northwest Territories (278.2) and Manitoba (126.9).¹⁹⁰ Nunavut also reported 11,201 Criminal Code violations (excluding traffic) in 2014, down from the 11,512 non-traffic Criminal Code violations reported in 2013.¹⁹¹ The rate of robberies in the territory increased in 2014.¹⁹²

Rate of Criminal Code Violations, excluding traffic offenses (2014)¹⁹³

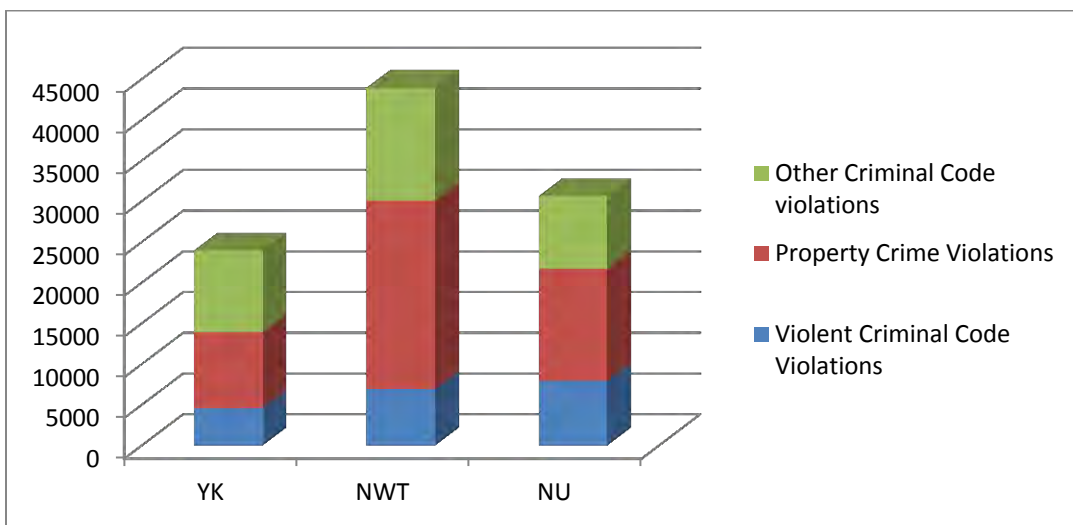


Nunavut’s 2014 rate of violent crime (per 100,000 population) was 7,934.95. Of the total violent offenses, assault was the most common (with 2,003 incidents in 2014 - a rate of 5,474.92 per 100,000 population) and uttering threats was the second most common (at 405 incidents - a rate of 1,107.01 per 100,000 population).¹⁹⁴ Nunavut’s rate of violent crime (per 100,000 population) is approximately seven times the national average (which is 1,039.26 per 100,000 population) and remains the highest in the country.¹⁹⁵

Crimes, by type of violation, and by province and territory (Yukon, Northwest Territories, Nunavut), Number of Incidents (2014)¹⁹⁶

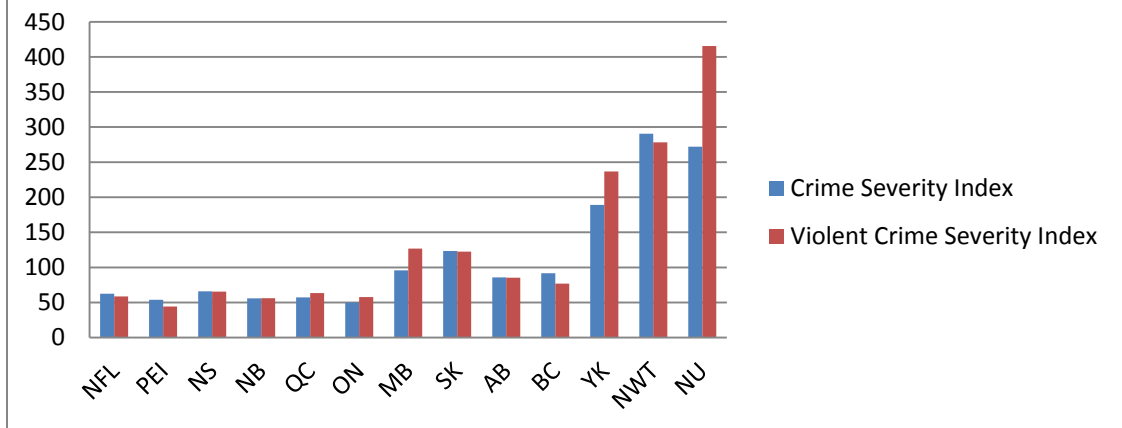


Crimes, by type of violation, and by province and territory (Yukon, Northwest Territories, Nunavut), Rate per 100,000 population (2014)¹⁹⁷



In 2014, Nunavut continued to report the highest crime severity index values, alongside the Northwest Territories, despite its Crime Severity Index being down by 5% from 2013.¹⁹⁸ The severity indices of general crime and violent crime for each Canadian jurisdiction are captured on the graph below.

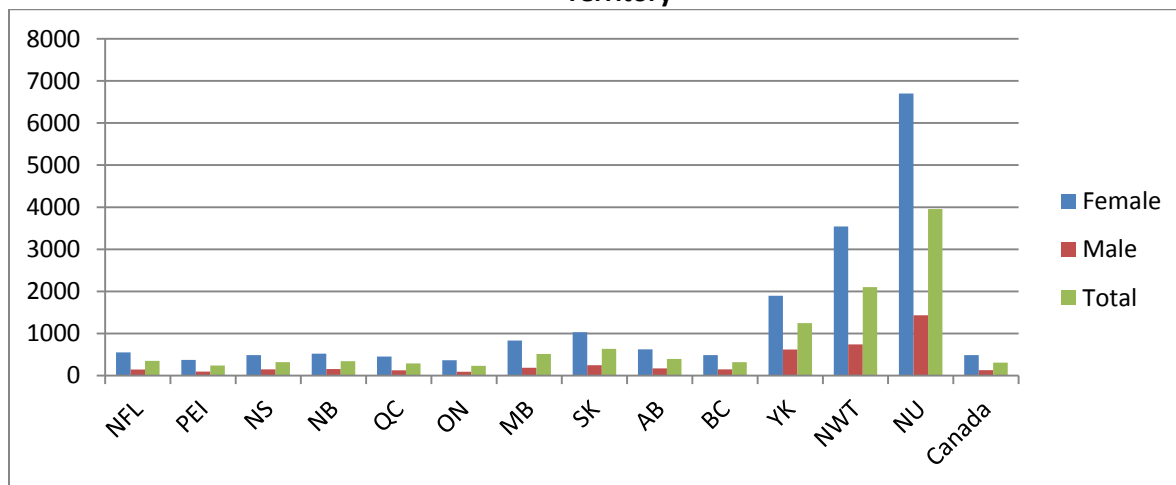
Crime Severity Index, by province and territory, 2014



ii. Family and Domestic Violence

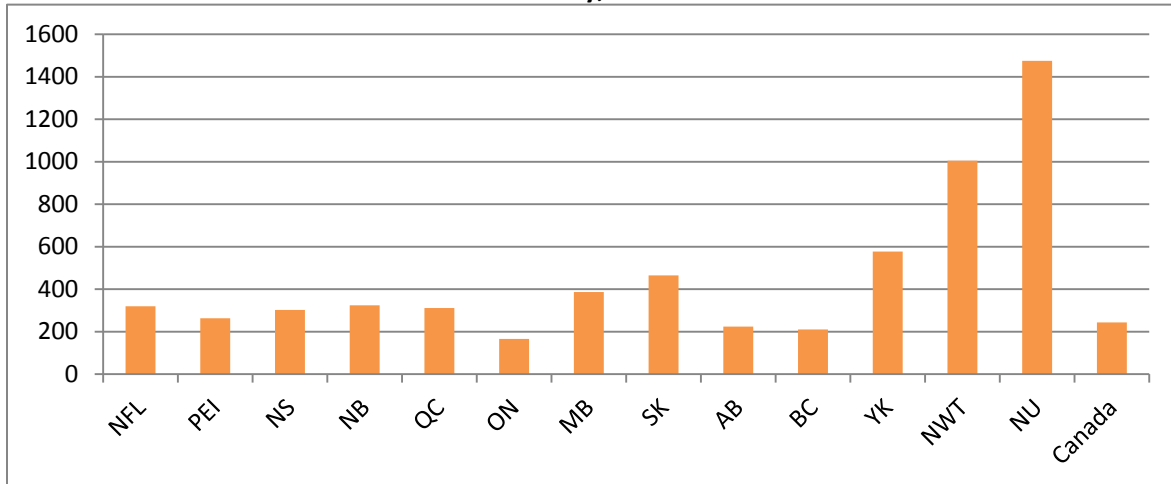
While there has been a decrease in self-reported spousal violence in the provinces, the 2014 rates of police-reported family violence has remained the highest in the territories¹⁹⁹ and, according to Statistics Canada, one spousal homicide occurred in the territories in 2014. In 2013, Nunavut's intimate partner violence rate was six times higher than Saskatchewan, which was the province with the highest rate in this category (635.0 victims per 100,000 population).²⁰⁰

Rate of Victims of Police Reported Violent Crime (Age 15-89) by Sex, in 2013, by Province and Territory²⁰¹



Children and youth are victims of violent crime at much higher rates in Nunavut than in Canada as a whole. In 2013, 190 children and youth between ages 0 and 17 were victims of police-reported family violence. Nunavut's rate was 1,474.8 per 100,000 population, making it the jurisdiction with the highest rate of child and youth victims of family violence.²⁰²

Rate of Child and Youth Victims (Age 0-17) of Police Reported Family Violence, by Province and Territory, 2013²⁰³

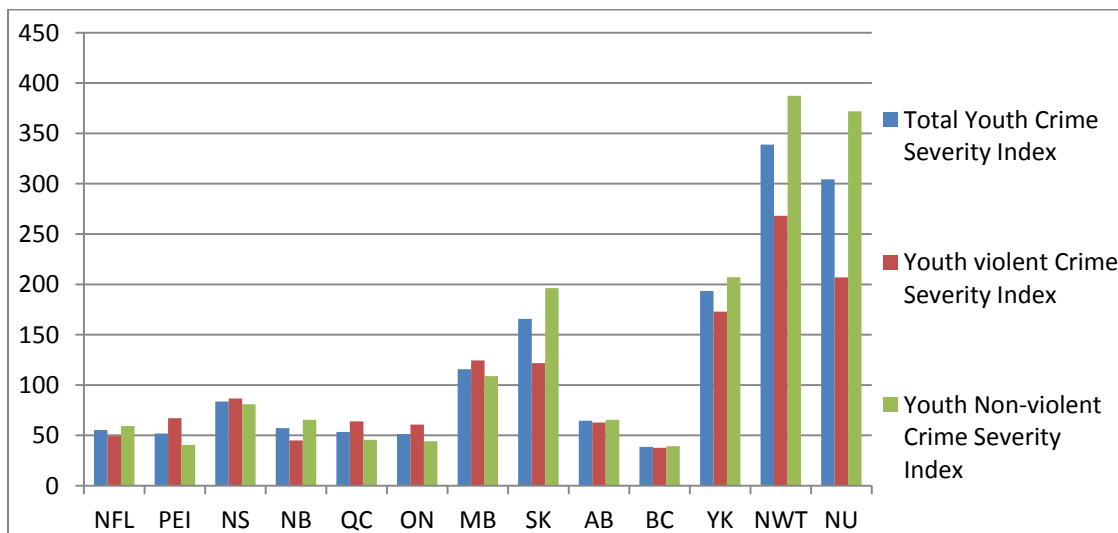


iii. Young Offenders

The youth Crime Severity Index (CSI) in Nunavut declined between 2013 and 2014, while the youth violent CSI increased by +18% in Nunavut at the same time. Although not the jurisdiction with the largest increase, Nunavut remained one of the jurisdictions that saw a large increase in this category.²⁰⁴

In 2013/2014, Nunavut was the only jurisdiction to report an increase (+6%) in the number of youth entering the correctional system. Youth incarceration rates in Nunavut and Manitoba were the highest in 2013/2014, with Nunavut reporting a rate of 22 youth in custody per 10,000 youth population (placing it slightly behind Manitoba, which reported a rate of 29 per 10,000 youth population).²⁰⁵

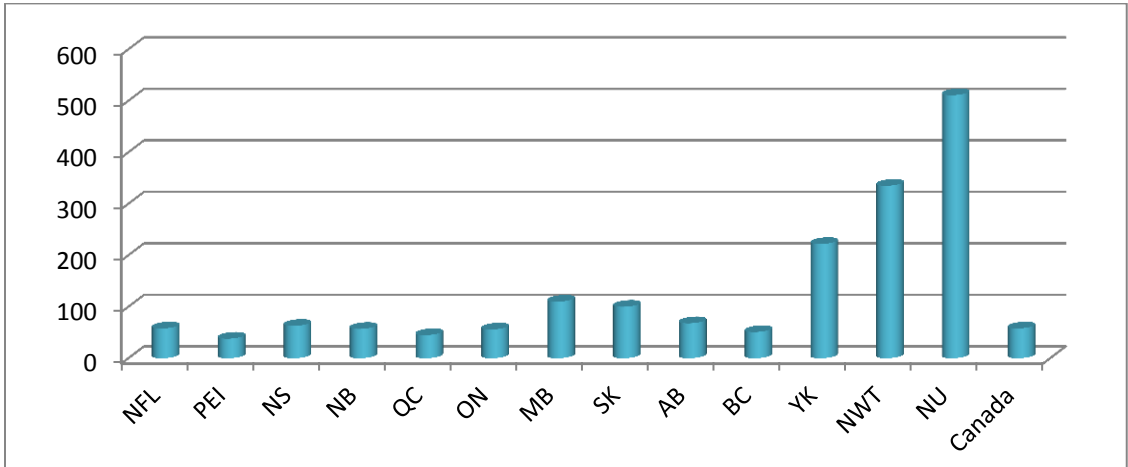
Police-reported youth Crime Severity Indexes, by province and territory, 2014²⁰⁶



iv. Sexual Assault

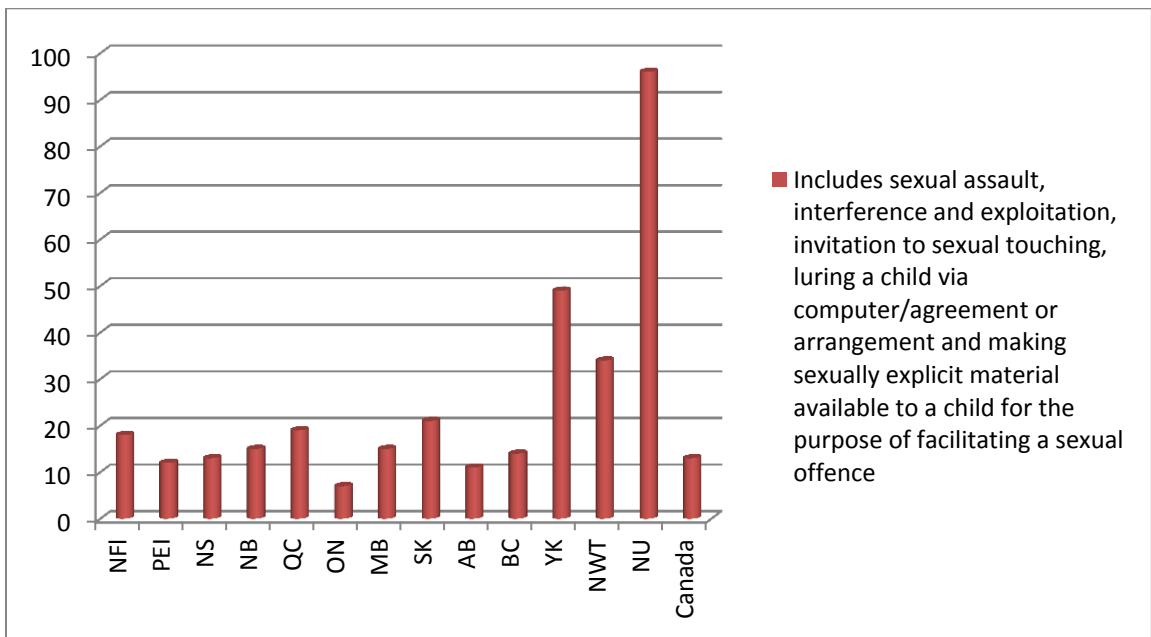
In 2014, Nunavut reported 187 incidents of sexual assault (levels 1-3).²⁰⁷ Its rate of police-reported sexual assault (levels 1-3) was 511, a -4% change from its 2013 rate. Despite this decline, Nunavut remains the jurisdiction with the highest rate of sexual assaults.²⁰⁸

Rate of sexual assault (levels 1, 2 and 3), by province and territory, 2014²⁰⁹



Nunavut’s rate of sexual violations against children was 96 in 2014, once again making it the jurisdiction with the highest rate of sexual violations against children (despite a -15% decline from its 2013 rate).²¹⁰

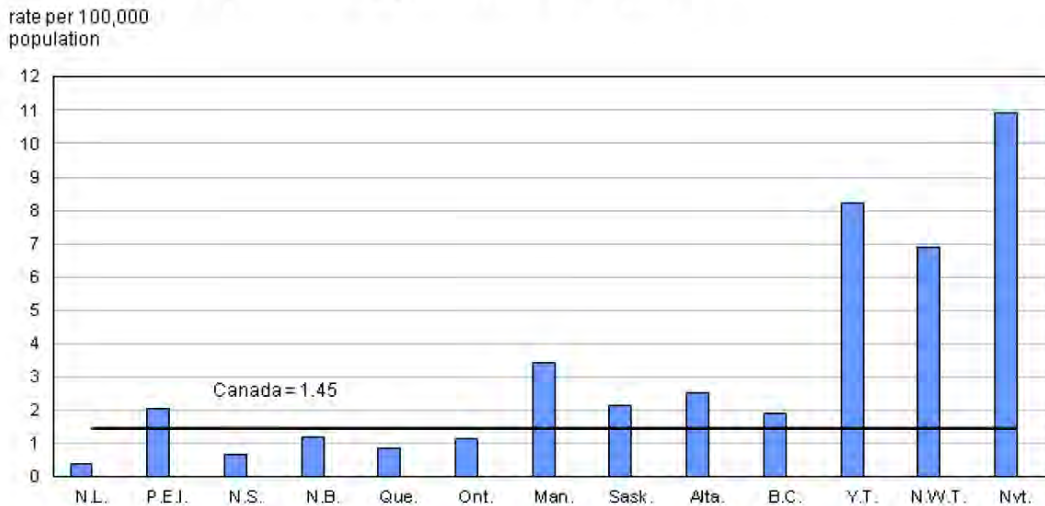
Rate of Sexual violations against Children, by province and territory, 2014²¹¹



v. Homicide

Nunavut recorded 4 homicides in 2014 (the same number as in 2013) and a rate of 10.9 homicides per 100,000 population.²¹² It continued to report the highest homicide rate nationally in 2014,²¹³ despite being one of six Canadian provinces and territories showing a decline in homicide rates in that year.²¹⁴ This is in part due to the small numbers within the territory.²¹⁵

Chart 11
Homicide, police-reported rate, by province and territory, 2014



D. FEDERAL OFFENDERS

There is one Correctional Service of Canada (CSC) employee based in Iqaluit to supervise all federally paroled inmates or long-term offenders in Nunavut. Some courtesy supervision of paroled inmates is also provided by Nunavut's probation officers.

Most of the Inuit offenders sentenced to federal terms of custody are placed at the medium security institution in Gravenhurst, Ontario, where there is some attempt by Corrections Canada to provide them with culturally suitable programming.

E. TERRITORIAL CORRECTIONAL CENTRES

Baffin Correctional Centre (Iqaluit)

The Baffin Correctional Centre (BCC) in Iqaluit is an old institution that was designed to hold 41 inmates. The facility's 1,620 square metres (17,438 ft²) now routinely holds over 100 inmates. The facility's only gymnasium is used as a dormitory.

In March 2015, the Auditor General released a report condemning the state of the BCC. In this report, holes in the walls, the presence of mould, non-compliance with the National Fire Code, and the housing of medium- and maximum-security inmates in a minimum-security facility were only some of the issues that continued to put the safety and security of inmates and staff at risk.²¹⁶ The report also made note of the Office of the Correctional Investigator's conclusions, following its 2013 investigation, that the

Centre's physical infrastructure was unsafe for both inmates and staff and its subsequent call for the Centre's shut down and/or replacement by one or more new facilities.²¹⁷ The Auditor General's report found that Nunavut's Department of Justice had been aware of these critical deficiencies for many years, but had still opted to invest funds into the Rankin Inlet Healing Facility and Makigiarvik instead of addressing the lack of space and poor conditions at the BCC.²¹⁸ In 2015, a public health crisis involving mould infestation resulted in a large part of BCC's prison population being evacuated to facilities in southern British Columbia while a costly remediation project ensued at BCC.

During the winter of 2015/2016 inmates of BCC were deprived of access to the outside "bull-pen" because a significant amount of contraband was being smuggled over the fence separating it from the public. The bull-pen remains BCC's only means of providing its inmates access to fresh air and exercise.²¹⁹

Some high risk maximum security inmates are housed at Iqaluit's RCMP detachment because the BCC facility lacks the means to effectively manage this risk.

Makigiarvik (Iqaluit)

A new healing facility opened in Iqaluit in the late spring of 2015.²²⁰ Makigiarvik, meaning "go through hard times and start over,"²²¹ [Maki] is a minimum-security, 48-bed facility that is meant to relieve overcrowding at the Baffin Correctional Centre. The Department of Justice reported in November 2015 that it would be dedicating 24 of Maki's beds to assist inmates who have mental health issues.²²²

Rankin Inlet Healing Facility

The Rankin Inlet Healing Facility opened in January 2013 in the community of Rankin Inlet. It has 48 beds for males: 16 minimum-security residential beds and 32 medium-security (general-purpose) beds. It does not provide space to properly house maximum security inmates. It has space for rehabilitation and recreation activities and it houses remanded and convicted inmates together.²²³

Illavut Centre (Kugluktuk) and the Women's Correctional Centre (Iqaluit)

The Illavut Centre is a 20-bed minimum-security healing facility run by Territorial Corrections in the community of Kugluktuk. There is also an eight-bed Women's Correctional Centre in Iqaluit, which opened in the summer of 2010. Within months of opening, it was operating at or near full capacity.

Isumaqsunnqittukkuvik Youth Facility (Iqaluit)

The Isumaqsunnqittukkuvik Youth Facility is the only institution for youth sentenced under the *Youth Criminal Justice Act* and it is located in Iqaluit. It is designated for both open and closed sentences of custody and also takes youth on remand. There are no open custody group homes in Nunavut designated by regulation under the *Youth Criminal Justice Act*.

Out-of-Territory Corrections Centres (Ottawa, Yellowknife)

The Government of Nunavut has agreements with the Governments of Ontario and the Northwest Territories to hold remand and sentenced inmates that cannot be housed in local facilities. Up to 30 beds are available at the Ottawa-Carleton detention centre in Ottawa. An extra 35 beds are available at the North Slave Correctional institution in Yellowknife. Those inmates requiring protective custody are generally not transferable to Ontario due to the Ottawa-Carleton Detention Center's limited capacity for prisoner segregation.

F. COMMUNITY CORRECTIONS

Nine of Nunavut’s 24 communities do not have resident probation officers. As of February 2016, there are 15 resident probation officers across the territory.

| Baffin Region | Kivalliq Region | Kitikmeot Region |
|---------------|-----------------|------------------|
| Pond Inlet | Rankin Inlet | Cambridge Bay |
| Clyde River | Arviat | Gjoa haven |
| Igloolik | Baker Lake | Kugluktuk |
| Arctic Bay | | Taloyoak |
| Iqaluit | | |
| Pangnirtung | | |
| Cape Dorset | | |
| Sanikiluaq | | |

Communities in which there is a resident probation officer

If the community does not have a probation officer, citizens serving sentences of conditional custody or probation must be monitored long-distance from an adjoining community or from headquarters. If required to do so, police can provide minimal supervision, but do so under protest.

G. VICTIM SERVICES

Crown witness assistants are available through the Director of Public Prosecutions office to help prosecutors prepare witnesses for court.

As of February 2016, Community Justice has three victim support workers offering assistance across the territory. Community Justice also supports *Pulaarvik*, based in Rankin Inlet, which has one victim support worker and one spousal abuse support worker.

Nunavut does not have a Criminal Injuries Compensation Act to provide financial assistance to victims of violent crime.

ENDNOTES

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- ¹⁴ http://www.gov.nu.ca/sites/default/files/iqaluit_international_airport_project_case_study.pdf
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