

Our Sacred Responsibilities

MMIWG Calls for Justice in Impact Assessments and the Reclamation of Power and Place

Art by Haydan Doherty-Fox

Prepared for the Impact Assessment Agency
of Canada by Keepers of the Circle



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References

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Art by Samantha Mathews

Abstract

After the initial introduction of the Impact Assessment Act (IAA) into Canadian legislation, the National Inquiry into Murdered and Missing Indigenous Women and Girls (MMIWG) was officially released to the public. The report addresses the crisis of MMIWG in Canada and is a groundbreaking source of information and research that draws attention to the connections between resource development projects and violence against Indigenous women, girls, and gender diverse people. This report is a response to a call put forward by the Impact Assessment Agency of Canada (IAAC) for proposals that will lead to the creation of a framework for developing mitigation measures. Our goal is to address project impacts and work to address the increased risks to Indigenous women, girls, and 2SLGBTQQIA+ people, while also working to increase the potential benefits that may exist for them. We explore how Call for Justice 13.5 from the MMIWG report can be implemented to provide guidance to the various stakeholders involved in resource development project planning. Call for Justice 13.5 states:

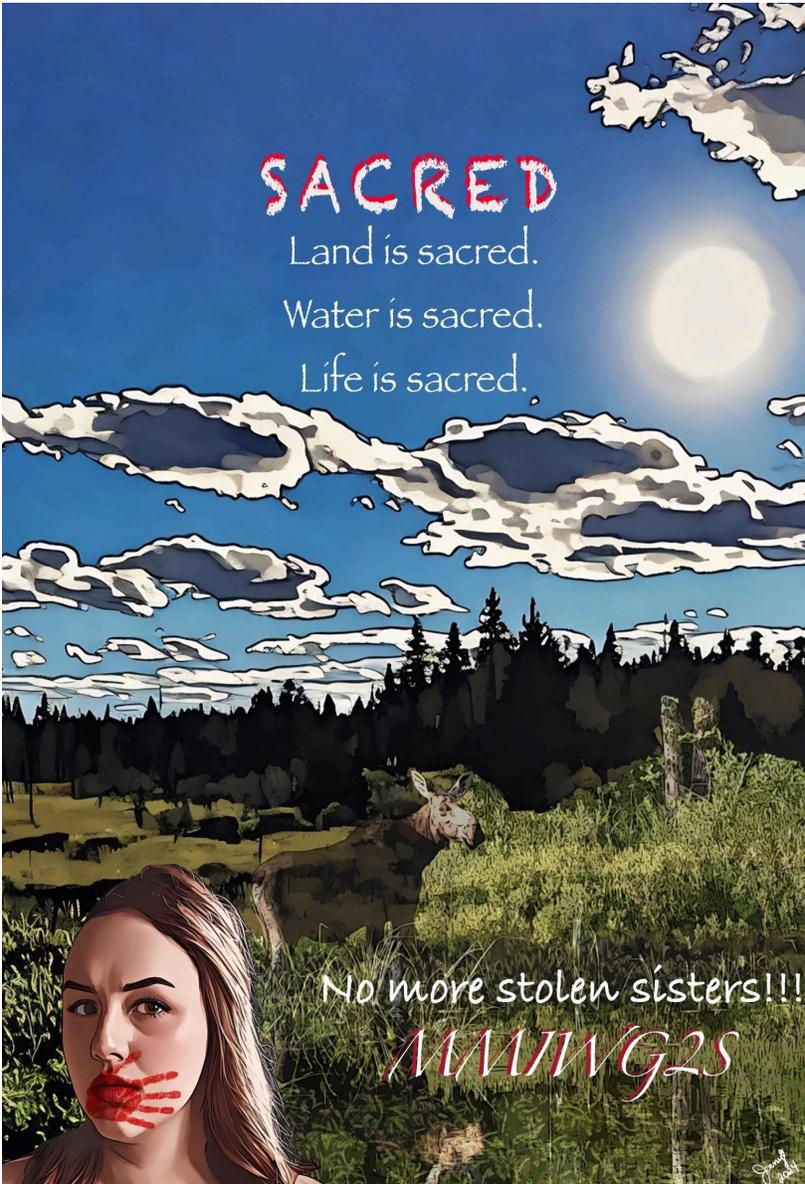
Call for Justice 13.5

We call upon resource-extraction and development industries and all governments and service providers to anticipate and recognize increased demand on social infrastructure because of development projects and resource extraction, and for mitigation measures to be identified as part of the planning and approval process. Social infrastructure must be expanded and service capacity built to meet the anticipated needs of the host communities in advance of the start of projects. This includes but is not limited to ensuring that policing, social services, and health services are adequately staffed and resourced.

We apply a feminist research lens that integrates Culturally Relevant Gender-Based Analysis + (CRGBA+) and storytelling methodologies. We conducted a comprehensive literature review and several engagement sessions over a period of 6 months (i.e. semi-structured interviews, focus groups, and informal calls were conducted to identify potential mitigation measures). The results of this report outline the mitigation measures identified through this process. At the research outset, the mitigation measures were scoped through four research pathways, influenced by a report recently published by Narratives Inc. (2023): (1) Going beyond GBA+, (2) Meaningful consultation and engagement, (3) Policies and



Art by Taylor MacMillan



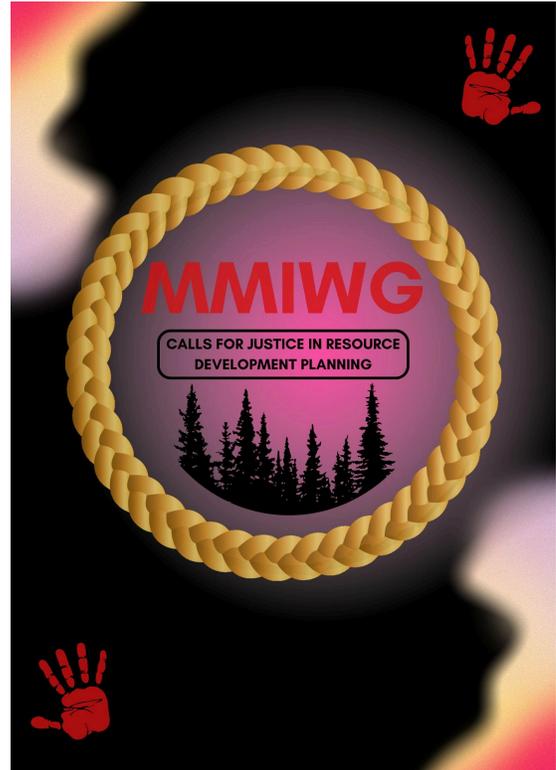
Art by Jennifer Cutting

practices, and (4) On-site resources and supports. As the research was conducted it was evident that these research pathways needed to be expanded to include: (5) Off-site resources and supports, and (6) Alternative mitigation pathways for non-participants (impacts to Indigenous peoples who refuse to work in developments), this difference is between people who are unable to participate in development operations because of intersectional barriers or limitations (age, ability, location, family obligations, etc.), and for people who choose not to work in development operations because to do not want to do so. The report closes with recommendations for further research and key takeaways for community, proponents, and government.



We would like to extend our deepest thanks and gratitude to the Indigenous women and gender diverse peoples who helped to shape the outcomes of this research.

This research was made possible by a Knowledge Synthesis Grant awarded to Keepers of the Circle (KOTC) by the Impact Assessment Agency of Canada. KOTC is an Indigenous women's non-profit organization located in Northeastern Ontario. Due to the geographic location and extensive historic and contemporary mineral operations in our region, we are heavily invested in providing training, services and support to Indigenous women looking to enter into skilled trades and resource developments in a safe and inclusive way. Our membership largely consists of Indigenous women impacted by resource developments, and our organization and staff care deeply about the environmental, social, and economic impacts of large-scale developments on Indigenous women, girls, and gender diverse peoples.



Art by Tracy Harnack

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Art by Adrien Nakogee

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Family Strength by Simone McLeod

List of Acronyms

ACRONYM	FULL TERM
ATRIWA	The AnanauKatiget Tuningit Regional Inuit Women's Association
BCNWA	BC Native Women's Association
CBA	Community Benefit Agreement (Alternative term for IBA)
CSR	Corporate Social Responsibility
CRGBA+	Culturally Relevant Gender Based Analysis +
DEI	Diversity, Equity, and Inclusion
DIDO	Drive-in and drive-out
EA	Environmental Assessment
ESDC	Employment and Social Development Canada
ESG	Environmental, Social, and Governance
FIFO	Fly-in and fly-out
FPIC	Free, Prior, and Informed Consent
GBV	Gender Based Violence
GIS	Geographic Information Systems
HRDD	Human Rights Due Diligence
IA	Impact Assessment
IAA	Impact Assessment Act of 2019
IAAC	Impact Assessment Agency of Canada
IBA	Impact Benefit Agreement
ILIA	Indigenous-Led Impact Assessment
KOTC	Keepers of the Circle

MMIWG	Murdered and Missing Indigenous Women and Girls
NGO	Non-Governmental Organization
NWAC	Native Women's Association of Canada
OH&S	Occupational Health & Safety
ONWA	Ontario Native Women's Association
RPAS	Remotely Piloted Aircraft System
SDG's	Sustainable Development Goals
SMEs	Small and Medium Enterprises
TISGs	Tailored Impact Statement Guidelines
TNWSG	Temiskaming Native Women's Support Group
UNDRIP	United Nations Declaration on the Rights of Indigenous Peoples



Intergenerational Trauma by Tsista

Introduction

This research is written for the purpose of supporting the MMIWG Calls for Justice in resource development planning. The mitigation strategies in this report are not intended to be an exhaustive list, we present them as a starting point. Each strategy must be tailored and adopted to the unique distinctions emerging from cultural, geographic, and lived realities of communities impacted by development. Many of the mitigation measures may be undertaken independently of the Impact Assessment Act 2019 legislation, and indeed many require a long-term commitment by communities, supported by government and, in-turn, developers. Implementing the MMIWG Calls for Justice requires pro-active, community led initiatives that take a big picture approach. Each strategy we present is grounded in the resilience, safety, and long-term well-being of Indigenous women and gender diverse people. We invite readers to engage with this report critically, and to reflect on the representation of Indigenous women and gender diverse people impacted by resource developments. The legacies of inaction are becoming more widely known, thanks to the tireless advocacy of Indigenous communities, organizations, scholars and activists. We propose the strategies in this report in order to raise awareness about significant opportunities to mitigate impacts of developments on Indigenous women and gender diverse peoples and ultimately the social, environmental, and economic fabric of our communities.

The history of colonization of Indigenous peoples continues to manifest itself in structural factors such as poverty, lack of access to lands and resources, or limited access to education and health services, and Indigenous women often bear the brunt of these factors. Yet limiting analysis to recognition of this historic causality risks considering internal oppression based on gender as merely a consequence of discrimination against the entire Indigenous community.

Rather than being victims or gendered violence in their own right, Indigenous women become simply the means by which discrimination against Indigenous communities at large can be recognized. Accordingly, efforts to address various forms of violence tend to ignore how Indigenous women must both confront the racist bias and challenge their status as instruments, rather than beneficiaries, of the Indigenous rights struggle.

- (Kuokkanen, 2012)

Murdered and Missing Indigenous Women and Girls (MMIWG) Calls for Justice implementation in the context of resource development is crucial to address systemic issues of violence, marginalization, disenfranchisement, and exclusion of Indigenous women from industrial development operations. The acute impacts to Indigenous women and gender diverse women from development projects are well documented and studied (Amnesty International, 2016; Bridges et al., 2022, 2023; Gibson et al., 2017; Moodie et al., 2021a; Pauktuutit Inuit Women of Canada, 2020). Academic, grassroots, and industry publications recognize the violence that is upheld and perpetuated by neoliberal policy making around extractive industry activities, particularly in rural and remote regions. As outlined in the MMIWG Final Report titled ‘Reclaiming Power and Place: The Final Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls, Volume 1a, 1b’, institutional, systematic, and structural colonial violence persists through 4 major pathways:

- historical, multigenerational, and intergenerational trauma.
- social and economic marginalization.
- maintaining the status quo and institutional lack of will
- and ignoring the agency and expertise of Indigenous women, girls and 2SLGBTQQIA people.

These pathways represent intersecting aspects that can be experienced individually or cumulatively. Institutions such as resource development projects reinforce discrimination towards various aspects of identity, compounding to create overlapping oppression and exclusionary patterns. Violence is more likely to occur when multiple pathways of colonial violence come together, imposing intersectional barriers of discrimination (MMIWG, 2019a). Indigenous women are holders of inherent, constitutional, international, and domestic human rights, in addition to special rights under treaties, land claims and settlement agreements (MMIWG, 2019b). These rights are violated by the encroachment of resource development projects on traditional lands. Indigenous women are acutely impacted by these extractive developments because they are largely excluded from the uptake of potential benefits while experiencing the negative impacts of these development processes (Bridges et al., 2022; Manning et al., 2018). Indigenous women experience the impacts of development to varying degrees. Some feel the impacts on the job in industry operations with negative and discriminatory experiences. While others are unable or unwilling to access a major mitigation strategy offered by industry, which is economic benefit through access to job opportunities and yet still live with the impacts of resource development operations.

This report specifically recognizes the shared experience that all Indigenous women, girls, and gender diverse persons face, navigating violence to land and body, when corporate interests alter, destroy, or pollute the natural world. There is disturbance to traditional ways of life from the alteration and destruction of the biophysical environment, which ripples into cultural and spiritual impacts to communities. Indigenous women and gender diverse persons acutely experience dehumanization, racism, and discrimination which transform them into targets for sexual and violently motivated abuses and crimes (Archuleta, 2006). Indigenous women and gender diverse persons are central to intergenerational knowledge transfer, and colonial systems have actively worked to disenfranchise women and their children from their cultural practices and homelands through policies such as, the Indian Act (De Finney, 2017). Under colonial logic, Indigenous women and Indigenous lands were cast as colonial property and both have been devalued and constructed as ‘rapeable’ (Simpson, 2013). The national inquiry was given testimonials that resource extraction projects exacerbate the problem of violence against Indigenous women and girls, citing major projects as driving exposure to transient workers, harassment and assault in the workplace, increase substance abuse and addictions and economic insecurity (MMIWG, 2019b).

Indigenous groups have been displaced and disempowered from their lands. Land is a central factor in shaping resilience, it holds Indigenous cultures and ways of life, it holds us all (De Finney, 2017). Indigenous women’s control over their own lands and resources is critical in ensuring safer communities and preserving spiritual and sociocultural resilience (De Finney, 2017). It is important to center Indigenous resilience in gendered work. In its broadest application, Indigenous resilience is interwoven with the resilience of the land, in conversations about ecological impacts, mitigation options and alternative assessments, Indigenous ‘stakeholders’ involved in prospective developers bottom lines must not be measured in currency, but in health and well-being, and of the ability for future generations to practice ways of being that have existed for centuries. In this important historic and contemporary context of advocacy and community rebuilding, developers and regulators, leaders all have important roles to play. In the spirit of resilience, governments, developers and communities must work to address the Calls for Justice and to lean into MMIWG organizing efforts in Impact Assessments, and throughout the project life cycle. In this report you will read quotes directly from Indigenous women and gender diverse people across Canada. There are two themes that were consistent in all of our engagement sessions (interviews and focus groups) and as a reader of this report it is essential that you keep these themes in mind to understand how this research is long overdue, challenging, and precarious. The first sentiment that arose in all engagements was an overwhelming sense of urgency that the voices of Indigenous women and gender diverse people are heard and actionized. The second, is that

participants currently employed in industry expressed a fear of reprisal from their employer. If Indigenous women and gender diverse people are uncomfortable voicing their concerns and sharing their experiences this is symptomatic of a larger problem in the landscape of resource development projects.

Impact assessments provide an interesting avenue to consider the impacts of resource development projects on Indigenous women and gender diverse people. Environmental impact assessments are widely considered a process that is used to evaluate the potential effects of proposed projects on the environment and communities. They can occur in many different circumstances through formal and informal means. For example, an individual could conduct their own impact assessment when a new project occurs that will impact the environment. However, there are more formal impact assessments that are generated by government (i.e. Provincial, Territorial, Federal, and Indigenous governments) and provide a basis for legally working through the positives and negatives of introducing a new project. This work is geared towards implementing mitigation measures into the federal Impact Assessment (IA) process in Canada, however, we believe that these mitigation measures are applicable beyond the scope of a federal IA and can be applied to any form of impact assessment as well as be applied to resource development projects in general. These mitigation measures have been generated in a Canadian context but could also be applicable in international projects as well as the impacts of resource development projects tend to be similar in nature regardless of the geographic location.



Art by Nadine Bastien

What We Heard

Addressing the MMIWG Calls for Justice in Impact Assessments and resource development project planning requires listening to the lived experiences of Indigenous women and applying a gendered lens in evaluating and determining impact mitigation strategies. In theory, there is almost unanimous support of implementing the MMIWG National Action Plan and the Calls for Justice in development activities, as evidenced in literature sources, in industry and Indigenous perspectives in our research activities. However, in practice there is little evidence or support that gendered processes are being integrated into developer policies and practices, nor are existing gendered processes being implemented in a consistent and universal way. We heard from Indigenous women working in industry that there are significant differences in workplace services and policies depending on where they were employed. Staff who worked for major development corporations had additional supports and resources than small and medium enterprises who were servicing the development operation through contracts being tendered by corporations. While all may work at the same site, individuals experienced drastically different work circumstances and disparity of treatment, and further differential treatment between impact benefit agreement holders and Indigenous employees with no such agreement in place.

We heard from Indigenous women and gender diverse people who worked for chief and council, or as a staff member on First Nations reserves that they were not familiar with any gendered impacts monitoring and reporting systems, nor were they able to identify gendered policy making at the community level and identified exclusionary ‘men’s club’ behaviors around economic development and industry relations. We heard from Indigenous women who are impacted by development operations that there was a lack of supports or consideration of their needs, they had no monitoring of impacts or evaluation of socio-economic factors influencing their lives. Many reported none or minimal offsite services or programs that would benefit them.

The single most outlined need and priority reported to us was adequate childcare services that addressed work rotation cycles. Indigenous women reported being unable to uptake employment benefits because they prioritized raising their children and had inadequate childcare options to consider joining industry activities. We heard many reports of women relying on their family and friends to access jobs and having inadequate supports with their children at home while their partners did rotational work. Every woman we interviewed who had worked in industry reported instances of workplace harassment and discrimination, describing in detail a culture of exclusion and dismissal of their concerns in both the workplace and from their communities. Women described a culture of fear about reporting workplace incidents, fear of reprisal or the risk of inviting further harassment and bullying by speaking out.

*It's a mining camp... it's a man's camp. It's a male dominated, you know, male dominated in the trades. And so they were [white males] considered to be this upper class, it's kind of like a microcosm of everything wrong in society that exists in an isolated place where you can't get away from the people that you have trouble with, right? So you got this upper class, this upper crust, you know, and it's all the mine workers, everybody who runs the mine the top brass, and they come in, and they get the best facilities, and then you have this upper or this middle class, which is all the men and everybody who's operating the, the equipment and doing all the stuff. And you know, they're going out on the buses everyday, then you have the low class, which is mostly where all the indigenous people are, especially the Indigenous women, and they are getting s*** on. They got massively s*** on, in my opinion at [mining camp]. So it's a very stressful and volatile work environment. And you really have to have Teflon coating really to work there. And it's really male dominated, you know, like, it's... I didn't like working there. I don't think I would work in mine again, just because you're stuck with these people that are potentially a**holes and abusive.*

We also heard positive reported trends as well, with reports that offsite violent and criminal incidents involving Indigenous women and men were being increasingly reported and filed with the courts, showing an increase in greater instances of reporting and accountability for perpetration of violent acts against Indigenous women. We heard one example of a positive outcome for Indigenous women who were not employed by a prospective mine developer and wanted to seek alternative sources of income and pursue their own interests. Their band hosted entrepreneurship training and empowerment for small business start-ups which had a positive impact on the participants and allowed them to build a small women's support network within their community.

A key benefit of resource development projects is their ability to provide employment opportunities. However, the distribution and uptake of jobs primarily benefits men, many women self-report that they do not want to work in resource developments or would never apply to join. The motivations behind these are varied but they include a lack of safety and support to be able to feel comfortable working on a development site, and a lack of infrastructure and services available to them if they did. There is a tendency to hyper emphasize employment opportunities rather than meaningfully interpreting alternative accommodations and approaches that would holistically address the socio-economic impacts. Women are recognizing this and are expressing dissatisfaction with industry-community relations in their respective communities. This trend is not regionally specific, we heard reports of this type of issue across provinces and across culturally distinct First Nations, Inuit and Metis groups.

All the First Nations women and gender diverse people we interviewed reported dissatisfaction with the way their respective communities addressed the impacts of development for women. We heard reports of disregard or ignoring workplace incidents, a lack of monitoring and reporting of violent incidents perpetuated against women and girls, and even harassment, misogyny, and flagrant disregard of concerns of Indigenous women by their own leadership. One report mentioned that their band forbade specific occupational positions to Indigenous women of their nation after an incident at work experienced by a member Indigenous woman, this victim blaming approach further limited employment opportunities for other community members. None of the women we spoke with were able to identify impact mitigation strategies that were available to women specifically beyond employment opportunities offered by the development companies. Our team did hear reports on community-oriented benefits such as increased or updated infrastructure projects like a medical building for elders, or a recreation center for youth, and programming opportunities around economic development and entrepreneurship programs for the community as a whole.

We heard much about lessons learned from past mistakes in poor relationship building, especially in engagements with Indigenous women from Northern Alberta, and some excellent ideation on what potentials may exist to make work life better for on-site workers. There is a bounty of data to be collected on lived experiences and on what mistakes to avoid. This is integral to developing responsive strategies and to gain a better understanding of long-term impacts in development heavy regions that have long-standing relationships with Indigenous communities. Indigenous women are aware of the problems that exist and they are adapting to the demands of industry operations as a means of survival.



The Future is Indigenous by Karlene Harvey

Methodology

This research was informed by previous work done on CRGBA+, including resources from the Native Women’s Association of Canada (NWAC), the Ontario Native Women’s Association (ONWA), and a previous report done by Keepers of the Circle for the Impact Assessment Agency of Canada (IAAC) titled “Shared Responsibilities: Indigenous Lens Gender-Based Analysis + in Impact Assessments.” Implementing CRGBA+ into this research was a fundamental element of our process. The voices of Indigenous women speaking up to name their enemy, oppressors and experiences of surviving threats and violence are an important process of rhetoric that resists continued violence and helps shape Indigenous feminist theory (Archuleta, 2006). To claim victimhood undermines the agency and ability of Indigenous women and gender diverse persons to formulate and determine their own solutions that can respond to systems perpetuating oppression and colonial impositions on their lands and their bodies. Focusing exclusively on individualized processes takes momentum away from political, environmental, and economic responses to colonial influences that impact resilience and well-being of Indigenous women, girls, and gender diverse persons (De Finney, 2017).

A core element of Indigenous feminism is the connection to land. This connection with the land is politicized and altered because of continual encroachment of settler developments like mineral extractive industry activities in the rural north. Our report considers feminist writings on the interrelated and dominant systems of oppression, colonialism, racism and patriarchy as working in a mutually sustainable way to secure hierarchal structures of dominance in society (Bourgeois, 2017). Indigenous women are aggressively targeted for human trafficking and sexual exploitation, comprising ‘50-80% of violent street-based survival sex trade in major Canadian cities’ (Bourgeois, 2017). The correlation between violence against women and the extractive industry has been increasingly documented and reported across North America, with criticisms of ‘man camps’ major developers, particularly oil and gas have been under increased scrutiny in how they are responding and mitigating their development impacts on Indigenous peoples.

While some consider the extraction of natural resources from Indigenous lands as analogous to the rape of women, sadly the reality is that the extraction of natural resources from Indigenous lands does in fact include the rape of Indigenous women and girls - (Palmater, 2020)

When reading this report and engaging with the results, we ask that you keep in mind that storytelling is knowledge sharing and evidence. Centering stories in this work provides a space for our research participants (storytellers) to hold the power in this space (Kovach, 2021). This work uses research conversations, or a storytelling approach, using a combination of semi-structured interview questions and conversational guides to allow participants to lead the work. Using a storytelling approach allows for a rich breadth of knowing to enter into a research conversation (Kovach, 2021). Participants who are accustomed to the oral tradition of sharing through story find this approach to research more comfortable (Kovach, 2021). The research becomes less about participants responding to research questions and more about the participants sharing their stories in relation to the question, directly or indirectly (Kovach, 2021).

We also caution readers on our use of the term ‘community’ as this term can mistakenly reproduce relations of exclusion and subordination (Starblanket, 2018), we use the term Indigenous ‘community’ in a sense of similar geographic and identity factors and not in the sense of a band reservation, though our work does refer to nation governance practices with an assumed land base. We continued to use the term ‘community’ to refer to governance practices tied to an assumed land base instead of ‘reserve’ because the term ‘reserve’ is not encompassing of the experiences of all of our participants as our participants were Metis, Inuit, and First Nations. This research is a contribution to the intersectional impacts identified and described by Indigenous women and gender diverse peoples, often these issues are overshadowed by the collective community priorities and subsumed within wider mandates and rights discourse in consultations and IBA negotiations process. This research is an engagement in critical dialogue about violence, abuse and exclusion by embracing the lived experiences of Indigenous women speaking out and telling their stories.



Art by Keisha Wood

Methods

There are two separate phases to this research. The first is a comprehensive literature scan of recommended mitigation measures that have been documented in grey literature, government publications, and peer-reviewed journal articles. The second phase of the research was done to hear from Indigenous women and gender diverse people who have lived experience with resource development projects. The unique contribution that this work provides is the power of supplementing the recommendations made in the literature with the real experiences of Indigenous women and gender diverse people. Both phases of this work took place between October 2023 and March 2024. During this six-month period our goal was to collect feedback from Indigenous women and gender diverse peoples, industry professionals, and grassroots practitioners from across Canada with an emphasis on Northern Ontario, Alberta, and Northern Labrador. Simultaneously, the team conducted a comprehensive scan of the literature. There were several benefits to conducting both phases concurrently. One benefit was the ability to include resources that were mentioned in engagement sessions. Another benefit was to expand our scan to include themes that emerged as our engagement sessions advanced.

Keepers of the Circle (KOTC) has a pre-existing network of Indigenous women and gender-diverse peoples employed in industries surrounding resource development projects. This is through the work that KOTC has previously conducted around pre-employment training programs such as the past Aboriginal Women in Mining (AWIM) and the current Culture, Confidence, and Competence (CCC) programs. Additionally, the team at KOTC has existing relationships with practitioners, women, and gender-diverse peoples, and academics in the space of Impact Assessment due to previous work funded by IAAC to build Indigenous women’s capacity to participate in Impact Assessments. Thus, participants were approached through snowball sampling. Snowball sampling is a distinct method of sampling which has been proven to be useful in conducting research in marginalized communities (Cohen & Arieli, 2011; Spreen, 1992). Through the snowball sampling process our participants were connected to this project through existing relationships with KOTC and other participants. One very important benefit to using snowball sampling in this work was that this process helped build trust and familiarity for our participants. This foundation is necessary for successful engagement sessions.

We hosted formal focus groups and conducted semi-structured interviews when conducting engagement sessions with research participants. In total we ran five focus groups in Ontario, Labrador, and Alberta, and conducted eight semi-structured interviews. We had 30 formal participants in total, 17 from Ontario, 8 from Labrador, and 5 from Alberta. Additionally, of our 28

participants, three self-identified as Two-Spirit peoples, two of which had worked in mining operations. Additionally, we had informal discussions with dozens of Indigenous women in a variety of contexts on the subject of mitigation strategies, those whom we engaged in discussion had mixed backgrounds including band governance, industry relations, consultant groups and academia and all of whom had dwelled or worked in areas with a high amount of resource development activities. Our informal discussions included Indigenous women from a wider area, including British Columbia, Northwest Territories, Nunavut, and Quebec.

All formal engagement sessions were conducted on online platforms such as Zoom or Microsoft Teams. In each interview and focus group we asked a series of questions tailored to the level of familiarity the group/individual has with working in industry. Individuals/groups that live in close proximity to resource development projects but do not have experience working in industry have very different experiences than those who are working in industry.

For individuals/groups that had experience working in industry we asked the following questions:

1. What does a typical work schedule look like for you or for other women that you know working in industry? How would you improve these working schedules?
2. How do workers get to and from the worksite? Are there any services that might support this commute?
3. What are the childcare options available for workers? Are there ways that this could be improved?
4. Have you heard about workers having access to culturally relevant spaces on-site? What could culturally relevant spaces look like?
5. Have you heard of any career advancement opportunities for Indigenous women in industry?
6. In your experience, have you heard of any gender sensitivity training or education programs happening in industry?
7. Have you, or someone you know, ever reported sexual harassment or violence? In your opinion, is the process for reporting harassment or violence clear for workers?
8. Do you know of anyone that has received services for mental health/substance abuse? Was this action supported by the company?
9. Why would you, or other women you know, be hesitant to work in industry?

For individuals/groups who do not work in industry but have lived experience with resource development projects the following questions were posed in focus groups/semi-structured interviews:

1. What does a typical work schedule look like for women you know working in the industry? How would you improve these working schedules?
2. Are there any services that might support the commute to and from the mine sites? Can you think of alternative ways that workers may commute from work, could this be better supported by industry or community?
3. In your experience, have you felt that industry has adequately prioritised gender impacts in their project plans? Has the community done so?
4. In your opinion, do you believe that development companies are adequately supporting capacity building in community? Could you provide examples?
5. Have you heard about workers having access to culturally relevant spaces on-site? What could those spaces look like?
6. Have Indigenous women and gender diverse people been given career advancement opportunities in mining? Could they be better supported in accessing jobs and training?
7. In your experience, have you heard of any gender sensitivity training or education programs happening in communities? Have development companies provided a platform for this type of training?
8. In instances of reported domestic or sexual violence against Indigenous women in community, committed by an employee on- or off-site been handled to the community's satisfaction?
9. In your opinion, is the process for reporting harassment or violence clear for workers? Has there been complaints by workers to band leadership or lands and resources about this?
10. Do you know of anyone that has received services for mental health/substance abuse? Was this action supported by the company?
11. Why would you or other women you know be hesitant to work in industry?
12. For the community members that cannot or do not wish to seek employment in industry developments, have there been impact mitigation strategies that have specifically included them? In any field (health, socio-economic, environmental, etc.).

Coding

Transcripts from the focus groups and interviews were generated using the software, Otter AI. After recording the engagement session, the software, Otter AI, generated a transcript from the recording. All transcripts were checked minimum of three times to ensure accuracy. Transcripts and notes from informal discussions were coded using the software, Delve. The coding process meant that KOTC team went through each transcript and highlighted mitigation measures that were mentioned and reoccurring themes that emerged. The Delve software was helpful in this process to create categories for these highlights and keep the highlighted sections easily accessible and categorized. For all informal discussions, notes were generated with key insights and observations and then coded along with the transcripts from the focus groups and interviews to supplement the formation of a comprehensive list of mitigation measures. The first round of coding focused on identifying connections between the results of the engagement sessions and existing literature. A second round of coding then went beyond the similarities and identified novel ideas that were being raised in the engagement sessions that were not revealed in the literature. Additionally, the coding process allowed insight into how our findings moved beyond the four research pathways we first sought to explore.

Limitations

This report is an initial overview that outlines the potential for MMIWG mitigation measures related to resource development projects. While our engagement sessions attracted participants from many different regions in Canada there are some considerations that must be accounted for. Firstly, every community will experience the impacts of resource development in unique and specific ways. While there are often overarching themes and impacts that emerge from research on MMIWG and resource development projects these similarities do not mean that each community will benefit from the same mitigation measures. Proponents, community, and government must work together and expect that discovering meaningful mitigation measures will take time to identify depending on specific community needs.

The second consideration is that due to the position of KOTC as an urban Indigenous hub in Northeastern Ontario, there was an expected imbalance of geographic representation with Ontario being a larger presence than other development heavy regions. Additionally, Keepers of the Circle has a partnership with the AnanauKatiget Tumingit Regional Inuit Women's Association (ATRIWA) and as a result of this connection there was more representation from Northern Labrador. However, formal engagement sessions were held with Indigenous women and gender-diverse people from Alberta, Ontario, and Labrador. Therefore, the results presented in this report capture some of the unique position of the many development rich regions in Canada.

Voices Rising

Indigenous Women in Resource Leadership



Art by Véronique Filion

Relevant Policies

This report incorporates findings from a broad policy analysis done on resource development projects and MMIWG at the project outset. The following table highlights important concepts, processes, and policies that this work supports advancing.

<p>Gender Based Analysis Plus (GBA+).</p>	<p>Gender Based Analysis Plus (GBA+) is a process to assess how diverse subgroups experience impacts from resource development projects differently and assist in identifying ways to mitigate those impacts (Government of Canada, 2022). GBA plus is linked to wider institutional frameworks such as gender integration, CRGBA+ and other theories of change. Gendered projects may be linked to wider outcomes such as national plans like the MMIWG Calls for Justice, the TRC’s Calls to Action, and international commitments such as UNDRIP, SDG’s and so on. Stakeholders involved in project developments may identify ideas and develop objectives to work towards in a process of co-creation. GBA plus is a method to understand and confront the different lived realities of diverse groups, to affect positive change in development outcomes.</p>
<p>Sustainable Development Goals (SDG’s).</p>	<p>The United Nations (UN) 2030 Agenda for Sustainable Development Plan has commitments from countries around the globe to actionize the 17 SDGs (United Nations, 2022). These goals address intersectional issues like global health and wellbeing, gender equality, climate action, institutional and infrastructural support and more (United Nations, 2024). Each of these goals have been thoroughly developed and are backed by publications with detailed support networks, capacity-building guidelines, and annual implementation progress reports (United Nations, 2022). SDG 5 is to achieve gender equality and empower women and girls, Canada recognizes this as a fundamental human right, and foundational for a prosperous and sustainable world (ESDC, 2024). In response Canada has implemented GBA+, a Gender Results Framework, and a National Action Plan to End Gender Based Violence (GBV), and National Strategy to Combat Human Trafficking, in addition to working towards implementing the MMIWG National Action Plan (ESDC, 2024).</p>

<p>Corporate Social Responsibility (CSR).</p>	<p>CSR refers to voluntary actions by proponents that go beyond legal obligations (Coates, 2023; Hazen, 2021). These voluntary actions are designed to improve the economic, social, and environmental challenges of the impacted local communities where development projects will take place (Coates, 2023). CSR aims to reflect the general principle that companies should be mindful of the public good and not simply be motivated by profit maximization (Hazen, 2021). In the current global social climate that values the implementation of SDGs and looks to work towards community health and wellbeing, there are numerous benefits for companies that choose to implement CSR in their operations. In the space of Impact Assessments, Impact and Benefit Agreements or IBAs (also known as Community Benefit Agreements, or CBA's) have become one of the primary mechanisms of CSR in the relationships between proponents and Indigenous communities (Coates, 2023). Not only do these agreements allow Indigenous communities to share in the wealth realized from resource development on their lands, IBAs also provide communities to advocate for environmental and social mitigation strategies. IBAs have become common practice over the years with over 500 agreements being signed since 2000 (Hoekstra, 2023). In the past IBAs were negotiated voluntarily to share benefits and reduce the uncertainty of the regulatory process, but now governments are increasingly promoting them (Hoekstra, 2023).</p>
<p>Environmental Social Governance (ESG).</p>	<p>ESG was developed to be a subcategory of CSR and uses a metrics-driven format to measure a company's commitment to social responsibilities (Hazen, 2021). ESG identifies three distinct components of CSR: environmental impacts, social impacts, and the approach the company takes in corporate governance (Hazen, 2021). These components are considered non-financial and relevant material to financial stakeholders (Government of Canada, 2023). With increased awareness on the impacts of industry on communities and the environment by investors and community groups, resource development companies are now encouraged to embed ESG guiding principles within their operations by financial investors (Maybee et al., 2023). Resource development companies publicly report on ESG standards in sustainability reports in order to improve their standing with investors. Companies that comply with ESG standards publish ESG reports that disclose data explaining the impact and added value in their operations through an ESG lens (Government of Canada, 2023).</p>

<p>Diversity Equity and Inclusion (DEI).</p>	<p>In recent years there has been a push for DEI in the workplace. With this push workplaces should be more inclusive, accepting, and safe for all minority groups including racialized, disabled, and 2SLGBTQQIA+ employees. There are many opportunities for DEI targets to benefit Indigenous women in the workforce, however there are also some drawbacks. Since DEI targets focus on all marginalized groups there is a large possibility that the unique intersectionality of Indigenous women in their workplace will be overlooked. Although, DEI targets can be intentionally used to specifically support Indigenous women in the workplace (whether it's proponent worksites, corporate settings, in community land and resources employees, or at IAAC). Empowering Indigenous women in the workplace contributes to reaching DEI targets.</p>
<p>United Nations Declaration on Rights of Indigenous Peoples (UNDRIP)</p>	<p>UNDRIP is a legal international document outlining the specific rights of Indigenous peoples. It recognized that Indigenous people have the right to self-determination for local internal government matters (United Nations, 2008). To honour the spirit and intent UNDRIP, policies and processes must be developed that go beyond acknowledging the rights of Indigenous peoples and include them as true partners. The inclusion of Indigenous people in environmental planning and economic development opportunities causes strains on Indigenous communities. For example, resource development corporations are expected to include socio-economic and environmental impacts and are turning towards communities to help complete that work but many communities are experiencing increased burdens on the capacity of their staff to meet these consulting demands. More recently, IAAC has been investigating methods in which the IA processes can uphold the Government of Canada's legislative mandate to enact the articles of UNDRIP.</p>
<p>Free Prior and Informed Consent (FPIC)</p>	<p>FPIC is a concept that allows Indigenous people to grant or withhold consent to a project which may affect them or their territories. FPIC is a specific right that Indigenous people have as recognized in UNDRIP. Free implies that consent is given voluntarily and without coercion, intimidation, or manipulation. Prior implies that consent is sought before any project development begins. Informed implies that all relevant information is provided prior to a decision. Consent, in this context, means that a collective decision was made which can be withdrawn at any stage (FAO, 2022). FPIC is an important concept to consider in the context of resource development projects because the language of consent implies that permission was sought. However, the</p>

	<p>current framework in Canada of the duty to consult provides no real ability for Indigenous people to veto or reject project developments. It should be noted that FPIC is a piece of UNDRIP implementation and has failed to move forward in its intended way.</p>
<p>Truth and Reconciliation Commission Calls to Action</p>	<p>In 2015, the Truth and Reconciliation Commission (TRC) of Canada published 94 Calls to Action to further reconciliation between Canadians and Indigenous peoples. The TRC emerged following the Indian Residential Schools Settlement Agreement which was the largest class-action settlement in Canadian history. One of the elements of the agreement was the creation of the TRC to facilitate reconciliation for former students, families, and communities impacted by residential schools. The TRC Calls to Action set into motion actionable ways that people can participate in reconciliation. The work of the TRC also provided an important foundation to understand the historical, multigenerational, and intergenerational trauma that impacts Indigenous peoples to this day.</p>
<p>MMIWG National Action Plan</p>	<p>The 2021 Missing and Murdered Indigenous Women, Girls, and 2SLGBTQQIA+ People National Action Plan is a response to the MMIWG National Inquiry and is developed to drive transformative change and end systemic racism and violence against Indigenous women, girls, and 2SLGBTQQIA+ people, wherever they are (2021 Missing and Murdered Indigenous Women, Girls, and 2SLGBTQQIA+ People National Action Plan: Ending Violence Against Indigenous Women, Girls, and 2SLGBTQQIA+ People, 2021). The National Action Plan provides updates from different stakeholders, including provincial and territorial governments and the federal government.</p>



How to read this document

Quotes Embedded in Results

As you read the results you will notice sections of text that are italicized and indented. These are direct quotes taken from our engagement sessions. These are quotes from Indigenous women and gender diverse people connected to resource development projects. As you read, please understand that these quotes are based on lived experience and expertise. Our findings are representative of the knowledge shared by our participants in our engagement sessions and these quotes are samples of this knowledge sharing.

Understand your role in actionizing the MMIWG Calls for Justice

This document is intended to serve as an informational guide to implementing strategies Indigenous women would like to see in resource development project planning and implementation. While these mitigation strategies were specifically developed to answer Call for Justice 13.5, they also respond to the other Calls for Justice made about extractive and development industries (13.1-13.4). Throughout the report we include the other Calls for Justice from that section of the MMIWG report as a reminder that they are all connected. It critical to apply an intersectional lens that uses distinctions-based approaches in mitigating impacts, while also applying a systems thinking approach, as doing gendered work requires seeing the big picture. We see evidence of a lack of concrete multi-level integration strategies for mitigating project impacts to Indigenous women and 2S people. Some of the issues emerging are too complex for a single stakeholder to undertake and are often interrelated with other issues, there exists great opportunities for collaboration and information sharing during planning. We have therefore organized this report into sections that clearly articulate who is involved, and at what point in time these strategies may be implemented. There are a few key considerations readers should keep in mind - ***this research report contains both 'soft' and 'hard' strategies.***

Soft Strategies tend to focus on the individual's ability to adapt to external pressures such as resource development impacts to their ways of life

These strategies may involve professional skills development through training or education, community awareness campaigns, Impact Assessment process education, job-readiness and

life-skills training. Soft strategies are determined by communities to suit their needs, there may be elements of co-creation and implementation, as well as evaluation of strategies employed to see if they are effective. It's also important to note that there exists plenty of 'fast training' and job-readiness focused training, there are great opportunities for longer term mentorships and growing people into career pathways at the project planning stage.

Hard Strategies tend to focus on a systems ability to conform with socio-economic and environmental realities facing Indigenous women and gender diverse people

Hard strategies apply a systems thinking approach (such as the mineral sector, rather than a mineral project) as a set of independent parts working together in an interrelated manner. Stakeholders may use qualitative and quantitative research methods for data collection and analysis. Measurement of mitigation strategy impacts may be done through conducting interviews, surveys, focus groups, through document and policy review and on-site observations. Systems thinking is applicable to strategy development based on sectoral research and not on project specific work, leading to more blanket approaches. It requires taking an inventory of what is already in existence and how can it be made into a vehicle of change. This may include setting minimum requirements, higher goals and mechanisms in which to achieve gender transformative change in industry operations.

Icon Legend

There needs to be open communication and collaboration between government, proponents, sub-contractors, and communities. No single stakeholder can reasonably integrate all these mitigation pathways, keep in mind that all mitigation measures can be contributed to and supported by different stakeholders in various ways. Each mitigation strategy has a colored icon next to the heading to suggest the stakeholders involved in implementing the strategy. Some mitigation strategies may only be implemented by one or two stakeholders while others require an all-hands-on deck approach. In this report we do not specifically connect mitigation measures to non-government organizations (NGOs) and small and medium sized enterprises (SMEs). However, many of the mitigation measures could be applied to the work that NGOs and SMEs do. Specifically, the mitigation measures that are relevant to SMEs will closely align to the ones tagged for proponents/developers.



Generate a clear and concise guidance document

Community and proponent learning is important, applying a distinctions-based lens is understanding and making space for CRGBA+ in pre-planning of development. CRGBA+ is only as good as willingness to change, industry, communities and all stakeholders need to support and sustain it. Everyone must work collaboratively to establish criteria that would address the complex and interrelated issues facing Indigenous women and gender diverse peoples in these spaces. There is already in existence plenty of operationalization models and evaluative instruments, some of which are linked at the end of this document. Developing simple guidelines are what really leads to change and are more effective than policies that are overly prescriptive or lengthy. Stakeholders must ensure that there is consensus and agreement on what strategies to undertake, how they will be implemented and evaluated and by whom. Good guidance and process documentation are all crucial in successfully addressing the MMIWG Calls for Justice effectively.

Hazard Framing

Many of the mitigation measures that we present in the results were generated in response to deficits and disparities in the current system. Indigenous women and gender diverse people face many barriers when it comes to resource development projects whether they work for in industry or live in close proximity to projects. An interesting approach to understanding how mitigation measures benefit all stakeholders, especially proponents, SMEs, and the Agency, is to view these barriers as hazards that jeopardize the safety of the project and the workplace. A helpful tool to identify and address hazards is a process of *recognizing, assessing, controlling, and evaluating* (RACE for short).

R.A.C.E.

Recognize – identify what the hazard is

Assess – once you have identified the hazard your next step is to assess the severity of the hazard

Control – determine what the best methods are for controlling the hazard. There should be several controls put in place.

Evaluate – Evaluate the effectiveness of the controls that have been implemented.

Results

The results of this paper demonstrate the findings of the engagement sessions and findings from existing literature. Many of the suggested mitigation measures from previous literature were supported by the participants of the engagement sessions. To protect the privacy of the participant’s quotes we included, we scrubbed them of identifiable information.

Going Beyond Gender Based Analysis Plus (GBA+)

The limitations of GBA+ as a traditionally western feminist concept was formed during a period when feminist writings habitually excluded intersectional factors such as, historical displacement of Indigenous people from their lands and resources, and colonial imperialist influences that have uniquely impacted women and gender diverse people of color in unique and specific ways (Ricci, 2017). This has also led to GBA+ theory to be examined through an Indigenous lens, and emerging concept in Indigenous feminist circles, advocacy groups and organizations such as the Native Women’s Association of Canada (NWAC) is the use of Culturally Relevant Gender Based Analysis+ (CRGBA+) applications into policy development (NWAC, 2020). The Government of Canada recognizes this limitation and supports implementation of Gender Based Analysis Plus (GBA+), the ‘plus’ is intended to show that GBA goes beyond sex and gender differences to include multiple identity factors that comprise a person's identity. There already exists tools and practical application opportunities in various publications from international development organizations such as OXFAM, UNICEF and GAAP. A systems thinking approach may be applied to how consultation protocols are outlined, and how to apply strategies that would support Indigenous women and gender diverse membership, considering intersectional factors such as family dynamics, health and safety, trauma-informed services, infrastructure and transportation considerations in consultations processes with external proponents. This is essential to the application of CRGBA+.

I mean, we're different because we're a First Nation. So, we have agreements directly with the company because they're building on our territory. So, we have a different perspective than say a municipality would. With that being said, there are very different needs in Indigenous communities that I don't think that the proponents view as being their own responsibility. But we need a collaborative approach in order to be able to facilitate success in that area.

Indigenous people collectively hold a multifaceted and complex range of lived experiences and knowledge, and an intersectional lens takes a whole person approach to equality. We bring forward this concept mainly to denote that doing GBA+ is not simply a women's issue, there needs to be allyship from diverse groups and a strong commitment and momentum given to gender integrative strategies that benefit a range of marginalized sub-groups and populations. Going beyond GBA+ entails applying a cultural and distinctions-based lens that incorporates intersectional issues that uniquely impact Indigenous peoples, such as colonialism and assimilationist policies, two-spirited peoples, and intrinsic connection of people to place. For this reason, we promote the term CRGBA+ out of respect for the distinct and unique relationship of Indigenous women to extractivism, and outline and methods that support the addressment of intersectionality from a collectivist standpoint, including practices of gender transformative change, its applications to development planning expanded further below.

Culturally Relevant Gender Based Analysis Plus (CRGBA+).



CRGBA+ begins with community visioning and gender responsive ideation which makes space for marginalized groups of people to make themselves heard. It is responsive to cultural traditions and beliefs and effectively bridges western and Indigenous knowledge systems and ways of doing, this makes doing good CRGBA+ closely related to meaningful consultation processes. Tools that may be utilized in doing CRGBA+ research include;

- stakeholder mapping and analysis to assess the gendering capacity of everyone involved (communities, proponents);
- gender analysis of context and resources including doing risk assessments;
- conducting co-developed baseline studies of socio-economic impacts of development – using existing Indigenous feminist literature (such as NWAC's [CRGBA+ Starter Kit](#) and [CRGBA+: A Roadmap for Policy Development](#)) to develop measurement indicators;

- conducting surveys and questionnaires to further integrate more nuanced socio-economic factors through qualitative data gathering such as TEK, attitudes and cultural values;
- and doing participatory problem analysis to co-develop targeted responses to impact mitigation strategies for both on and offsite Indigenous peoples.

Doing CRGBA+ requires Indigenous communities to undertake an assessment of both public and private spheres to establish an understanding of resource generation, allocation and decision making. These studies aid in making informed decisions about distributive justice and addressment of social and economic factors that increase intersectional disparities between First Nations memberships and of Inuit beneficiaries. Without baseline data gathered about these conditions it is difficult to make informed decisions about how to mitigate impacts in ways that can respond to intersecting issues.

Addressing the known impacts of resource development entails gender transformative practices that are supported and applied by all stakeholders involved in the resource development planning and project life cycle. Increasingly, grassroots organizations and communities are applying their own processes to address concerns of equity and representation in spaces like industry-community benefits negotiations, Environmental Assessment (EA) processes and traditional land use studies. There remains significant knowledge sharing opportunities between stakeholders and interest groups in advancing CRGBA+ in development planning processes.

With respect to resource development planning and impact assessment, taking an intersectional and CRGBA+ approach to project development may be informed and guided by the framework template outlined in [‘Shared Responsibilities: Indigenous Lens Gender-Based Analysis + in Impact Assessments’](#) which outlines detailed steps on conducting CRGBA+ in Impact Assessment processes, see report for further details on its applications. This model is a way to build equity in IAs for Indigenous women and gender diverse people, while addressing key concerns that government institutions and project proponents must move from a passive note-taking role to fulfill consultation requirements, to actively contributing to the resilience and livelihoods of communities while minimizing project impacts in progressive, innovative, and informed ways.

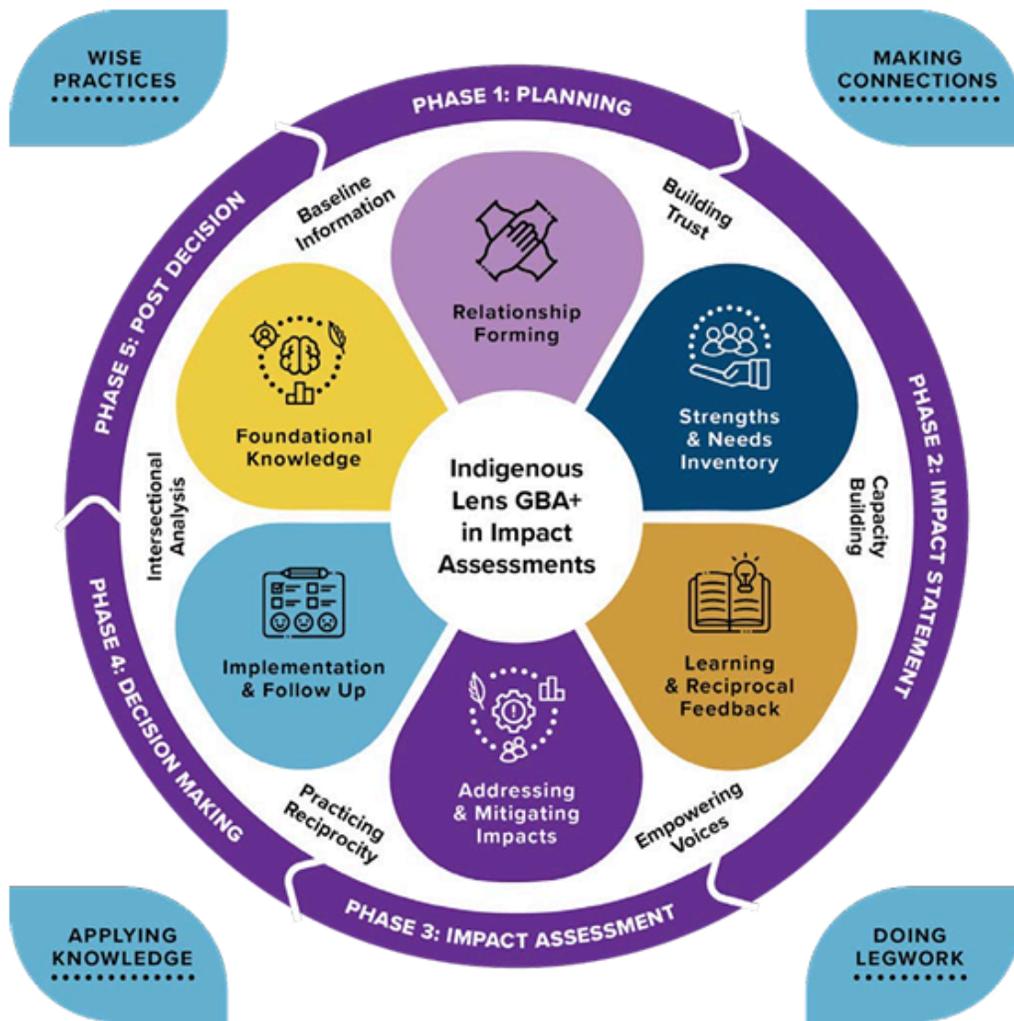


Figure 1. Indigenous lens GBA+ framework for Impact Assessments (Bridges et al., 2023).

This circular model was chosen to indicate a relationship between all IAs, projects that are assessed through the regulatory process cannot be viewed in isolation and instead represent an ongoing process of ‘learning through doing’, this is to acknowledge that GBA+ applications within an IA are an ongoing process. An important step in ensuring correct impact mitigation by both project proponents and government institutions is through building on existing key findings that are commonly emerging as a product of large-scale extractive projects, and to build a repertoire of best practices that prospective developers may draw upon in future developments.

Applying CRGBA+ in planning helps to identify and devise mitigation strategies that address intersecting inequalities, and to anticipate opportunities to address gender inequalities emerging from development projects. For Indigenous communities this entails a level of self-assessment and analysis using both quantitative and qualitative methodologies that investigate potential barriers or gaps that may exist in community policies and practices. Areas of focus may include cultural norms and beliefs that perpetuate harmful stereotypes, gender roles in community and types of work being done (paid and unpaid), access to and control to resources and assets, and patterns of power and decision making over lands and resources (Zdrojewski, 2015). There remains significant data and information collection gaps in Indigenous communities for various reasons, capacity issues being a significant factor as reported to us by research participants. There is a need for data collection in many Indigenous communities to assess gender asset gaps, conduct socio-economic studies, and establish monitoring programs that can track trends over time to evaluate development project impacts and impact mitigation success rates over time.

To correctly address the MMIWG Calls for Justice there is a critical need to undertake strategic self-assessment and implementation of gendered policies and programs in community. The data collected in these efforts help to direct integration of CRGBA+ practices into documentation that is already being developed by many communities, including land use plans, consultation protocols, workplace policies, Impact and Benefit sharing agreements and/or Memorandums of Understanding. Currently this work is applied sporadically and may be well established in one region while being virtually non-existent in another. Generating the processes that identify and challenge the status quo of community governance practices which fail to account for Indigenous women and gender diverse priorities and lived realities in development is universally supported by our research participants and in existing literary sources.

Gender Transformative Change 

Gender Transformative Change begins by identifying and raising critical thinking about the root causes of inequality, and promote positive, more equitable behaviours and norms; and where possible, aim to transform the underlying norms, stereotypes, structures, practices, models, and policies that sustain inequality. While there have been significant advancements in Indigenous-Industry relations with clear forward momentum and exemplary work done by stakeholders, there remains a pervasive system of discrimination and lack of gendered considerations in both relationships building and in development planning and operations. In a very real sense, many resource development companies are working backwards and in silos to implement responsive policies such as Rio Tinto’s response to incidents of workplace harassment and sexual assault (Thompson, 2022) in their report Everyday Respect and subsequent commitments (Elizabeth Broderick & Co., 2022), while also trying to implement forward thinking

and proactive solutions to new projects under new legislation such as the IAA 2019. All of our research participants reported feeling excluded and unheard by either their band leadership or representative governance institutions in resource development planning, with some reports of outright discrimination and misogyny being perpetuated by band leadership against their own membership.

Gender transformative change is a way to begin to address these issues and shift towards gender equity. It focuses on building agency, it addresses unequal power relationships, and it works towards changing discriminatory structures. Gender transformative approaches examine and challenge gender inequalities that perpetuate and reinforce gender disparities. This change begins with identifying and engaging with the role that our institutions and social hierarchies play in reinforcing inequity for Indigenous women and gender diverse people. The application of intersectional theory is complex because there exists no standard formula to produce a successful outcome. Intersectional responses need to be grounded in localized context of historical, political, and socio-economic circumstances (Fletcher, 2019).

Development proponents tend to akin the term ‘participation’ to a relationship with ‘beneficiaries’ that are involved in project planning to secure the social license to operate and increase legitimacy and acceptance of the project (Fletcher, 2019). By applying practices and principles of gender transformative change while doing (CR)GBA+ in assessments, there is great potential to apply to wider impact mitigation strategies for diverse sub-groups to benefit from rather than simply ‘right holders’ (ie: IBA or MOU holders) and often times these mitigation strategies offer benefits that can also positively impact settler and immigrant women and gender diverse peoples working at or living near project sites.

There remains significant work to be undertaken by all stakeholders involved in development project planning. Shifting away from doing GBA+ as a checkbox exercise requires doing gender transformative work, and the application of a participatory and generative process by which the capacity of impacted communities’ critical consciousness and confidence in addressing gendered issues of development is built upon and strengthened by development encroachment. Gender transformative research is action-oriented and is a combination of research and practice. It requires reflexivity, and a shared commitment to feminist research methodologies as well as the decolonization of approaches to project development. This entails adopting feminist research methodologies such as community engaged research and equity building practices in engagements. It also means applying a reflexive and responsive process that doesn’t rely only on fixed knowledge processes and instead adapts to emerging issues in policy/program application. Doing gender transformative research entails taking a deep dive into intersectional gender analyses and combining knowledge with action.

Transformative work that can reduce harms perpetuated against Indigenous women cannot viably be addressed without commitment and enforcement from all involved stakeholders in project planning. Gender transformative learning and change begins with evaluating and addressing social and gender structures that influence opportunities for different groups of people. Through the establishment of a clear vision, with roles and responsibilities of what work needs to be done co-determined, and collaboration in all phases of planning and development, we begin to see multi-level integration strategies become a possibility.

By using the socio-ecological framework outlined by UNICEF in its publication ‘Gender-Transformative Programming’ we can articulate Gender Transformative Outcomes within the context of MMIWG implementation from a systemic standpoint. It becomes clear that there are desired outcomes at each level that must be supported with tangible actions to achieve better development outcomes for marginalized sub-groups.

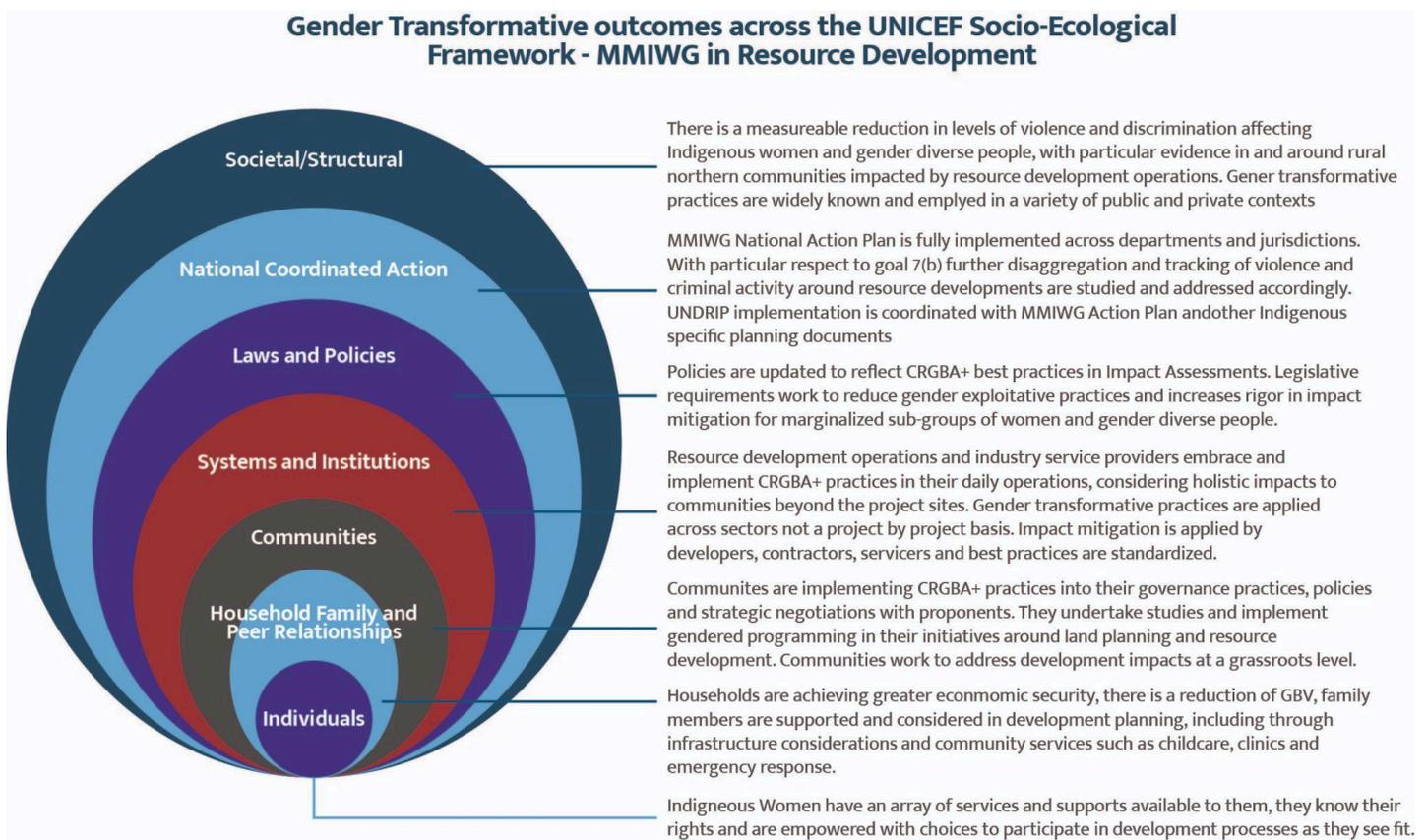


Figure 2. An adaptation of the Socio-Ecological Framework presented by UNICEF in their Gender Transformative Programming backgrounder (Marcus et al., 2022), the complete file is linked in

the resources section of this report and is a good resource to broaden conceptual understandings of transformative change.

A major component of this is to critically evaluate both the gendering capacity and skills of stakeholders as well as fostering and growing an organizational culture to implement strategic mitigation measures effectively. It is important that all stakeholders can fully appreciate and understand how socio-economic inequalities and power dynamics affect development outcomes. According to work done on behalf of CGIAR by Sarapura and Puskur (2014), organizational culture and structure can build capacity for transformative change when is supported by the following elements: strong leadership; a mission and strategy; incentives for change; work environment; organizational structure; management practices and systems and policies (Sarapura & Puskur, 2014). These topics are explored within the strategies outlined below.

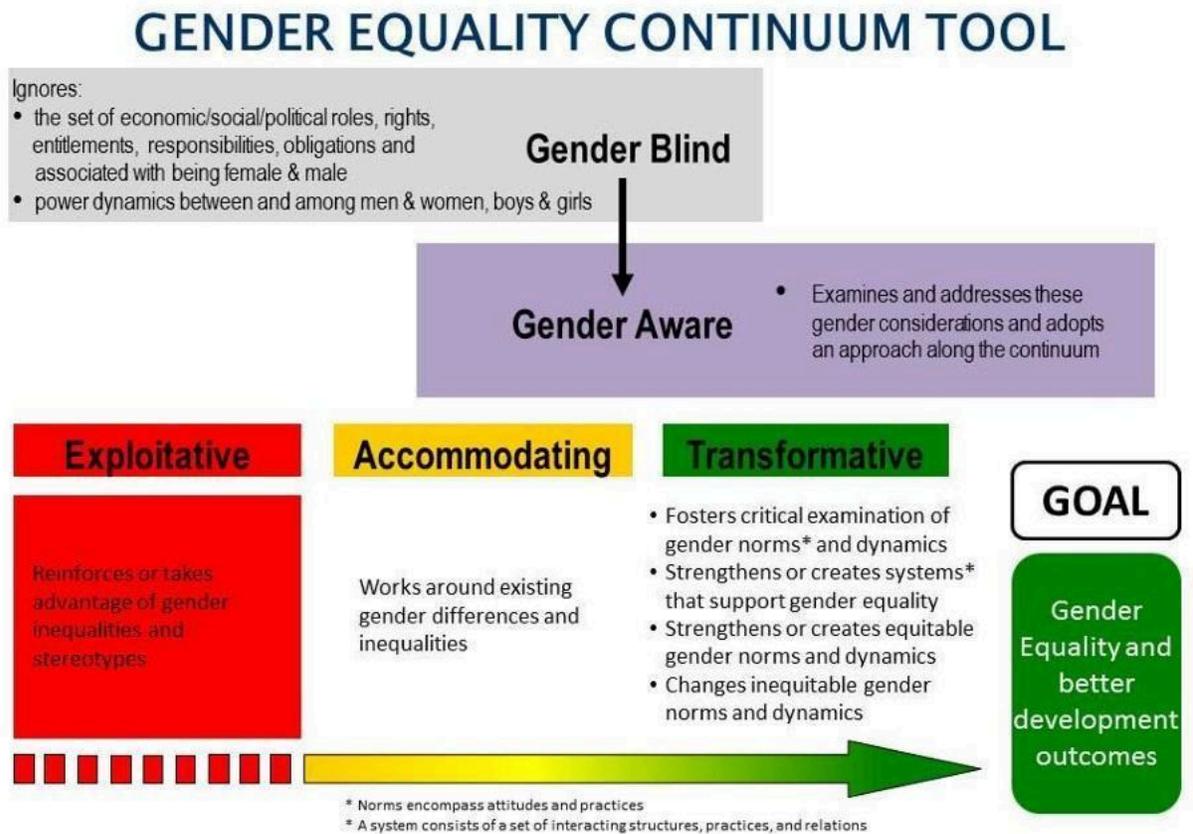


Figure 3. IGWG Gender Integration Continuum as a lens for assessing project approaches (IGWG, n.d.).

Leaders need to recognize and embrace gender equity practices and challenge injustices while institutionalizing gender transformative policies in an iterative and reflexive way (Munive et al., 2022). It is critical that leadership in both public and private spheres implement leadership practices that promote change. By turning to [PL4GE components of gender transformative practices](#), we are shown that leaders must define the purpose and long-term vision for equality in a given sector, generate commitment through building value, foster an organizational culture that embraces and values diversity, to access and build diverse partnerships that collaboratively work towards common vision, in an effort to redistribute power and resources to drive social change (Munive et al., 2022). Leaders must become personally invested in gender equality to drive change (Munive et al., 2022). This applies to industry developers as well as to Indigenous community leadership.

Gender transformative change is fostered with integrative strategies that are both a technical and political process. It is technical in the sense that there are specific and measurable tasks that can be carried out, like implementing staffing, altering/ implementing organizational regulations and procedures that reflect the specific needs of female staff, targeted training, and professional development for all genders, etc. (Bhatta, 2001). It is a political process in that there is a need to shift organizational culture, ways of thinking and doing, and an all-hands-on deck commitment to address barriers and enhance women’s participation in the development process, via policy making, agenda setting, planning, implementation, and evaluation (Bhatta, 2001). In a very real sense, it’s the action of taking inventory of existing services and supports (or lack thereof) and evaluating vulnerabilities and areas of focus in impact mitigation strategies. Studies on gender dynamics in communities may apply a gender continuum scale to determined indicators, ranging from gender exploitative to gender transformative.

Gender Baseline Community Assessments

Call for Justice 13.2

We call upon all governments and bodies mandated to evaluate, approve, and/or monitor development projects to complete gender-based socio-economic impact assessments on all proposed projects as part of their decision making and ongoing monitoring of projects. Project proposals must include provisions and plans to mitigate risks and impacts identified in the impact assessments prior to being approved.

In its current writing there is no explicit reference to the requirements of Social Impact Assessment, instead referring to general impact pathways to consider social, environmental and economic impacts to affected communities (IAAC, 2024a). While the agency applies a series of good principles and practices to doing IA they are not specifically mandated not provide a

specific range of social elements that must be examined or what types of instruments that may be used, while this gives flexibility for stakeholders to interpret the Act in a variety of ways, bringing good flexibility to meet a diverse range of circumstances, it also leaves grey areas of what may or may not be included in the Impact Assessment itself. The information that is collected by/from communities is paramount in shaping the outcome of mitigation strategies resulting during an assessment. Outcomes are largely shaped by baseline data collection of specific gendered impacts in community and the ways in which the information is then interpreted (and by whom) to the communities' overall benefit.

GBA+ is considered when evaluating the potential for impacts from a prospective development in project planning as is required under the IAA 2019. This may involve the collection of disaggregated data on health, community services, and socio-economic baseline conditions. Proponents are tasked with integrating GBA+ throughout their analysis. Much of the guidance from the agency is less directive in nature and tends to emphasize underemployment in the resource sector. There is little direction on how Indigenous women may bring forward concerns such as environmental destruction as violence, this is problematic because it fails to capture context-specific and equity informed decision making where to GBA+ can arguably become a checkbox exercise rather than a rights-enabling/ protecting tool (Seck et al., 2022).

The development of gendered indicators should involve: the collection of data that are sex-disaggregated and use mixed methods of qualitative and quantitative data collection; are accurate and regionally specific; work to reduce gender-based constraints (ex: labour outputs, access to supports); and are time-sensitive and where possible reduce the research burden on the participating women. Guidance from IAAC supports the collection of baseline data that includes: disaggregated data by intersecting identify factors; uses a wide range of reports, statistics and publications including grey literature; describes in detail gender dynamics and asset distributions, resource division and decision-making processes intra-household; uses mixed methods to collect information; and works to add to and complement existing data sources (IAAC, 2024c).

This baseline data can be measured by using a simple scale to evaluate their capacity to effect transformative change, to determine areas of focus in determining what mitigation strategies would be most effective. Below is an example of a continuum promoted by UNICEF called the Gender Equality Marker, which can measure and track if expenditures are contributing to gender equality and empowerment of women. UNICEF designed this model as a self-evaluative tool that assist them to evaluate, modify their activities and ensure that resource allocation to a particular program is leading to effective changes. See their [coding description](#) for further details.

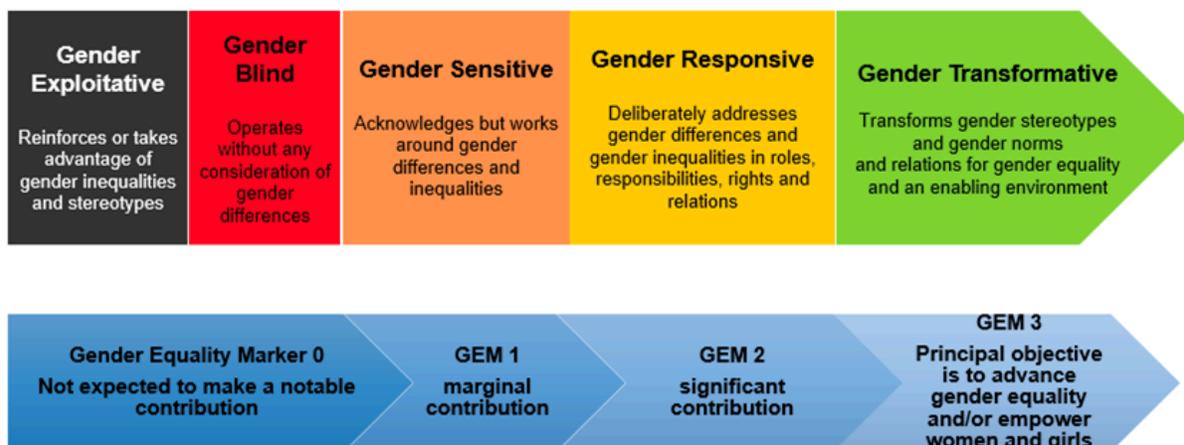


Figure 4: UNICEF Gender Equality Marker and Gender Tag Guidance (UN Women, n.d.).

Problem: Let's say baseline data collection in an Indigenous community demonstrates that there is a significant number of females headed households with inadequate family supports or childcare services, demonstrating an increased risk of impoverishment and a risk of increasing income disparities in communities because they are unable to participate in development operations.

Solution: Upon consultation with the community on these findings, it is co-determined that an impact mitigation strategy would include funding the training of locals to acquire their Early Childhood Educator licenses and support the establishment of in-home childcare operations. The employer implements an Employee Assistance Program that provides partial childcare fee coverage be provided to staff with single income households and female headed households, to alleviate financial pressures on employees requiring their services and thereby supporting equity in economic participation.

Evaluative opportunity: With the financial costs associated with this initiative a periodic review of income levels of female headed households could lead to concrete evidence of positive impact mitigation while improving recruitment and retention. It may also lead to other socio-economic benefits to the wider community with aids in community benefit agreements.

Outcome: This strategy addresses multiple intersecting issues and applies a gender transformative approach, instead of being gender exploitative and relying on unpaid care from relatives or friends, or being blind to extenuating circumstances of prospective employees, this strategy has the potential to make a significant contribution to gender equity outcomes in community and effect positive change for marginalized sub-groups.

Addressing Gender Disparities and Resource Gaps



Understanding gendered dimensions of wealth distribution and resource gaps in community is important to both informing GBA+ baseline studies, with the goal of building equity community/

developer relations and project planning. Communities can leverage data gathered to guide strategic visioning in community policies and documentation and may inform Impact and Benefit Agreements or Community Benefit Agreement negotiations. Developers, consultants, Chiefs and Councils and Tribal councils may do community inventories to measure socio-economic factors that can inform strategic policy making, as a type of social impact assessment. Many communities are already doing documentation on Indigenous women’s land use practices, other modules could include but are not limited to;

- income type and amount;
- domestic divisions of labour;
- reproductive and sexual health;
- health and well being;
- labour use and time spent in both unpaid and paid roles;
- decision making at the household level;
- primary caregiving duties and responsibilities (including inventory of female headed households);
- instances of Gender Based Violence (GBV);
- traditional gender roles; cultural beliefs;
- gender roles and norms;
- education levels and goals;
- employment goals;
- and more.

There are various ways of identifying potential assets that may benefit Indigenous women in development projects, as an alternative to income through employment opportunities. As noted, there is a lack of consideration of supports that would reduce barriers to Indigenous women’s participation in resource development planning and operational activities, including infrastructure and service constraints around childcare, education and training opportunities and health and treatment supports. There is also a lack of evidence of mitigation measures that specifically include those that are either unable or unwilling to seek employment in resource development

operations aside from limited case studies (Gibson et al., 2017). While considering tangible assets, it is also important to consider and encompass intangible items like social capital and education that can be converted into valuable connections and skills. Indigenous women have a right to assets and resource distribution that reflects their interests in development processes, and it is the shared responsibility of all stakeholders, led by Indigenous communities to undertake the work of assessing level and type of rights to assets (land, policy, decision making etc.), and in the case of First Nations for both on reserve and off reserve membership.

To minimize opportunities to collect gendered baseline data that considers a wide breadth of socio-economic factors and investigates strategic responses effectively reduces and limits the ability for a significant margin of Indigenous women to be able to benefit in some capacity from industrial development. While it has become more widely accepted for community leadership to govern community from a collectivist standpoint and therefore apply governance actions that consider the whole rather than specific sub-groups, there remains distinct and acute impacts of development operations on Indigenous women that are not adequately addressed in development project planning. As a consequence, the goals of a particular development intervention may only relate to the household-level or the community level rather than the individual level and therefore fail to address specific impacts. Attention to gender and resource distribution is crucial if programs and policies are to effectively improve development outcomes. It is critical to establish governance priorities and define gendered impact parameters which could inform a constitution of infringement on the rights of Indigenous women and gender diverse peoples specifically, and what conditions or remedies may be applied to offset this, just as large-scale developments do in impact assessment.

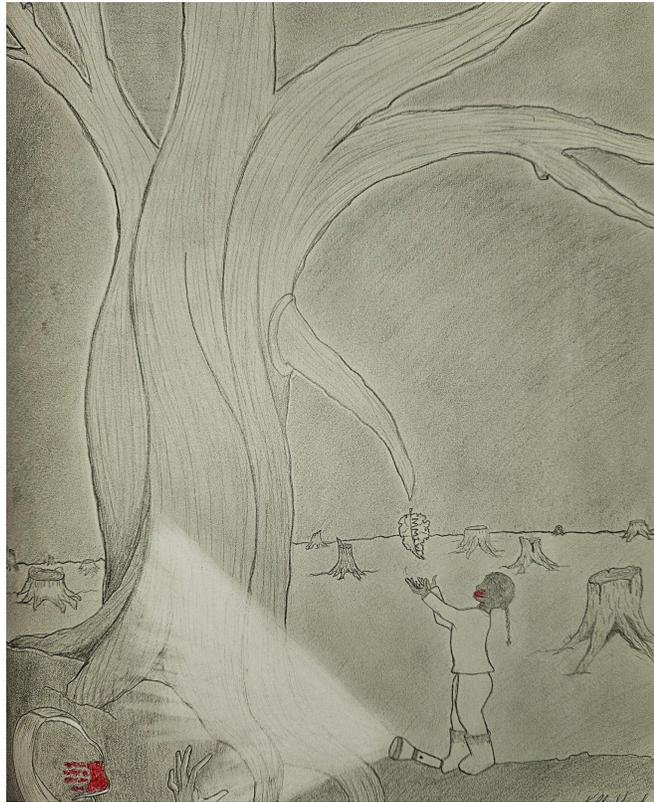
Assess gender implications in addition to gendered impacts 

Beyond the collection of sex disaggregated data there is gender analysis which works to understand the qualitative differences between genders in each context. Leveraging study findings requires input from men and women to ensure support of proposed interventions/ strategies. It may also help determine what barriers may exist around participating, as well as how gender may impact program outcomes.

There are great opportunities for implementing focused programs that are oriented around responding to study findings and responding to expected impacts of development proactively and strategically. Program areas of focus are action oriented and are introduced from planning outset, not simply reacting to problems as they emerge, (ex. local employment readiness, safety and security, workplace, resourcing funds, inter-organizational communication and reporting

parameters, environmental monitoring, emergency response, empowerment projects, education and training, entrepreneurship programs, cultural projects, health and well-being, etc.)

Do communities adequately consider gender at the strategic level? Are they implementing programs that are informed by external influences such as resource development operations? Have operational plans and standards been developed with gender impacts in mind? Do monitoring and evaluation programs include gender sensitive indicators?



Art by Karlliea Wood

Meaningful Consultation and Engagement

As outlined in IAAC guidance on GBA+ practitioners must have some knowledge of cultural safety and understand community-based research methods, they should also be flexible in adapting practices and methods to specific community contexts (IAAC, 2024c). Ensuring representation of diverse groups within impacted communities is important for meaningful consultation requires interacting with Indigenous and feminist literature and doing beyond desktop review to relationship building with impacted communities.

Empowering Indigenous Women, Girls and Gender Diverse



Identify Barriers Early in Planning

Indigenous women experience barriers in participating in impact assessments that must be identified early and addressed. Women across Northern Ontario and Northern Labrador reported several obstacles to meaningful consultation and engagements in resource development planning including but not limited to a lack of familiarity and rigidity of process within IAA 2019 legislation including unrealistic timelines; highly technical content and western worldview dominance in engagements; a lack of representation of their priorities and cultural protocols; educational gaps; lack of access to technology; silencing of their voices and concerns; limited engagement methods and opportunities; transportation issues; intergenerational trauma; GBV; discrimination and urbanization; family and caregiver obligations; and subsistence and survival needs taking a top priority (Bridges et al., 2022, 2023).

IA policies specifically require and outline the duty to consult Indigenous people but, this broad statement leaves much to be done to attain diverse, include, and equal opportunities in impact assessment engagement. Ensuring that not only Indigenous people are involved Indigenous women, Indigi-queer people, Indigenous Elders, Indigenous youth, and all intersectional identities are present in community meetings and planning builds more effective representation in systems. Challenging assumptions about applying GBA+ processes in communities begins with the knowledge that there are distinctions between communities even in a small geographic range, assumptions such as; that all community members can benefit equally from resource development; that Indigenous women and gender diverse persons do not want to engage in planning phases of development or do not understand the processes. This can only be found through gathering disaggregated data about intersecting identity holders to truly understand community context before assessing potential impacts (Forner, 2020).

Representation Matters

Increased representation is critical to ensuring that co-creation of dialogue opportunities exists in communities that are being researched and engaged with, as was called for in testimonials during the National Inquiry (MMIWG, 2019b, 2019a). Decolonizing research and planning processes such as IAs begins with creating structures that promote equitable representation of Indigenous women and gender diverse peoples’ interests. Becoming meaningful participants in decision-making processes, particularly in the context of Indigenous engagement and consultation is a fundamental component of undoing legacies of misogyny, patriarchy, and colonialism (MMIWG, 2019b, 2019a). While the suggestion of creating policies that keep people cognizant of these factors is critically important in ensuring accountability of all interested people in project planning activities, it is equally important to advocate for mechanisms which would reduce this harm through practical and tangible methods. These include but are not limited to, hiring Indigenous women and gender diverse persons to conduct engagement for their own communities, and to do research and analysis of key issues related to information being collected, to collect data from diverse perspectives of Indigenous women and 2S people affected by the project. It also entails building capacity into the assessment process to pro-actively make plans addressing known impacts and consequences of development on marginalized people.

Trauma Informed Engagement

Trauma-informed engagement prioritizes relationship building through humility to accept that we can’t know everything, and we can’t learn without recognizing what we don’t know (Duhamel, 2021). Grounding ourselves in the fact that Indigenous women, girls, and gender diverse persons are the experts of their own lived experiences, their own lives, and listening deeply to their concerns and needs, is central to ensuring that those listening are respecting the lived experience of those who are sharing. Considering what interested ‘stakeholders’ know as their truth, and who is considered an expert in specific spaces is critical in knowing and articulating needs and specific priorities of the people being impacted. Trauma discourse has become a more central narrative of how Indigenous issues are perceived and its important to meet people where they are at, respectfully and openly to their concerns by practicing:

- Compassionate communication and listening with empathy are required to conduct community engagements; training in this field is an essential skill.
- Those who experience trauma do not need to be saved, they need to be heard and respected and supported in ways that make sense for them.
- Holding space for Indigenous people who have trauma empowers them.

- Engaging takes as long as it takes, holding space means listening until what needs to be shared is shared.
- Co-create engagement processes from the outset to promote ownership, relationship building and trust

Traumatic experiences are brought forward and viewed through the lens in isolated personal narratives, the singular experiences of one person’s life. However, when viewed from broader perspectives this is indicative of larger systemic issues such as, violence to land and body, and structural barriers that exist and perpetuate gender based violence (GBV) against women and gender diverse persons (Dupuis-Rossi & Reynolds, 2018). Holding space creates opportunities for developing new roads and practices that lead to changemaking in spaces (Duhamel, 2021). Being a changemaker requires doing work for the benefit of the impacted peoples in developments.

Indigenous-Led Impact Assessments (ILIAs)

We encourage proponents and community to engage in Indigenous-led impact assessments. These assessments provide unique considerations of project impacts and can be very important in implementing mitigation measures early on in the project development. These ILIAs should include gender considerations including CRGBA+ processes. There are several resources available with more information on community led impact assessments including a report by [Oxfam Canada \(2023\)](#). Oxfam Canada (2023) outlines how to conduct a community led impact assessment. Even though this guide does not consider Indigenous communities exclusively, it is a valuable resource to become familiar with the IA process and begin to conduct an ILIA.

Ethical and Empowering Research

A common preoccupation with the practical elements of Indigenous knowledge tends to decontextualize it from the economic, social, political, environmental and cultural processes in which it is rooted (Altramirano-Jimenez & Kermaal, 2016). Differences in knowledge emerge from specific practices and the way in which knowledge is produced and mobilized, Indigenous women actively produce knowledge in complex social and environmental community processes (Altramirano-Jimenez & Kermaal, 2016). It's important to recognize and identify broader social and power relations to avoid the risk of inadvertent concealment of Indigenous women's concerns and interests in consultation processes and governance decisions around lands and resources.

There exist distinctions between genders in Indigenous society, in which men, women and 2S people adopt specific practices that are shaped by their environment, culture, relationships and survival needs of their community (Altramirano-Jimenez & Kermaal, 2016). There is differential

knowledge about the natural world, affected patterns of access and use, and control of lands and resources, from this emerges different priorities specific to the lived experiences and collective knowledge of women. They hold place based knowledge of the land emerging from ceremony, medicine gathering, landforms, events and stories, traditional resource use and allocation systems and intergenerational knowledge transference (Altramirano-Jimenez & Kermoal, 2016).

Because of the legacy of racist and ethnocentric interpretations of Indigenous peoples in research processes in the past, there exists a wide array of research that needs reassessment and must be critically evaluated, examined and validated (McGregor, 2018). Rather than ‘studying’ Indigenous peoples there is a necessary shift to relating to Indigenous peoples in a mutually beneficial and equitable way. IA practitioners and consultants may not ignore the structural, systemic and institutional influence on Indigenous women and gender diverse peoples. Non-Indigenous researchers must position themselves in relation to ongoing legacies of dispossession, disenfranchisement and colonial violence that is recreated and maintained through inadequate and narrowed research processes that exclude contemporary lived realities of impacted Indigenous women, girls and gender diverse people. Violence to Indigenous lands and bodies are their stories, their right and their responsibility to address (Latulippe & Klenk, 2020).

The MMIWG Vol 1b outlines ethical and empowering approaches to research on page 87 and 88, we highlight the following two recommendations: Validate diverse forms of knowledge; Adopt a strength-based approach to research (MMIWG, 2019b).

Validate Diverse Forms of Knowledge

Validating diverse forms of knowledge includes lived experience, TK, and academic research (MMIWG, 2019b). Indigenous women do not dissociate from lived experiences, and concerns flow from collective experiences to inform theories about issues that impact their own lives (Archuleta, 2006).

Adopt a strength-based approach to research

Strengths based approaches in research include, focusing on ethical, epistemological, and methodological areas of focus, which means respectful ways of engaging with various forms of knowledge, culturally appropriate methods and inclusion of Indigenous values and worldviews (FNIGC, 2020). Researchers must always consider if they have appropriately captured contextually relevant issues (FNIGC, 2020).

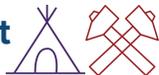
Co-Production of Knowledge

Knowledge production from a research perspective is treated as though it may be separated from the context in which it is acquired and holds meaning, however it may not be isolated from

socio-political, legal and place-based relations knowledge systems (Latulippe & Klenk, 2020). Through focusing on decolonization processes of westernized knowledge processes Indigenous communities remain locked in a state of reaction and are inadvertently reproducing oppression, through the justification of processes and ways of doing to dominant colonial systems (McGregor, 2018). Applying mixed methodologies in co-producing knowledge entail conducting co-led community research, practitioners may investigate design instruments like Participatory Action Research, community engaged research or community-led co-design of research which are all valuable methods to move from performativity and tokenism of CRGBA+ to actively addressing DEI, SDGs in resource development planning.

Are Indigenous women present in socio-economic research studies? Are they shaping indicators and participating in impact mitigation strategies? Are Indigenous women and gender diverse peoples in governance or decision-making spaces surrounding the proposed development? Are local Indigenous women guiding and influencing research in significant ways?

Collaboration of Indigenous Women and Gender Diverse People in all Stages of Project



Indigenous women and gender diverse people should be holding decision making positions at all stages of the project in communities, in industry, and in government. This work should not exclusively be voluntary but should be compensated accordingly. Indigenous women and gender diverse people need to be included in project negotiations, implementation, monitoring, and the development of IBAs. Indigenous women hold a unique position in society due to their identity intersectionality. Their voices need to be amplified and highlighted in resource development projects. Several of our participants mentioned that they do not often feel like their voices are heard and expressed a deep appreciation for when they did feel heard.

I think one thing that I would love to see is just something that helps Indigenous women develop a sense of agency, because I know that our women are so intelligent and have brilliant ideas. And oftentimes, the only thing that's missing in the development of agency is a [platform or different types of support]. I think it would just be amazing if that could come from industry. For women to have more platforms to express their opinions, share their experiences, and learn from each other.

Policies and Practices

As outlined in NWAC's CRGBA+ Framework Roadmap there are five key concepts to consider in policy development; that it is distinctions based; is intersectional; is gender diverse; is informed

by Indigenous knowledge; and is trauma informed (NWAC, 2020). The following section refers to proponent, community, and government policies and practices, how they should be included in IA processes, and how these policies and practices can be improved. For all policies and practices, proponents should require that their subcontractors follow the same standards and implement policies and practices in a manner consistent with the proponent company.

I see more of it with Indigenous owned businesses that are trying to employ their people. You know, they're trying to find ways to keep their people employed at the, at these big, huge mining sites. Those are the contractors and Indigenous owned businesses who are trying to do that, but I find that it comes out of their own pocket, like they have to fund those types of programs. And so, for example, if I get a contract at site, I'm an Indigenous entrepreneur, I'm doing this for my workers, I have to pay for it myself. So, it comes out of my bottom line. And, again, I'm trying to stay competitive, and compete with the non-Indigenous businesses, but I want to offer more social and mental health supports to my community employees, I have to do so out of my expense, it's not something I can factor into the contract, like, okay, we're Company X, Oil Company X, we're going to, we can do that job for \$20 an hour, but we're going to actually charge you \$22 Because \$2 out of that is going to go to this employee, you know, employee assistance program for you know, for mothers or for community members that are dealing with mental health or addiction issues. And, and, you know, if our oil company is like, Okay, well, these guys are over bidding on this contract. But I could see why. Let's give it to them, even though they're not as competitive as the the non-Indigenous businesses. So, for a lot of these the types of work that we do, it's all based on profit. And, and I think it's, it's, we also need to think about the humanity and the human side of some of the aspects of work up here. And, yeah, anyway, I can go on about that all day. But I'll do I'll just leave it there for now.

Gender Responsive Procurement 

Gender responsive procurement is the selection of services, work and supplies that takes into consideration gender equality, beyond cost management parameters. Knowledge is a key resource in developing procurement practices that can foster equality (Sarter, 2023). Implementing a social objective into procurement parameters is both an exercise of regulation and of uptake and implementation by prospective developers. Procurement regulations in Canada have focused on strengthening weaker parties in market relationships as demonstrated by a 5% procurement requirement for Federal contracts to Indigenous businesses (Government of Canada, 2024b). However, there is the social goal of distributional justice, equity and social solidarity that can emerge with regulatory opportunities to achieve social objectives via sub-regimes, and this requires further analysis of substance, potential impact and enforcement opportunities in the regulatory cycle (Hartlapp, 2020). The impact of procurement practices

requires knowledge of the impact of specific practices, as equity building practices in procurement are an understudied area (Sarter, 2023). As such there are opportunities for new knowledge to be generated on how professionals may be equipped to devise and implement procurement practices that promote equity and gender transformative practices in SME's that service resource development projects and/or form part of the supply chain for large scale projects.

Requests for Proposals

We heard from workers that were employed in various capacities in resource development projects, either directly with the development corporation or with the contractors' providing services to the site (i.e. housekeeping, food preparation, etc.) and heard repeatedly that there is disparate treatment between businesses, even at the same site. One worker may have a clear employment plan, with a refined grievance process and feel empowered with the right tools to address concerns and safety issues, while another worker from the same site may experience a total lack of recourse when experiencing the same problem. This is indicative of a wider issue of small and medium enterprises (SMEs) having a lack of capacity or priority to accommodate gender specific considerations. We also heard reports of workers being ignored or discouraged from reporting safety concerns because of perceived negative implications for the contracted business.

But I must say, since I've been with [Mine Services Company], or even in [Development Site]. I guess for me, it's a lot different because I do speak up for myself, I'm that I'm not ever uncomfortable in situations. But then thinking of my best friend who's in [Other] camp, with [Contractor] catering, a lot of times, she feels like she's not heard, because she'll be told to do things that are unsafe, even though like, our biggest thing here is like, if you see unsafe work, or if you're doing unsafe work, you are able to say no to it, but she's not comfortable enough to go to the supervisor to say like, this is not something I should be doing. Because I guess she's afraid. But for myself, I know like I can go to my supervisor or to anybody else for I could even because we have what's called the whistleblower channel here. And that's where you can go and say stuff. And not have to worry about anyone else knowing what's going on. Because it's, everything is anonymous. But I feel like for myself, I'm privileged because I am [Mine Services Company] staff. But knowing that I have friends and family who are working with other [Contractor] companies in [Development Site], they don't feel as like they're heard as much as compared to what I've experienced.

Codes of Conduct

Some developers explicitly outline vetting of third parties and mandate adherence to a corporate code of conduct, as exemplified with AECON’s publication of their code of ethics and business conduct, the code of ethics and business conduct explicitly outlines policies around harassment, grievance reporting and a range of issues that may occur onsite (AECON Group Inc., n.d.). Other developers such as Agnico Eagle have less robust codes of conduct that are flexible for prospective contractors but do little in the way for setting standards of business practice that incorporate gender sensitive practices (Agnico Eagle, 2023). These two major developers have elected processes that vary widely in their consideration of gender relevant issues, and it is indicative of a wider symptom of siloed practices between developers on DEI and gender related topics. Codes of conduct are a financially low risk way to encourage a higher standard of policy and practice from sub-contractors and service providers in industry. Contractors, development corporations and developers need to implement gender directives into their policies such as the code of conduct, which can safeguard and act as a performance standard.

There was a supervisor, and I was a laborer at this company working we were subcontracted out to go on different oil sites. And one of the supervisors was had sexually harassed me a night, a night off shift like, and I reported it and when I reported it, instead of him losing it, no, it being no tolerance, because there were witnesses to the conversation, a no tolerance policy. The next day after I after I reported it, I was treated like shit by the supervisor, he like basically looked at me like I didn't exist. And instead of it him being reprimanded for not for having done that, he would, it's a common thing that he would do to harass all the female or femme presenting laborers workers in that company. And he would like brag about sleeping with them. This was like a man camp setup where he would brag about it, it was so gross. And I called him out on it. And so instead of them, reprimanding him for his behavior, they transferred me to a new site. And he still works for that company to this day. And he's like, such a creep. It's so gross. But yeah, they failed me on that, because I reported it.

Alignment of Contractors and SMEs to CRGBA+

There is competition for contracts to provide services for large scale development operations, and small and medium enterprises are using a variety of methods to decrease the overall cost of service delivery to remain competitive.

As noted by a research participant employee investment is sporadic and can vary greatly between SMEs on the same site. Instead of forcing SMEs to absorb costs associated around EDI, equity hiring and policy development there is an opportunity for capacity building of SMEs who are part of a development project. Large scale developers already often have instruments and policies in place for training. There exist opportunities for joint policy making where developers

can lend capacity, examples of this could be shared on-site services such as a centralized grievance reporting process, and policy adoption beyond a code of conduct. Hiring policies that support developers SDGs and EDI commitments. Mutual supports and communications around Indigenous and particularly, IBA holder communities.

Scenario: Two Indigenous women are working at a mine; one works as a heavy equipment operator for the main corporation and the other works as a housekeeper with a contracted company on site. Both women work at the same site, have similar hours and interact in the same circles of people. The operator may have an employment plan, full benefits and have sound training on workplace processes and channels of reporting. The contracted company may not be able to offer benefits or have as robust policies and reporting pathways due to a lack of capacity and cost savings measures. Both women might experience a situation where they are faced with harassment or feel unsafe at work yet experience different outcomes because of policies and enforcement measures that may or may not be in place.

Potential Solutions:

- Inserting Gendered Indicators in RFP evaluations
- SME’s adopting developers’ policies
- Implementing KPI’s oriented around CRGBA+
- Refining Codes of Conduct to specifically consider gendered issues

Questions to consider:

- How can developers utilize different business alignment strategies, RFP instruments and business alignment practices to ensure equal outcomes for reporting similar issues?
- Are there cost effective and reasonable mitigation strategies SME’s may adopt to support Indigenous women who are employed with them?
- What are the benefits for all stakeholders involved or implementing CRGBA+ supportive policies?
- How does this discrepancy in policies and implementation impact non-IBA holding Indigenous employees on-site?

Benefits of Solutions for Stakeholders:

- Proponents:
 - Ensuring that all employees on-site (employed through proponent and sub-contractors) have access to the same systems and policies will bolster DEI targets and improve ESG ratings
 - Improved retention of Indigenous workers on-site
- SMEs
 - SMEs will be able to take on the adopted policies and implementation measures to improve the experiences of their employees on all projects.
 - Improved policies and practices will add to the competitiveness of the SME in the industry leading to more work
 - Increased retention of Indigenous employees
- Community
 - Work on-site will be safer for community members hoping to enter industry through subcontractors

- Community members employed through subcontractors will receive the same protections as those employed through proponent companies
- The Agency
 - The Agency will benefit from increased transparency in the experiences of all workers on-site.
 - Understanding the experiences of all employees on-site allows for better understanding of the impacts of the project on community.

Include Proponent Policies in Phase 1 and Phase 2 of the Impact

Assessment Process



Proponents should include their policies in public documents in their Impact Statement. Making proponent policies publicly accessible in the documents such as the Initial Project Description, Detailed Project Description, and Impact Statement would allow for further analysis of how the project will consider impacts on Indigenous women. Proponent policies that outline dispute resolutions, grievance processes, and sexual harassment and violence actively showcase the level of safety for women on-site. This information is important for evaluation of the risk that a project will pose for Indigenous women in impacted communities and on-site. Additional considerations for the inclusion of proponent policies is that proponents should include information on employment training materials and what the active incorporation of GBA+ strategies looks like for the project. A step beyond including policies in IA documents would be for proponents to discuss the strategic vision for the project with clearly defined goals that include mitigation strategies.

Recruitment and Retention of Indigenous Women and Gender Diverse People in Industry



Gendered Employment Strategies at Project Planning Outset

The Tailored Impact Statement Guidelines of an Impact Assessment has specifications for workforce requirements that outline parameters for a proponent to complete, these include:

- A list of all jobs with a timeline of creation
- The source of the workforce (local, regional, etc.)
- Skills and education levels required for the position
- Hiring policies and programs to be used
- Investment in training opportunities
- Workplace policies and programs for Indigenous employment, and employment of underrepresented groups

- Workplace policies and programs, including codes of conduct, workplace safety programs and cultural training programs
- Employee assistance programs and benefit programs

The TISGs go on to specify that GBA+ must be taken into consideration, with information presented in sufficient detail to analyze how historically excluded or underrepresented groups are included (IAAC, 2024b).

Indigenous women in the mineral industry are severely underrepresented, despite many Indigenous communities being near mineral development projects across the rural north. The representation of women varies widely by occupational choices. Women’s presence for the mining industry is particularly low because of the combination of jobs on a development site, many mining-centered occupations have less than 30% representation in 72% of jobs (Mining Industry Human Resource Council, 2024). Women’s presence in the mineral industry is influenced more broadly by career pathways and is generally low in the skilled trades, with 3.6% of positions across Canada occupied by women, since trades account for 13% of mining employment, this has a big impact on representation of women in mining (Mining Industry Human Resource Council, 2024) this number is even lower when accounting for sub-demographics of Indigenous women and gender diverse peoples.

The Mining Industry Human Resources Council (2024) suggests that there are no short-term recruitment strategies such as wage incentives or advertising that will address under-representation for jobs that have a small labour pool of available workers, and that long-term workforce development strategies become necessary to increase representation for some fields of work in mineral development. This presents a wider issue than developers may address in isolation but does present an opportunity for collaborative training initiatives, including with NGO’s and Federal and Provincial departments.

Case Study: Aboriginal Women in Mining Program

Temiskaming Native Women’s Support Group (TNWSG) is an Indigenous women’s non-profit organization that is headquartered in Kirkland Lake, a mining hub located in Northeastern Ontario. During renewed mineral exploration across Northern Ontario, surrounding First Nations were entering into better consultations with developers and there was interest from Indigenous peoples in the region to gain employment in the mining industry, and Impact and Benefit Agreements began to be negotiated and settled between First Nations and large developers in the area. TNWSG recognized that Indigenous women were excluded from employment opportunities because of barriers to their employment and a lack of supports or confidence to enter male dominated professions.

They applied for funding through ESDC and through their successful application were able to design a job-readiness program that offered wrap around supports to Indigenous women such

as transportation, advocacy to Ontario Works and to other institutions to acquire their ID's, request pardons on misdemeanor offences, complete high school, prepare a career plan and more. They hired personnel to do targeted outreach to developers based on the membership of the Aboriginal Women in Mining (AWIM) participants, taking into consideration their interests, desired region to live, and professional goals and aspirations. Using the plans they were able to help Indigenous women apply for higher education and advocate for job placements on their behalf. As of March 31, 2020, the AWIM program served 478 Indigenous women from across Northeastern Ontario and of those, 364 women secured employment in across various sectors (Keepers of the Circle 2024).

This was a grassroots initiative organized by and for Indigenous women and funded by the Federal Government. The program began in 2012 and continues to this day under the name Culture, Confidence and Competence. This program was widely supported and accessed by partners across Northern Ontario. This is an example of community organizing to respond to the impacts of resource development, where various stakeholders fulfilled an important role in addressing complex and interrelated issues impacting individuals. Government provided the funding, some developers held spaces for Indigenous women to do placements, and TNWSG addressed the interpersonal dynamics of Indigenous women to get them through the door and support them on their journeys.

Uplift Stories of Successful Indigenous Women and Gender Diverse People

In my dream world I would like all industries, not just mining, to be able to provide inspirational speakers with lived experience to share their journey, to show our people that just because you are where you are right now doesn't mean you have to stay there. It kind of provides them that light at the end of the tunnel.

Uplifting stories of Indigenous women and gender diverse people in industry is a practical application of CRGBA+ that will help with recruitment and retention of Indigenous workforce. It provides useful learning opportunities for data collection, best practices, and lessons learned from women and gender diverse people working in industry. Community, proponents, and IAAC can all uplift these stories and empower Indigenous women and gender diverse people in resource development spaces.

While uplifting the stories of successful Indigenous women and gender diverse people is important for recruitment and retention Indigenous women and gender diverse people need to be met where they are ready. Not all Indigenous women and gender diverse people will feel comfortable sharing their stories in the same way, some might not feel comfortable sharing at all. They should not be required or pressured into sharing their stories publicly. Alternative platforms such as interviews or Q&As style workshops should be explored when considering sharing success stories. Indigenous women and gender diverse people should be additionally compensated for their time and energy when they share their stories.

Implement Career Planning and Employee Development Programs

Career planning can be overwhelming yet remain particularly important to early talent and diverse and underrepresented employees. Career planning enables employees to develop their skills to advance their career progression, and it aids human resource staff to identify talented staff which can also serve to facilitate succession planning and talent acquisition within the company.

I've been at [Company] for 15 years and the Indigenous women that I've met throughout the years, I have not seen any career advancement. And there was someone, a guy, came to interview us one day. I forget what it was about. And he talked about these career advancement opportunities for Indigenous workers. So, what I told I was, you know, especially in the mine site, that's what they lack. If they would just give us an opportunity, give us a chance to see if we can do the job right. If we could get an opportunity, give us a chance and see what we can do. Its what they need to do for us, give us a probationary type of thing. They might be surprised what we women can do. And then I'm not sure why they're not doing anything like that in the men's side. You know, I kind of scratched my head on that one. Yeah. And then also within my own company, we haven't had any gender sensitivity training, which I think we should. And also, education programs happening in industry, I don't know what that really means... especially these young people now, you know, they want to start their careers. To introduce them to what's in the mining industry.



Art by Lauren Nakogee

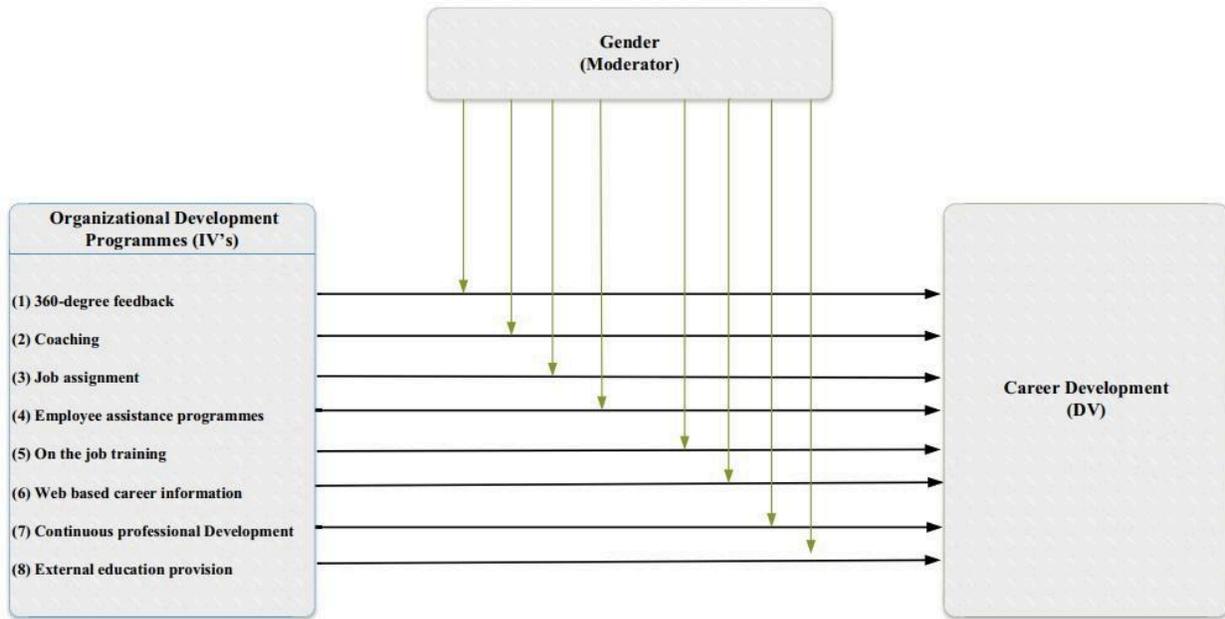


Figure 5. Conceptual framework for Employee Career Development. The gender moderator demonstrating correlation between perceived value of programs for career development. The chart shows in descending order the level of importance and value employees place on specific programs, with 360-degree feedback being perceived as the least influential and external education provision being the highest influence (Pinnington et al., 2022).

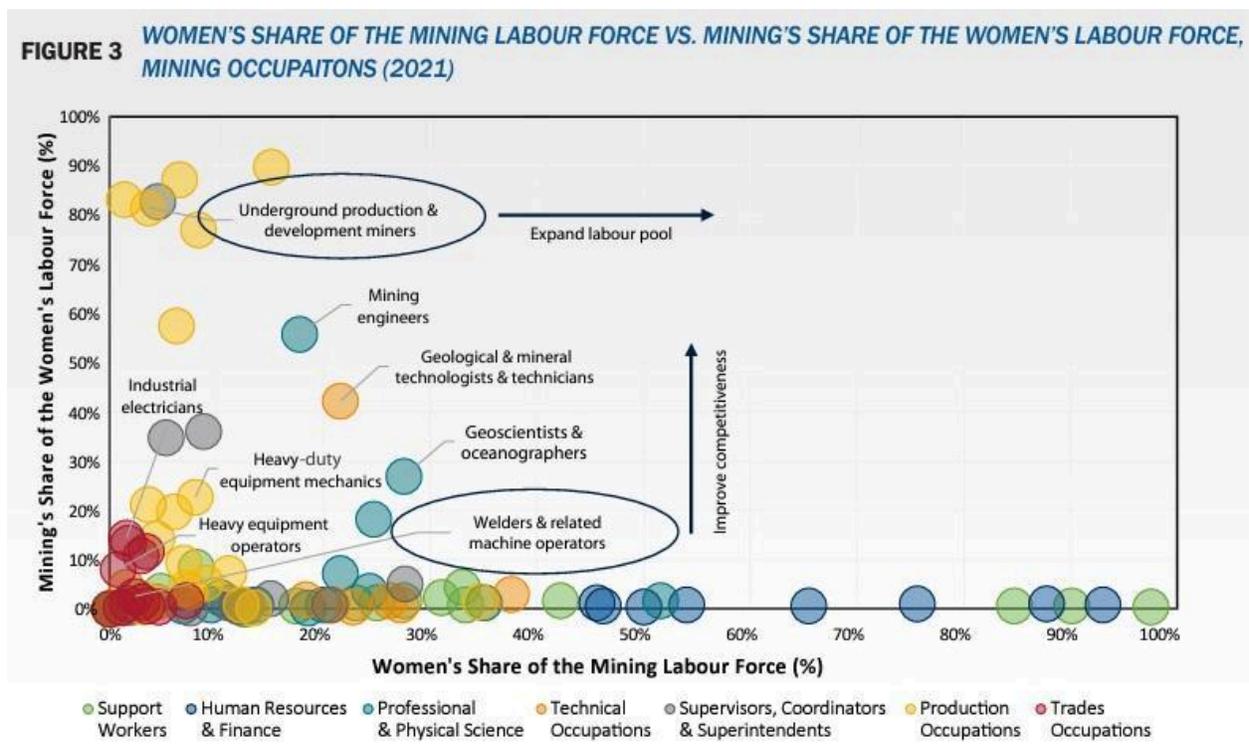
Development programs are important for staff. In a study conducted by Pinnington et al. (2022) they found that external education provision is one of the strongest programmes leading to career development based on perceived value and influence on study respondents' careers (Pinnington et al., 2022). The way that programs are designed and implemented is likely to have varying effects on employees and should include considerations of gender differences and employee values for their careers. While this study does not address intersectional impacts beyond gender or diversity management and equal opportunity practices, the research report does support Employee Assistance Programs being accessed more frequently by women than men (Pinnington et al., 2022).

Skills Building and Career Advancement

Long term mentorship and growth into new career pathways is currently being supported by different levels of government and in communities who rely on resource development, particularly in the rural north. There are a lot of 'fast-training' and job-readiness focused training which is crucial within the constraints of project timelines upon the commencement of an Impact Assessment. However, there remains a fundamental issue of lack of education and on-the-job

skills and training for Indigenous women to succeed in these spaces, beyond the timeline of the current Impact Assessment process. These long-term skills development issues are beyond the scope of developers to undertake and require an integrative approach as described in the case study above to address.

There is a wider interest in encouraging STEM career and skilled trades for Indigenous women by Federal departments such as ESDC, (Indigenous Skills and Employment Training and Canadian Apprenticeship Strategy: Women in the Skilled Trades Initiative; and Skills for Success programs which invest into various Indigenous servicing organization to administer trades training services and research initiatives) along with various provincial programs that provide supports to new apprentices such as a tool subsidy and other financial supports to assist in their success.



Source: Mining Industry Human Resources Council, Equity Deserving Groups in Canada's Mining Industry, 2024; Statistics Canada, Census of Population (Custom Data), 2021.

Figure 6. Comparing women's representation in the mining industry, with mining's share of the labour workforce (Mining Industry Human Resource Council, 2024). Occupations that are higher on the vertical axis will experience difficulties increasing Indigenous women's representation by competing with other industries, which indicates a need to expand the available workforce, by training and develop new workers to expand the labour pool available. Occupations on the lower vertical axis have a wider labour pool to recruit from indicating the need to increase competitiveness and attract more women workers to the industry.

This chart demonstrates that occupations with a small labour pool should focus on workforce development. There are collaborative opportunities to identify employment opportunities at project planning, and developers may provide a template of projected job requirements which can give the surrounding communities valuable information about how they may provide targeted training to their membership in preparation for a major project, particularly focusing on skills development for youth and second career opportunities for marginalized community members who are willing and able to work with the right supports, they may apply for additional funding or provide scholarships and apprenticeship opportunities to Indigenous membership which is already happening in many regions across Canada.

Clear Grievance Reporting and Dispute Procedures



Sexual harassment and violence against Indigenous women connected to resource development projects is a well-known phenomenon (Amnesty International, 2016; Bridges et al., 2022, 2023; Elizabeth Broderick & Co., 2022; Gibson et al., 2017; Moodie et al., 2021a; Narratives Inc., 2023; Pauktuutit Inuit Women of Canada, 2020) Our engagement sessions reaffirmed this connection and expanded upon it by identifying that poor grievance reporting and dispute procedures has resulted in inaction from proponents and subcontractors and created an environment where Indigenous women and gender diverse people do not feel safe.

You don't have to work here to know what's going on. A lot of times people will say it on Facebook. People will put up statuses saying, "Oh this is what happened at today at work." And then others will say, "You need to report it." But I guess not everyone is comfortable with reporting, and speaking up for themselves, which is really unfortunate, because this is a great place to work. But I feel like a lot of times there are instances where people did speak up and nothing was done. It got to HR and then it fell flat. So then everyone else afterwards [thinks], "What's the point? What's the point of me speaking up? And where's it going to get me if nothing's going to happen? Or nothing's going to change?"

I was fairly new and it was not clear what to do. There was an incident, I wrote a report on it. Somebody else wrote a report that was involved. We sent it to the liaison person. I sent it to her and she said to send it to [our supervisor]. It was not clear. That's not the way to do it. Now I know that's not the way to do it. You just go straight to HR. But it just didn't work like that. And then everyone knew. There was no confidentiality about it and it kind of blew back in my face. And not just my face, but also the other person that was involved. And then that taught me not to report anything else. And then something more serious happened and I never reported it.

Our engagement sessions clearly identified that many Indigenous women and gender diverse people do not know the process for reporting grievances in the workplace, especially grievances surrounding sexual harassment and violence. There is a pervasive fear of reprisal from reporting sexual harassment, violence, and racial discrimination which represents a clear lack of communication of policies and workers rights. Several of our participants identified that they would rather quit than report sexual harassment or violence due to a culture of fear emerging from poor responses to other employees who reported similar grievances. Grievance reporting and dispute procedures should be made very clear upon beginning of employment and throughout a worker’s time with the company. Delivery of information surrounding grievance reporting and dispute procedures should be made in several different ways (i.e. written communication, workshops, presentations, informal discussions with supervisors, etc.)

This mitigation measure is a potential application of CRGBA+

Key Performance Indicators 

Development of performance indicators can align the day-to-day actions of employees to the wider organizational success factors, by implementing fewer and more meaningful measures. KPI’s may generate a sense of ownership and empowerment at all levels of an organization. It is important to establish strategic directions and relate them to the day-to-day operations of the organization in order to reach successful outcomes.

As outlined in the ‘What We Heard’ section of this report, there is a low uptake of GBA+ practices beyond policy development at the executive level, which leads to significant gaps in operationalizing GBA+ that may be partially addressed through establishing measurement parameters that increase better decision making and consistency of performance, it may also provide valuable insights to leadership on what is or is not working (Parmenter, 2020). KPI’s can be understood as a growth opportunity and a tool for transformation, they can serve to align people with a strategic mission of a given organization, it can also be applied to a variety of organizational types and sizes.

KPI’s should also not be tied to financial incentives, as evidence shows that this will lead to people ‘gaming’ a rewards system and not truly create investment into the goals of the organization (Parmenter, 2020). Organizations must have a clear vision and purpose, have clear and visible critical success factors, and be led and supported by leadership.

Community Reporting Systems

Reporting sexual harassment and violence in the workplace is not a culturally safe process for many Indigenous women and gender diverse people. To counteract this, communities and proponents should consider providing community reporting systems where workers can receive community support through the reporting and dispute processes. Having a process for reporting grievances that is centred in community has several advantages. One advantage is that Indigenous employees will have more culturally relevant support throughout the process. Another positive outcome from community reporting systems will be that community members that do not work in industry but who have experienced violence and harassment from industry employees can also access reporting systems, which we cover in greater detail below. This will aid in the accuracy of reporting and allow proponents and subcontractors to ensure the safety of Indigenous women and gender diverse people in community. In our engagements, there was mention of the increasing rates of violence that ensue within the context of transient and temporary workforces.



Through the Eyes of a Child by Sarah Lynn Syliboy

Well, I know that my band, because of what happened to me [when] I got sexually harassed. Instead of [supporting women in the sector] they actually banned women from working in that sector because of my experience. So they weren't even supportive. I was literally getting harassed. So they said they put this ban and this policy that said women weren't allowed to work in that sector for [so many years]. And then people were pissed off at me.

There is a lot of [sexual harassment or harassment in general] and it's not highly spoken about. It's one of those things that is whispered about and discreetly mentioned here or there amongst women, and I find that there's a sense of fear openly talking about it. When it does happen, I know a lot of times it gets brushed under the rug or swept away. And it's not things that people are comfortable or willing to talk about openly and address.

Call for Justice 13.1

We call upon all resource-extraction and development industries to consider the safety and security of Indigenous women, girls, and 2SLGBTQQIA people, as well as their equitable benefit from development, at all stages of project planning, assessment, implementation, management, and monitoring.

Culturally Relevant Proponent Policies



The participants of our engagement sessions outlined the importance for proponents and subcontractors to have culturally relevant policies in place that aid in the retention and hiring of Indigenous employees, specifically Indigenous women and gender diverse people. Examples of these policies include:

- Time off for cultural events (i.e. hunting, fishing, gathering, ceremonies, etc.)
- Policies that support hiring Indigenous employees while acknowledging barriers to employment Indigenous people experience. For example, there are barriers to obtaining post-secondary education so instead of requiring a bachelor’s degree the proponent might explore using micro credentials while hiring for positions.
- Pre-employment training that covers the unique challenges associated with working on-site and in industry (i.e. managing fly-in and fly-out [FIFO] work, working schedules, counselling services, where to access childcare, etc.)
- Slow start for new employees (i.e. reduce length of work rotation for the first 6 months of work to help employees become familiar with the nature of rotational work)
- Career path development for Indigenous workers.

When people are living in communities with Indigenous lifecycles where you’re hunting and fishing based on the seasons, and you’re also hauling wood, and you have a lot of family responsibilities, if the rotation doesn’t allow you to maintain your responsibilities at home, people will leave their jobs.

I would also like to see it built into their policies about even having paid time off to access ceremony, like a certain amount of days a year, especially during ceremony season. And to have those days that are very important to us celebrated and honoured like June 21st, September 30th. And to have those days paid.

Distinct Sexual Assault and Harassment Policy



Workplace sexual harassment and violence are both illegal in Canadian workplaces owing to the combination of criminal, employment, labour, occupational health and safety (OH&S), and human rights law in provincial, territorial, and federal jurisdictions (Human Resources Professional Association, 2018; Mining Industry Human Resources Council, 2022). There are OH&S obligations of employers to protect their employees from sexual harassment and violence in the workplace (Human Resources Professional Association, 2018; Mining Industry Human Resources Council, 2022). However, not all jurisdictions require that employers have distinct sexual harassment and violence policies and instead a blanket statement is included in the company's code of conduct (Mining Industry Human Resources Council, 2022). Codes of conduct communicate broader topics such as company values, ethical principles, legal compliance, rules and regulations, conflicts of interest, confidentiality, and financial or other reporting responsibilities (Mining Industry Human Resources Council, 2022). Generally, proponent companies codes of conduct highlight the creation of a workplace free from discrimination and violence, with sexual harassment and violence embedded within these concepts but not explicitly stated (Mining Industry Human Resources Council, 2022).

I just wanted to add that I'd really like to see policies in place to protect women who are experiencing or living in domestic violence situations.

There is a need for proponent companies to update their policies to include a distinct and stand alone document that specifically addresses sexual harassment and violence in the workplace (Human Resources Professional Association, 2018; Manning et al., 2018; Mining Industry Human Resources Council, 2022; Pauktuutit Inuit Women of Canada, 2020). This policy should be co-developed with Indigenous women to ensure that they are clear, accessible, and meet the needs of Indigenous women (Pauktuutit Inuit Women of Canada, 2020). This policy should include clear definitions of sexual harassment, violence, and assault in the workplace (Human Resources Professional Association, 2018). It should also clearly outline:

- how to make a complaint,
- who to make a complaint to,
- what rights the complainant and accused have in the investigation process,
- what the investigation process entails,
- the process of collecting evidence

- the process of making factual findings
- how the final determination is made,
- who makes the final determination,
- and what the possible penalties are (Human Resources Professional Association, 2018).

Our engagement sessions also revealed that this stand-alone policy should include protections for women who are experiencing domestic violence situations. Some research participants reported that their employers offered them flexibility in attending to issues emerging during domestic violence situations at home, which indicates that this issue is on the radar of some developers.

Mandate Sexual Harassment and GBV Workplace Safety and Awareness Training



Some companies and some provinces mandate harassment training for their employees, but the effectiveness of such training in practice is questionable. It is crucial that harassment training and workplace training on GBV become mandatory and evaluation measures are put in place to determine how effective these trainings are. Indigenous women experience violence in the workplace, particularly in extraction industries, at alarmingly high rates. It was evident in our engagement sessions that women are not comfortable reporting harassment or violence in the workplace. There is a huge need for proponents and subcontractors to effectively address sexual harassment and violence in the workplace and domestic violence situations. If this violence against Indigenous women and gender diverse people is not addressed in relation to resource development projects there will be large barriers to building successful relationships. One way that proponents can meaningfully address systemic racism and worksite culture that causes the targeting of Indigenous women and gender diverse people is proactively conducting culturally relevant, engaging, and meaningful sexual harassment and GBV workplace safety and awareness trainings (Mining Industry Human Resource Council, 2016) on a regular basis.

It's kind of crazy, but in my experience sensitivity training comes up as a punishment for men [when] a complaint has been laid and it's been founded that there was sexual harassment or some sort of harassment in general within the workplace. And this now comes into play as like a punishment, or a requirement, like they must now complete a gender sensitivity training. So it's an afterthought. And I don't think it's very effective at all. I think it's super insulting to women to hear that these things happen to them and now this guy just gets a slap on the wrist and has to complete a one-hour sensitivity training. It's ridiculous.

Proponent Site-wide Culturally Relevant Training and Education



Culturally relevant trainings that focus on the unique context of Indigenous communities that industry projects interact with should be company-wide and done consistently with all staff including leadership and corporate staff. Additionally, when someone is first employed, they must go through this training. Further, this training should be site-specific for all employees working on-site as different regions and communities have diverse needs and unique distinctions-based parameters that should be included. All materials should be engaging and overall positive. They should be developed in collaboration with Indigenous communities especially Indigenous women and gender diverse people (Manning et al., 2018; Pauktuutit Inuit Women of Canada, 2020). These trainings should include cultural sensitivity training that provides all employees with an education about local Indigenous communities along with gender sensitivity training which includes information about 2SLGBTQQIA+. Proponents are encouraged to hire people from community to develop and deliver this programming. A priority of these trainings must be a focus on changing stereotypes and reducing discrimination that Indigenous people experience in the workplace and with the advancement of resource development projects.

Public Reporting of Grievances



While companies that are ESG compliant release public documents on the progress they make on ESG indicators and are encouraged to report on grievances, the grievances that are shared publicly are often vague and do not reflect on response measures or changes in grievance volume over time. Grievance reporting in proponent ESG documents are generally not site specific and reflect total grievances across sites. This poses challenges to properly addressing grievances on-site. Every site has a unique context and in the case of multinational companies their Canadian sites have very different needs than international sites. Also, between Canadian sites there will be differences depending on several factors including location, community involvement in project, staff demographics, project timeline, etc. Providing site specific information and data would be a large step towards setting up monitoring systems to address the violence and discrimination that Indigenous women and gender diverse people experience. This step towards monitoring will allow community and industry stakeholders to engage in early mitigation measures with a site-specific focus.

*I'd like to see more of those workplace harassment and discrimination policies, and I know a lot of them do have workplace harassment and discrimination policies. But they could go a step farther than that. They could have it where they're reporting on it, whether it's on a monthly basis to their staff to demonstrate that they are enforcing that policy. So if they have to deal with a sexual harassment or a discrimination case, have it reported on so people know, holy f*ck we're not going to get away with this shit here and make that information known publicly.*



Art by Deanna Naveau

On-Site Resources and Supports

The mitigation measures we have categorized under on-site resources and supports are mitigation pathways that are largely supported by literature for many years (Bridges et al., 2023; Gibson et al., 2017; Gibson & Firelight Research Inc., 2019; Gibson & O’Faircheallaigh, 2015; Manning et al., 2018; MiningWatch Canada, 2004a; Moodie et al., 2021a; Narratives Inc., 2023; Salerno et al., 2021; Stantec Consulting Ltd., 2011). However, the progress that proponents have had implementing these recommendations is not clear. For many proponents, these efforts have not been included in their public communications or the knowledge of these programs is contained to local communities. If proponents are currently implementing any of these resources or supports then it is encouraged to include these efforts and their impacts in public facing documents. Additionally, we encourage communities to advocate for relevant mitigation measures in IBA negotiations.

There needs to be advancement of Indigenous people, specifically women, in the workforce. Promote Indigenous women into managerial roles.

Support Groups for Indigenous Women and Gender Diverse People



Support groups for Indigenous women and gender diverse people may be beneficial for those working in industry (Moodie et al., 2021b; Narratives Inc., 2023). Moodie et al. (2021b) have highlighted that establishing women’s support groups on-site at resource development projects might create a safe space to discuss and problem solve concerns specific to women. These groups might also help to identify improved management responses with clear timelines and procedures to report, investigate, and respond to complaints of sexual harassment and violence and racial discrimination (Moodie et al., 2021b). Creating space for support groups is one avenue that industry, especially proponents operating FIFO camps, can consider implementing. This can be done through organizing a time and space for the support groups to meet on-site, and depending on the context and community needs and capacity proponents might consider hiring a representative from the community to run the support groups on-site.

One thing I did notice is that when I first came into [proponent company], I didn’t know what to expect. I’ve heard about it. So I think the support that most employees need, especially new hires, is that they need all that support.

Mental Health Supports



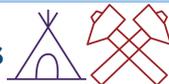
As much as a mine can be very positive, it can also be very negative, and especially when you have a highly traumatized society. And money to a healthy person will help to fuel a prosperous future. But for someone who is highly traumatized and unhealthy, it is like gasoline to a fire and it will burn everything in sight.

A common theme that emerged from our engagement sessions is that many Indigenous employees find the conditions of working in industry very challenging for their mental health. For Indigenous women, the combination of being separated from their families and communities for prolonged periods of time (i.e. 14 days at a time), the working conditions on-site, and the underlying racism that they experience in industry can lead to increased strain on their mental health. On-site mental health supports are important and necessary services for Indigenous women in industry (MiningWatch Canada, 2004b; Salerno et al., 2021).

Industry Best Practice

In 2022, Baffinland hired two on-site mental health counsellors who work with employees and provide counselling services. These services are available for all employees. This action was supported by Baffinland’s Employee and Family Assistance Plan which was implemented in 2015. This plan provides employees and their families with access to a network of certified professionals who deliver personal, mental, and financial wellness programs administered by Homewood Health Solutions. This program is free, confidential, and covers a broad range of subjects related to wellness including, depression, addiction, family and work-life balance. This programming is offered in both English and Inuktitut (Baffinland, 2022).

Substance Abuse Programs



Many Indigenous employees in resource development projects are actively navigating substance abuse issues often in isolation due to the lack of services, especially in rural and remote areas (Bridges et al., 2023). Zero tolerance policies on-site often lead to employees struggling with substance abuse issues to quit “cold turkey” while on-site and then continue taking substances when off-site (Bridges et al., 2023). Some participants shared that while they, or other employees that they know, struggled with substance abuse issues they felt that there was a lack of understanding about the intersectional position they hold as Indigenous women and gender diverse people who have substance abuse concerns. In order to receive support from proponent companies while dealing with substance abuse issues the employee needs to disclose that they are struggling with substance abuse. In our engagement sessions, there was a consistent

sentiment that if you disclosed substance abuse issues to your employer you would be fired. Proponents should consider having consistent and clear communications surrounding substance abuse and mental health policies.

Yeah, they'll usually lose their job. Either because they failed the drug and alcohol test or because of absenteeism as a result of drug and alcoholism. It's usually one of those two as to why people lose their jobs and it doesn't often get recognized.

Of the participants that did disclose their struggles with substance abuse to their employers they often mentioned that they had a positive experience receiving supports.

I had approached them first when I needed help, personally, with substance use. And what they did [was] they gave me a leave and they supported me getting the medical leave to go to treatment. And they were really supportive in that sense.

I know an individual who had drug issues and their work, instead of giving [them] trouble, helped them along the way. They went to rehab because they got their stuff together, they continued to actually work at the same place. [The company] held their job for them while they were in rehab. [The company] made sure that they had a job to go back to. I don't know if that's across the board, but that's just one instance I know about.

Culturally Relevant Spaces

Providing culturally relevant spaces on-site for Indigenous employees, particularly Indigenous women and gender diverse people, has been identified in the literature as a potential mitigation measure (Gibson & O'Faircheallaigh, 2015). While some proponents have implemented culturally relevant spaces on-site, there is little information available about what those spaces look like or if their Indigenous workforce utilizes them (Gibson & O'Faircheallaigh, 2015). Through our engagements some examples and ideas for culturally relevant spaces that will benefit Indigenous women and gender diverse people on-site include designated spaces for cultural activities, cultural events and programming (sewing; crafts; ceremony; teachings), elder presence on-site and country kitchens.

Designated Spaces for Cultural Activities.

Designated spaces for Indigenous workers to access on-site will look different depending on a variety of factors including; community cooperation, cultural needs, layout of the proponent site, etc. Two ideas for culturally relevant spaces that were raised consistently throughout our engagements were a room where Indigenous workers are able to smudge and an outdoor space that is reserved for culturally relevant activities.

Outdoor space would be great. Where you can at least have a bit of connection with nature, whether or not that be an outdoor firepit or cooking area where if somebody wanted to bring some traditional foods back and cook it on a fire and make some bush tea, that sort of thing. It'd be nice to have some of that outdoor area. That would be something small and simple. Where people can go outside and just have a connection with nature. Being in a highly industrialized area ... sometimes you feel a little depressed and it affects your mental health. So having an area outside that is a bit more natural and where you can just feel that connection would be really important.

Indoors it would be nice to have things like a smudge room... An area where again, they can smudge and have prayer. Those [are] simple things that could really make a big difference [after] living in a camp for 14 days.

From a cultural perspective, I smudge every day. And in the winter, you want somewhere private. Just to go to a nice, cute, little smudge room would be nice. It would be different than the smoking room, of course. Everybody smokes. But you know, if you have cultural practices and you believe them, because it's not conducive to the mine community then you just don't do it and you wait until you get home. So that could really aid in employee retention.

Cultural Events and Programming.

A barrier that Indigenous women and gender diverse people experience to working in resource development projects is the disconnect that they experience from community and culture while on-site for extended periods of time. One way that community and proponents can partner to aid Indigenous women and gender diverse people on-site is to provide cultural events and programming. Some examples that participants mentioned was providing a craft room with traditional materials for Indigenous staff to continue activities such as beading while away from home. Beyond providing a craft room and materials, proponents and community might want to consider running crafting activities or courses where all staff are able to participate if appropriate. One participant mentioned that this was an important way that she was able to share her culture on-site.

The craft room used to be open to people and materials provided. In addition to that, they will get somebody, like a craft person, to come in from [town] or one of the other communities and hold classes. And everybody and anybody, you didn't have to be Indigenous. Anyone could go and all the [materials] or the fabric was provided. And they will show you how to make slippers or mittens or boots. And I found that I used to always

participate in [the activities] and what I found was opening it up to everyone was really beneficial because you made a lot of good friends. And people who you worked alongside who didn't understand or didn't appreciate what went into it [could learn] and it was really good conversation pieces. Like you could talk about hunting and the fur and how it was treated and the sinew they use to sew it together. So it was really good for the Indigenous groups [but it was also good for improving] relationships and breaking down those barriers. And that was something the company paid for. They would fly somebody in and pay them. And you do it over several weeks.

In addition to the example of craft programming, having cultural events and programming on-site was mentioned by participants as a positive way to share culture with non-Indigenous coworkers and it was also a way to alleviate homesickness. There are opportunities for developers to acknowledge important days of the year.

I think that it's important to share the knowledge that comes from the land and from the people who reside there, who live there, who make it their home, especially when in extractive industries and they're taking a lot away from it. I think like giving back, you can offer these programs or these workshops or the food or whatever it may be [to hopefully] keep that relationship a good working one if you're going to have it.

Elder Presence On-Site.

The need for inviting elders to conduct site visits, healing ceremonies, and other cultural activities has been identified in the literature as well as our engagement sessions (Gibson & O'Faircheallaigh, 2015). The presence of elders on-site was noted by several participants as a positive way for proponents and community to support Indigenous women on-site.

It'd be nice to have an elder or knowledge keeper on-site. And be able to have the sacred medicines so you could smudge or access that.

We don't have to have them [all 24 hours] or be there all the time. Maybe if they come even twice a month kind of thing. Would be great to have an elder on-site because they have the wisdom that they need to [share] and they usually do.

Something that I know I've heard from other people who've worked in other mines and other places in Canada is that there's actually a cultural room, even with an elder, on-site all the time. That would be really good for people because it's on traditional territory. There should be more support for Indigenous people, in my opinion.

Country Kitchens

Proponents might consider providing a country kitchen on-site where Indigenous staff can prepare country foods. Providing access or serving food on-site that is familiar and eaten by Indigenous people, such as wild game or fish, provides a level of comfort for Indigenous workers (Gibson & O’Faircheallaigh, 2015). Participants who had access to country kitchens through their work mentioned that the country kitchen became a space where Indigenous workers could congregate and the kitchen became a space on-site where they were able to find other Indigenous workers in their off time.

I feel like one thing [proponent company] can do as a company is to have caribou ordered in and then they’re able to disperse it. Or people [could be] able to just take it from the fridge and make meat cakes one night. There definitely should be more nights where people are able to utilize the fridge or the kitchen because the only times people are using it is when they bring in their own things. And not a lot of people, or not everyone I should say, has access to wild food. And I think by having that space, they could utilize the space more where they’re able to offer more things.

Additional Consideration for Proponents

There is potential for proponents to purchase wild game from hunters in the community for Indigenous staff on-site. This would benefit community and staff as it would ensure that profits remain in community and that staff have access to wild game and fish from the community.

Indigenous Liaison Programs



Indigenous liaison programs are opportunities for community to have a presence on-site as well as have active input to improve the experiences of Indigenous employees. There is no clear definition of what these programs look like. From the engagement sessions that Indigenous liaison programs operate in several different ways. Some liaison programs are simply that there is a trusted member from the community hired by the proponent to ensure IBA conditions are met and done well. Other examples of Indigenous liaison programs can include elders/community members being present in meetings between an Indigenous employee and management, or Indigenous employees being partnered with a more senior Indigenous staff member. One specific example we heard was that on one job site when supervisors were delivering formal feedback to an Indigenous staff there was an Indigenous support person (not affiliated with HR) in the room to offer support. Regardless of what shape these programs take, Indigenous liaison programs should ultimately bridge the gap between community and industry. However, with no

clear definition of what these programs can be there is a large difference between the experiences Indigenous employees have working for different companies.

These programs are important for maintaining open and safe pathways of communication between Indigenous workers and community members, and senior-level industry personnel (Gibson et al., 2017). Indigenous liaison programs provide a space for Indigenous workers and community members to address grievances and culturally sensitive issues (Gibson et al., 2017). However, these programs need to ensure that the liaison is empowered to address these issues properly. In our engagement sessions, many women and gender diverse people expressed discomfort in reporting grievances and culturally sensitive issues but mentioned that having a community liaison would have alleviated this discomfort.

That's why I wish there was some sort of Indigenous liaison so I could tell them that. Because I really wanted to reach out even when I was fired to find out why I was fired, because I did a really damn good job when I was there.

We thought of the idea at those sites, at that time, for that major project that was going in. It was to have an ombudsman, or somebody at that site that people feel comfortable going to talk to, that was from the community. A community member that was not employed by the company, or employed by contract, or where [the employees] didn't have to feel worried that they'll lose their jobs. Just available to pop in the site once or twice a month to say, "Okay, here I am. Here's the safe space and you're welcome to come in and vent and tell me [any complaint] whatever it is." It's sort of like a union representative, but their not a union representative, but the same idea. We don't have something like that. But I think that would be really great to see. And preferably a woman. A woman from the community that other women would feel comfortable and safe to talk to.

One shortcoming of Indigenous Liaison programs is that there is often little consideration of non-IBA holding Indigenous staff. A liaison program with a community often emerges from IBA negotiations and the community holds an IBA. As Indigenous Liaison programs are developed it's imperative that proponents consider the employees that are outside of the IBA agreement. Those employees should also benefit from a liaison program. This might mean that the liaison position is created independently and not tied to one specific community.

Design of Worksites

Women and gender diverse folks experience unique workplace health and safety considerations in industry (Botha & Cronje, 2015; MiningWatch Canada, 2004b; Razafimahefa et al., 2022;

Stantec Consulting Ltd., 2011). In particular, the design of worksites and equipment (such as machinery, personal protective equipment, etc.) plays an important role in the health and safety of women and gender diverse people on-site. There are several avenues that working towards inclusive worksites and equipment will benefit women and gender diverse people on-site (Costanza-Chock, 2020). Safety protections through individual and community pathways are necessary to ensure the health and safety of Indigenous women and gender diverse people on-site.

Personal Protective Equipment (PPE) and Machinery.

Mining and other industries are historically and prevalently male-dominated industries which means that machinery and PPE are not typically designed with women in mind (Botha & Cronje, 2015; Keefe, 2022; Razafimahefa et al., 2022). The CSA Group released a report that identified that the three most common problems for Canadian women wearing PPE is that their PPE does not fit properly, it is uncomfortable to wear, and there is not enough selection (Keefe, 2022). To address these issues Canadian women are paying out of pocket to purchase properly fitting PPE and modify and altering their PPE (Keefe, 2022). Many women reported being injured or experiencing near-miss incidents because their PPE didn't fit or failed to provide the intended protection (Keefe, 2022). Additionally, many women highlighted the inequity of having to source their own PPE when their male colleagues do not (Keefe, 2022). This creates barriers for women and gender diverse people who want to participate in industry through employment. Proponents should consider providing PPE specifically designed for women in the industry. Special considerations need to be made in order to properly protect women and gender diverse people with consideration to occupational health and safety. Further, proponents should investigating making available specific PPE for pregnant, breastfeeding, and menopausal individuals (Keefe, 2022). There also needs to be specific attention made to operations of machinery and how women and gender diverse people should be given separate accommodations and training for how to properly operate machinery originally designed for male bodies (Stantec Consulting Ltd., 2011).

I can't tell if it's a racial thing or a woman thing. It's hard for me to tell, but I know that it is not easy being a woman in a man's industry and it is hard to advance. And I have been working my ass off and I'm finally getting advancement and I've been there for three years [and am only now] getting trained on different pieces of equipment. I feel like there could be a program created for people who are already there to take an in-house training.

Facility Design

Beyond looking at PPE and machinery, the layout of the worksite is an important piece to consider. The physical design of the bedrooms, dormitories, dining, recreation, entertainment, and other facilities need to take gender into consideration (Stantec Consulting Ltd., 2011). Women and gender diverse people working on site are outnumbered by male employees (Stantec Consulting Ltd., 2011). Women and gender diverse people on site require a work and residential environment where they are able to relax and not feel pressured by or on display for male employees (Stantec Consulting Ltd., 2011). Providing specific bedrooms, bathrooms, dormitories, television rooms and similar recreation rooms for the exclusive use of women and gender diverse people is encouraged (Stantec Consulting Ltd., 2011). Proponents might also consider setting aside time where only women and gender diverse people can access weight rooms and similar recreation facilities (Stantec Consulting Ltd., 2011).

Sexual Health Education and Screening



A potential mitigation measure that has been identified in the literature is providing sexual health education and screening for employees on-site (MiningWatch Canada, 2004a). Educating mine employees, especially male mine employees, about sexual health, HIV prevention, and providing accessible and free condoms can aid in creating a workplace where people feel more comfortable reporting violence and harassment (MiningWatch Canada, 2004a). Implementing regular screening and treatment for sexually transmitted infections for both men and women also might contribute to a safer and healthier workplace (MiningWatch Canada, 2004a). Additionally, making menstrual products available on-site and providing further supports for employees who menstruate will contribute to a supportive work environment.

Language Services and Accommodations



Providing language services and accommodations for Indigenous workers who are more comfortable communicating in their own languages is an important way to foster familiarity and comfort for Indigenous workers on-site (Gibson & O’Faircheallaigh, 2015). Providing Indigenous employees with trainings and resources in their own language would be beneficial for understanding. It is also an avenue the proponent might take if they are interested in growing understanding of the culture and language. There are many benefits associated with increased access to language support services (Bridges et al., 2023). Language is more than just a form of communication, it is a way to convey knowledge and centre resilience in communities (Bridges et al., 2023). Providing language services and accommodations provides a mode to bring forward practices and opportunities for intergenerational language and knowledge transference (Bridges et al., 2023).

Off-Site Resources and Supports

As we conducted our engagement sessions there were some calls for mitigation measures that were not exclusively found on-site but instead offered in community or during the commute to and from site for workers and spouses of workers. To offset issues resulting from development as well as provide a pathway for inclusion of people who are having trouble accessing opportunities due to extenuating circumstances in their lives or are providing support to their partners who are working on rotational shifts.

Childcare and Youth Programming



I know that our people, [or in my] community anyways, our women tend to have a lot of children and early in life. So it's almost like childcare is very much a requirement if you're looking at how to support an Indigenous woman in advancing her career.

The lack of childcare available for Indigenous women and gender diverse people who wish to participate in resource development projects was the most mentioned barrier in our engagements.

My work schedule is 7 and 7 rotation, and I know other women I work for, their schedules are 2 weeks in, 2 weeks out. And as far as how to improve these working schedules, because you're working off site, that means you're leaving your family and your children home. So that means those women are coming to work with the children at home, spouse at home or family to look after at home. It's a challenge for them. So, for myself, what I see is that there is a lack of support. Either in their homes or within their community for them to come out to work, especially for those women that are working two weeks and two weeks out schedules. So, this will go on to the childcare options. There are no childcare available for workers that come to work to the mining site and I think at one point my coworkers and I were talking about this at one point. Perhaps maybe hiring a reliable couple or people within the community to do the childcare for their children.

While being the most mentioned barrier in our engagement sessions, the lack of childcare options available in resource dependent communities is also reported frequently in the literature (Bridges et al., 2023; Gibson et al., 2017; Manning et al., 2018; MiningWatch Canada, 2004a). Work schedules consistent with FIFO and drive-in and drive-out (DIDO) work do not present accessible hours for Indigenous women and gender diverse people with children. Women take on the majority of the domestic labour at home including playing a dominant role in raising children (Meredith et al., 2014; Murray et al., 2021; Torkington et al., 2011).

Industry workforce relies on the unpaid labour provided by family and friends of their children and dependents. While this is a cost savings and practical way to address childcare it leads to cumulative effects of spouses and family members having to make up for the lost time of the other parent being away without respite in many cases. The nature of rotational shifts isolates parents away from each other and impacts family dynamics consequently. Indigenous women, gender diverse people, and their families are providing hidden labour for resource development companies and SMEs through childcare and periphery services and supports to keep households running. This labour should be recognized, accounted for, and compensated by all stakeholders.

Women are more frequently identified as the primary caregivers of children and due to limitations in affordability, accessibility, and availability of childcare services women are often excluded from full-time employment in resource development projects (Bridges et al., 2023; Gibson et al., 2017). Previously, there have been calls for daycare and youth programming in remote communities, specifically cultural youth centres (Bridges et al., 2023; Gibson et al., 2017). Cultural youth centres could reconnect children with traditional languages, culture, and ways of life while also contributing to increased self-confidence and a sense of cultural identity in youth (Bridges et al., 2023; Gibson et al., 2017). Programs like this would also have a positive impact by decreasing the likelihood of harmful interactions between children in community and workers in resource development projects by protecting them from sexual abuse and violence and limiting premature exposure to drugs and alcohol and other traumatic experiences (Gibson et al., 2017).

So actually, that would be one of the ways to reduce barriers, is if we did have a daycare in the community, or funding [and] supports to help with a daycare. And if there was daily transportation for the shifts, it would make it a real possibility for women, or single parents, to become gainfully employed on a permanent full-time basis with the mining industry.

I personally, I wouldn't be able to work in an industry job. Because of my children, I just wouldn't be able to. I've thought about it, because the pay is good and you get more time off than a regular 9 to 5, Monday to Friday, but it just is the [lack of] childcare that makes it impossible.

While on-site childcare options might provide accessible childcare for Indigenous workers, we saw a large call for community driven childcare options and alternative suggestions from the participants of our engagement sessions. Several participants acknowledged that community and extended family played a critical role in providing childcare for children of Indigenous workers. There is an opportunity for proponents and community to build in-home daycare and support networks of mothers working together to alleviate pressures where infrastructure is not feasible.

Realistically, from our community's perspective, there's a lot of great families but the reality is that there's a lot of single parents. So, if a mother is going to be going away to work, and a lot of them do want to work and are seeking training to go do this, the supports are not in place. Whether its family being available or daycare accessibility for that type of employment. So, it makes it a barrier for employment. I can speak from our own community's perspective, we're trying to get a daycare in our community, because we've signed agreements with a number of different proponents in our territory. But the equitable access to the employment opportunities is not as readily available to women, especially if they are single parents.

Proponents and communities should consider working together to provide spaces and resources for childcare and youth programming. Many communities do not have the infrastructure currently available to support childcare for Indigenous workers and their families. However, providing childcare and youth programming in the community would alleviate a great amount of pressure from the women interested in working in industry.

Well, they get so much mining dollars and [mining company] makes a lot of money, they should be providing more to the community. Even something for the children to do in the community. Like there's nothing here in [the community], there's no indoor playground. There's nothing for children to do. That could be a good preventative because it could lower their risk of getting into bad things.

Transportation Services and Road Safety



Traffic and activity often increase drastically along corridors between communities and worksites during a project lifespan. This increased transportation level puts strains on local infrastructure (i.e. roads) and can increase risks for workers and community members (Gibson et al., 2017). There are correlations between impacts to road safety and health and increased industrial activity (Gibson et al., 2017). Additionally, low income or vulnerable community members might not have access to reliable and safe transportation options which puts them at greater risk of trafficking and violence along roads with increased industry traffic (Gibson et al., 2017).

Highlighting Best Practice

Decaling vehicles is one approach that has been used to mitigate impacts of speeding, negative camp-community interactions, or pickups of community members by workers in company and personal vehicles (Gibson et al., 2017). This has been used by Summit Groups (a company that manages industrial camps) for company vehicles, and the company supports decaling of personal vehicles so that if dangerous driving and activity occurs it can be easily identified and reported (Gibson et al., 2017).

In addition to the safety concerns related to transportation, a lack of transportation options also contributes to the ability of Indigenous women and gender diverse people to access industry jobs. Proponents should consider the accessibility of their sites when identifying barriers for Indigenous employees. If the site is a DIDO site, then options such as carpooling and shuttles might be considered. These options contribute to the accessibility of the site but also lessen the traffic on the roads. If the site is a FIFO site, then proponents might consider the commute to and from the airport. Some of our participants mentioned that the commute to and from FIFO sites was very challenging and often required them to take taxis and stay in hotels. Providing taxi vouchers for employees could be one way of alleviating the stress around long commutes.

Having free taxis because I know that there's some hotels that have shuttles, but not all. For people that don't live [in town], because that's most people who work underground at the mine. If you don't live [in town], then you have to get to [town] to catch your flight. Like [participant] said, she lived in [community] before and then had to go to [town] and then find a hotel to stay in. If that was covered, or 50% covered, and then maybe taxi vouchers or something like that, that would be helpful.

So, from what I've seen a lot of these sites are remote and women have to spend a ridiculous amount of money on gas to get back and forth. There doesn't seem to be any ride share programs in particular for women. I've seen where a bunch of guys will kind of band together and go, but that doesn't seem to be that way with women. So, it would be nice if there could be some sort of financial help for women to get to the job site locations. Like financial help with gas cards, or rideshares, or something like that.

Additionally, one participant brought up a common barrier related to transportation which is that many Indigenous employees might not have access to a driver's license. Communities should consider setting up supports for potential employees to access driver's education, or legal support to fight charges that might revoke their license, refer to TNWSG case study above.

I was going to say that typically around here you see a lot of carpooling. And it's kind of a big thing because on reserve there's very little Highway Traffic Act violations laid on

reserve, but it's severely over policed the second you get off the reserve, especially around the perimeter of the reserve it's very heavily policed. And people know that so anybody who has a driver's license is just considered a very valuable friend to have for work. And people just carpool, that's what's currently in place. And I think it would be very helpful if there was programs that supported people in dealing with any charges that lead to the loss of driver's license, just something that would help people to regain their license if possible.

Sustainability and Protecting the Land



Major projects cause pollution and destruction of soil, surface water and groundwater because of substances released during production and operation of development sites. Opportunities for remediation are considered throughout a project's life cycle, during an Impact Assessment and onwards. The proponent must take all reasonable measures to remediate, manage, remove or otherwise dispose of the substance in a way that will prevent further contamination of the environment. Indigenous peoples have contributed to these efforts for environmental protection and the work they have done to protect the land has made significant advancement outside and within the context of resource development. Communities have managed to make contributions to environmental protection in the current regulatory context through their planning and input around development impact mitigation. For some Nations facing multiple major projects and dozens of environmental assessments both at the Federal and Provincial level this is an overwhelming and complex task. Exploration of environmental monitoring and reclamation opportunities should be done in partnership between Indigenous communities and developers at every opportunity.

I would work in that type of industry, if it was more like a restoration or reclamation of like damage resources and kind of working with companies to gear away from certain types of resource extraction, and more, like land reclamation and land stewardship.

Environmental Monitoring and Reclamation



Building more trust between developers and Indigenous communities requires an understanding and awareness of ongoing impacts to the land, of meaningful communication, and through community involvement, importantly contributing to capacity building for communities to implement targeted programs and policies Risk assessments and environmental monitoring are actively undertaken by many land users in their daily lives, be it in the harvest of wild game, picking medicines or simply observing the natural world for disturbances (ex. Observing dust blowoff from a mine site blowing onto their boats or the water, observing algae blooms, seeing reduction of vegetation and decrease of harvested medicines, destruction of game trails and/or

traplines). There are key opportunities to track VC's (valued components) to community that may be supported by locals, which is already happening as evidenced by wildlife monitoring programs and by fish spawning programs as a way of offsetting impacts from development.

And that's just only the employment and the workplace like, oh, like a big thing with [Developer] at the beginning was the environmental negotiations as well. Like the, the environmental criteria, like they, they basically had the Environmental Protection Plan and like the permit conditions and all the things the indigenous people had a say in it into it, like, you know about road construction, about diversion of rivers about waterfall, about migration, about the shipping the ore out in order to protect the seals and you know, when the species are at the most vulnerable, you know, in terms of the year, like all this stuff was agreed upon. Also monitoring like groundwater wells to make sure we didn't have acid rock drainage, or we didn't have seepage from the from the contaminants to the mine site and all this stuff. And in exactly how was the spill or environmental incident managed, cleaned up? ...the environment was just as important as jobs and workplace conditions.

External programs and services that can support this type of relationship building include BEAHR Indigenous Accreditation training programs such as Environmental Monitoring Coordinator, Local Environmental Coordinator, Environmental Site Assessment Assistant, Aquaculture Technician Training, Contaminated Sites Remediation Coordinator and Reclamation Specialization among other programs, these training opportunities are condensed and provide micro-credentials for Indigenous women who may not otherwise be able to work at a development site but can contribute to sustainability efforts while building their professional skillset and experience.

There is also the Land Needs Guardians program which supports environmental monitoring program implementation that is community led and guided. This program supports communities to collect data which can be used for strategic planning for communities outside of the specific development in question, this implies a holistic approach to environmental monitoring that can independently review a particular development and have the flexibility to respond to cultural impacts in ways that are determined and led by community.

Case Study: Ni Hadi Xa Land Guardians at Gahcho Kué Diamond Mine

Land Guardian program Ní Hadi Xa is managed by a seven-member Governance Committee, with six of the seven members representing local Indigenous signatory communities – Deninu Kué First Nation, the North Slave Métis Alliance, the Northwest Territory Métis Nation, the Tłı̨chǫ Government, the Łutsel K'e Dene First Nation, and the Yellowknives Dene First Nation. One seat on the committee is held by Gahcho Kué. The guardian program offers a collaborative opportunity for local community members to do environmental monitoring and management, with policies and programs co-designed by the governance committee.

The program gives a platform for in-depth coverage and communication of the mine development and updates, with any environmental monitoring findings or concerns directly relayed to Gahcho Kué for incorporation into the mine’s environmental management and monitoring framework. The program allows the creation of sub-committees for traditional knowledge programs. This program has built trust and information sharing between the company and local communities.

Knowledge on how landscapes have evolved, how they are shaped and maintained by local people and processes that disturbed the land should inform the planning of rehabilitation, and the cultivation of place based values contributes to conservation of biodiversity and connection to land (Wickham et al., 2022). Depending on the project type, size and processes, the level of environmental disturbances can span over wide areas and create an enormous amount of waste and destruction. There are sites that have historic disturbances and abandoned sites that require their own environmental assessments to ascertain what restoration programs may be effective. For abandoned sites that are left to the province and to local communities to address, there are opportunities to access existing funding pools and for provincial, federal and Indigenous stakeholders to collaboratively address legacy impacts of resource development, as is exemplified in Ta’an Kwäch’än Council and the Government of Yukon’s restoration of a contaminated site where an old placer mine had been abandoned with debris and other contaminants that were posing a risk to the surrounding area. The partnership was designed to be long-term with education and training opportunities for Ta’an Kwäch’än Council’s Citizens to manage and decommission the site’s monitoring wells (Seeley, 2024).

In the case of present day, mine closures there is rehabilitation, reclamation and/or remediation work planned into the project lifecycle. Within the context of IA, opportunities to shape rehabilitation of a project site could include community-based end use goals for affected lands; including specific targets; establishment of standards of success (for cultural and ecosystem baselines) (Reciprocity, 2024). This can include planning for capacity building and increasing community involvement in implementing plans, such as restoration monitoring, and co-design of habitat conservation plans among other opportunities.

Community Development and Land Use Planning

There are opportunities for transferrable skills training that can be made available to Indigenous women and 2S people. Communities across Turtle Island are becoming increasingly attentive to the importance of land use planning, sustainable community development and capacity building around lands and resources generally. Active implementation of self-governance strategies entails a significant amount of research, consultation and planning processes. Lands and

resource departments may be heavily inundated with consultation and review requests, while simultaneously moving community priorities and initiatives forward. For smaller departments this is extremely difficult to manage and capacity building in lands and resource departments is an important measure to enact mitigation strategies outlined in this report and beyond.

Resource developments influence, alter and are sometimes the catalyst for land use planning for First Nations. Cumulative effects assessment and the gathering of environmental, social, economic and cultural data is of high importance for many Nations undergoing significant changes to their territories. There is a need for skills building around STEM related career fields, such as GIS mapping, RPAS certification and IT fields of study in which many Indigenous women who desire to contribute in other ways to their communities have the capacity and flexibility to meet these demands. Skills that are transferable across industries and outside of industry operations but still support their periphery are important contributors to community well-being and may lead to greater independence for First Nation communities in consultation processes.

Case Study: Trans-Mountain Expansion Project

In 2020 Trans Mountain project supported a Project Management Extension Certificate program for Indigenous women from communities along the pipeline area. Offered in partnership with Mount Royal University the certification is a condensed 1-year program that can have applications to a range of career pathways such as construction, remediation, infrastructure projects, business administration and more.

Cultural Protection and Reclamation Programs



There is increasing interest in mitigating the cultural impacts of projects. Through strategic investments into community defined cultural programs that can address individual, family, community and environmental benefits amidst large scale developments (Gibson & Firelight Research Inc., 2019). There is a wide range of programming already in existence, including language and land-based programs; camps; harvesting and country food processing; land guardians (mentioned above); youth and elder programs; ceremonial; spiritual; well-being; and gendered programs (Gibson & Firelight Research Inc., 2019) that support specific interests of the community, if it's men's healing camps that promote survival skills and mentorship, or Indigenous girls camps that teach cultural practices and skills building. Programs such as these can support growth and healthy ways of being, on the land, in relationships, and with oneself, they increase the confidence and empowerment of the community.

There are great resources on Indigenous cultural rights and interests, recently FNMPCC has published a toolkit '[Spirit of the Land: The Indigenous Cultural Rights and Interests Toolkit](#)' which contains distinct tools for undertaking an inventory of cultural rights, how to characterize cumulative effects, identifying impact pathways, analyzing the extent to which impacts may be accommodated and financial compensation for impacts to cultural rights and values.

Communities may take an inventory of project effect pathways such as a loss of confidence, loss of a sense of place, displacement or inhibited/ altered land use, intergenerational knowledge transfer, community wellness, impacts to future generations (Gibson, G. 2019) and invest into targeted programs to work towards mitigating project impacts. IAA 2019 has limited legislation to adapt to the scale, duration, and dynamics of cultural programs (Gibson, G. 2019). Some programs may then require community driven solutions that tap into a range of potential partnerships and funding avenues as required.

Infrastructure to Support Community Priorities



Benefits can be identified as priority by impacted communities that might wish to improve public spaces, such as creation of a park, or conversion of unused lands to a medical building; daycare facilities; recreational centers; community centers; training centers; housing units and beyond (IFSD, 2017). This is already a frequently applied practice in communities, often emerging from IBA's and other similarly named agreements.

RFPs for work like this can give preference to supply chains that support CRGBA+ and/or are Indigenous owned and led. Doing baseline community assessments that consider future growth plans and forecasted issues in the future for community that apply a gendered lens can generate more specifically targeted strategies that support community growth, and health and well-being. For example, while undergoing gendered baseline assessments communities might discover deficits in existing infrastructure (such as a lack of childcare services, as is reported frequently by many of the women we spoke with). This information can provide a basis of justification for the enhancement of community infrastructure and serve as a basis for seeking other funding sources to supplement needed builds/ renovations.

Community infrastructure investment is a recognized practice in both Indigenous and non-Indigenous contexts for resource developers. Investment should be strategic and aligned to community needs, they may also be aligned to the company's operation or business strategy in which case it may be called strategic social investment (Gulakov et al., 2020). In any case infrastructure development has been a longstanding practice that precedes current IA legislation in Canada and may be directly linked to multiple goals in mitigating projects impacts.

Alternative Mitigation Pathways for Non-Participants

For those that cannot or will not participate in extractive industries, there is a lack of clear information dissemination occurring at the community level, and people are feeling left out of planning decisions. Strategies that better inform membership about what is happening on the territory, offering training on IA processes, environmental monitoring and workshops about topics of interest are all good ways to increase community awareness, readiness and understanding of environmental planning considerations and development projects on the territory, and to meaningfully participate collectively in planning efforts.

A conventional paradigm of development is that the environment and women are considered to be a given, that their input into the production process is assumed and no costs are associated with their use (Bhatta, 2001)). Since the environment and women are considered to be a type of subsidy, their value is minimized during the production process, nor is their worth fully evaluated (Bhatta, 2001). This becomes apparent in reviewing the limited information available on investment into gender specific mitigation strategies that benefit Indigenous women and gender diverse people who do not want to work in resource development. Any offsite mitigation strategies are typically presented in a collective context, with little mention of gender specific issues.

There has been a surge in violence and sexual harassment within communities situated near resource extraction sites, as is explored in the National Inquiry and publications highlighting increased risks to vulnerable populations. This increase in violence and crime is a common consequence of resource extraction for Indigenous women and communities. Women residing in areas near these sites often face substantial rises in gender-based and sexual violence. Such incidents occur not only because workers have access to the community but also due to the higher incomes and increased use of hard drugs within these areas (Manning et al., 2018).

“MacKinnon said the area has a number of factors that could also contribute to the increases, including increased income from projects such as Muskrat Falls and Voisey’s Bay. Frequently when there are increases in levels of disposable income, there are increases in drug activity and organized crime, he said, and that leads to an increase in violent and non-violent crimes.” (Canadian Press, 2021).

Scholarships and awards for non-sectoral career pathways



One mitigation strategy that was mentioned in our engagement sessions was that proponents could provide funding for scholarships and bursaries for Indigenous women, girls, and gender

diverse people. We heard from many participants that proponents were offering funding for post secondary education however, this funding was exclusively to support people looking to start in industry related work (i.e. mineral sector, environmental science, engineering, skilled trades, etc.). While this funding for industry related education is necessary and important this risks excluding Indigenous women, girls, and gender diverse people that do not want to participate in resource development projects. Additionally, healthy and thriving communities require individuals with diverse knowledge and understanding and that includes arts-based education (Costanza-Chock, 2020; Flicker et al., 2014). We propose that there is industry and government funding for educational opportunities that is not industry specific but allows the recipients to have freedom when choosing their career path.

Community Reporting Systems for On and Off Reserve Membership



If it's an achievement or crisis, diverse perspectives have the right to be heard, particularly with respect to harm or injustice. Reporting systems can be used to collect important information, such as concerns, hazards, and incidents that are meant to trigger an action, communicate, or seek a response. To address safety concerns and manage incidents or ongoing activities, communities may consider establishing a reporting system for their membership. Opportunities to implement reporting mechanisms can range from highly technical (and often expensive) software to simple social media platforms (chatlines) that enable communities to reach their members quickly about new developments happening in community. This type of system may not replace emergency response services but may provide a platform for membership to report on incidents affecting them and can be a jumping point for providing services quickly and effectively, and to collect data for leadership to understand trends between issues impacting their membership. Its important to gain a deeper understanding of impacts to community, and grapple with considerations such as how accessible their platforms are; if they are responsive and survivor centred; safety for those who make reports; confidentiality and anonymity; transparently implemented; and ensure that there is integration of lessons learned (Digna, n.d.).

Family Information and Liaison Units and MMIWG Red Dress Alert

FILU units are available through victims' services and Indigenous community organizations in every province and territory, they may access available information sought about missing or murdered loved ones from various government sources. FILUs act as a one-stop information service provider for families of MMIW victims and can access record from the criminal justice system, social services, coroners, child protection, health services, and other FILUs across the country (Government of Canada, 2024a).

The Missing and Murdered Indigenous Women and Girls Crisis Line is a national toll-free 24/7 crisis call line that provides support for those who may be seeking emotional assistance, offering trauma-informed support, counselling and can liaise additional services for those seeking it. In addition to this service a Red Dress Alert system is set to be set to be piloted in the province of Manitoba thanks to a partnership between Indigenous service organizations, the province and the federal government, with the potential for national implementation (Bettens, 2024). The development and expansion of these services could fill gaps in information access for rural and isolated communities seeking ways in which to communicate to a wide audience quickly and effectively. For many small communities' information on missing persons is shared by local law enforcement on Facebook and other social media platforms, the Red Dress Alert is expanding on this practice for wider promotion.

Call for Justice 13.4
We call upon the federal, provincial, and territorial governments to fund further inquiries and studies in order to better understand the relationship between resource extraction and other development projects and violence against Indigenous women, girls, and 2SLGBTQQIA people. At a minimum, we support the call of Indigenous women and leaders for a public inquiry into the sexual violence and racism at hydroelectric projects in northern Manitoba.

Crisis Response

In many northern communities there is no crisis response system in place besides police services and EMT services. Circumstances around Indigenous women experiencing crisis situations may not want to involve police services for a variety of reasons (distrust, extenuating circumstances, fear of repercussions if drug abuse/trafficking or sex work occurred, fear of seizure of children and beyond). Indigenous women and gender diverse people experiencing homelessness, active substance abuse, and/or mental health issues become targets for acts of violence and exploitation both on and off the streets.

One response to address the lack of trust in police services are help lines that provide rapid assessment and connection to services, this aims to help reduce the need for medical, judicial and police interventions (211, 2024). One such approach for non-life threatening or immediate violence situations is the use of a '211' line that can be accessed 24/7 which will connect to an operator that is able to dispatch mobile teams to a specific site, and may be used by police services as a type of 'warm hand off' (City of Toronto, n.d. a). Within the City of Toronto, crisis teams that comprise trained professionals is feasible however in the rural north the population, investment and attention to services such as this is sorely lacking.

There are volunteer run and Indigenous led crisis response models exist in major cities such as the Bear Clan Patrol, based out of Winnipeg Manitoba they promote safety, and act as an early response to situations and promote non-violent, judgement free patrol and personal security to locals (Anonymous, 2024a). Similarly, the Mama Bear Clan provides patrol services and works within a matriarchal leadership structure in which the service is organized and led by women and supported by men (Anonymous, 2024b). There are ranges of organizing models that could be explored, from all volunteer grassroots organizing to fully staffed organizations that have facilities in which to operate from. Service models also range from community patrols, post-crisis support, culturally oriented interventions, safety planning, wrap around supports, community education, counselling, anti-human trafficking work and beyond.

Increasing External Support Networks



Part of doing a community needs assessment is the early identification of gaps in community services that may be addressed through targeted, pro-active planning. This includes investigation if there are Indigenous based service organizations in the region, and if they offer services specific to Indigenous women that work to support harm reduction, empowerment programming or cultural services. If these gaps exist there may be opportunities to adopt cost effective and simple models that act in tandem or as an alternative to police interventions for at-risk or in crisis peoples.

For existing services there are also opportunities to fill capacity gaps for stakeholders that are implementing mitigation strategies to seek collaborative solutions with service providers. Addressing socio-economic impacts from developments necessarily imply a wider network of stakeholders to adequately meet the diverse range of impacts resulting from developments. A good example of this is skills training and development, and in human trafficking training and prevention services for Indigenous youth, these services are nested within the wider community and are not development originated, nor should they be. It's necessary to account for what services and infrastructure are already in existence. Services may be up scaled, developed and broadened in advance of new projects.

Gendered Policy Implementation in Indigenous Communities Around Resource Development



My voice is not heard as it should be. We're all equals sitting at that table. And I voice that but it falls on deaf ears.

In First Nations communities, Indigenous women and gender diverse people are frequently and disproportionately excluded from decision making processes around benefits sharing

negotiations concerning major development projects, nor do they begin their participation with these processes with equitable political and economic power (Major, 2023). Expanding on this are criticisms of consultation processes as leadership centric and exclusionary of marginalized sub-groups such as women and girls. First Nations band leadership have experienced policy driven dismantlement of their traditional governance practices through sex discrimination practices built into the Indian Act. Policies such as losing status and being forced off reserve for marrying a non-native man, and only gaining the right to vote in band council elections in 1951, after which female chiefs began to be elected sporadically across Canada with increasing frequency (Cannon, 2008). Indigenous women's leadership roles in band governance and lands and resources are sharply increasing, meanwhile policies and practices in community around gendered development impacts remain underdeveloped or non-existent in many communities.

Literature around Indigenous women and extractivism is increasing in a variety of disciplines but remains an under studied and ill attended factor in land use planning and economic development. What is widely acknowledged and supported is that it's critical to recognize the importance of Indigenous women in traditional governance structures, pre and post contact, and through intersecting issues there has been an internalization of patriarchal and misogynistic practices that have emerged in First Nations communities (Sayers & MacDonald, 2001; Kuokkanen, 2019a; Palmater, P. 2020) and systematic exclusion of First Nations and Inuit women's voices in land use planning and development consultations. Equality interests of First Nations women include equal rights and opportunities to participate in governance structures and processes, and to include substantive procedural equality and representation in decisions and acts taken by First Nations governments that affect the rights of Indigenous women (Cornet, 2001).

Current self-governance strategies in place are keenly focused on achieving self-determination and decolonization, and there is a tendency to place blame of gender-based disparities on colonization legacy and contemporary policies (Kuokkanen, 2019a), while these are prevalent, they are only part of the picture. It is not sufficient to presume that through self-determination or decolonization alone that communities will be able to eschew gender discrimination, misogyny, sexism, and violence against Indigenous women (Kuokkanen, 2019b). First Nations communities must prioritize gendered assessment and rectify policies and internal processes that address poor governance processes that maintain a high degree of institutionalization, social dysfunction, lateral and structural

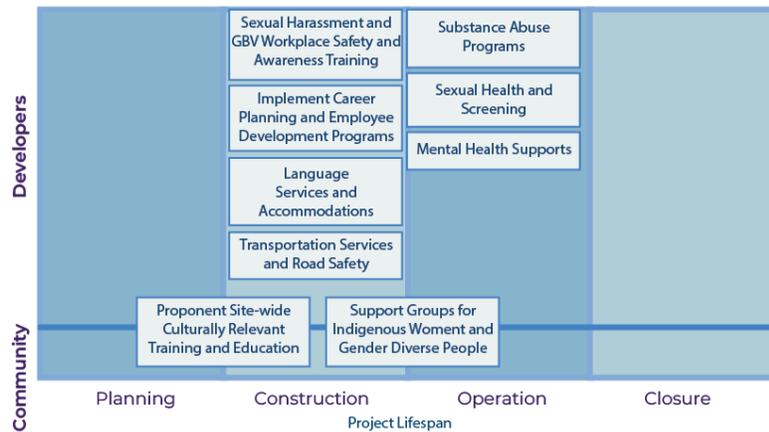
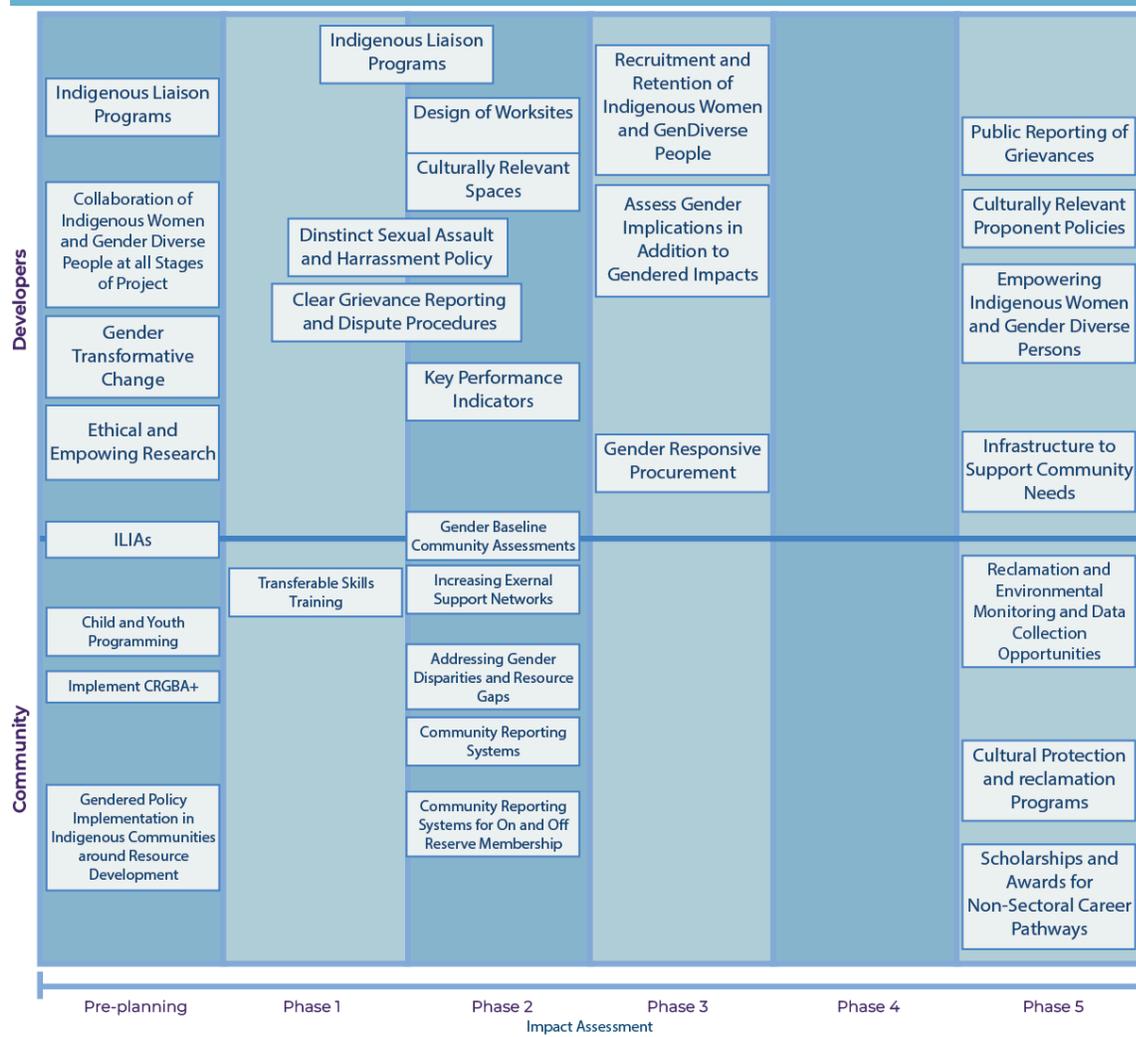


Portrait of Patience Commanda from Rama First Nation by Chief Lady

violence, capacity issues, lack of economic opportunity for Indigenous women, unclear community strategic vision and communication between band leaders and membership (Kuokkanen, 2019b). Communities can conduct gendered baseline assessments that consider wider social and economic impacts of a development project, and to analyze these issues within a Culturally Relevant Gender Based Analysis+ framework.



Timeline Considerations



The figures above depict a sample of what an implementation timeline could look like in the lifespan of a resource development project. The first figure shows implementation beginning in the preplanning phase of an impact assessment process and the second illustrates implementation during the operational phases of a project. The timelines show what stage each mitigation measure should be implemented. The duration of each mitigation measure from implementation will vary depending on each project. It is important to note that all mitigation measures are equally important even though they are employed at different times in a project. Not every mitigation measure will be relevant for all communities/proponents. It's important to give mitigation measure implementation adequate time to see if it makes a difference for employees and communities.

Mitigation Strategies Checklist

This is a summary chart of the mitigation strategies proposed throughout this document. While it is unreasonable to assume every strategy may be met there is opportunity to include Indigenous women and gender diverse peoples in co-determination of strategic actions that may be taken to represent their interests. This also allows for exploring what constitutes success in implementing these strategies.

Mitigation Strategies - Evaluative Indicators Tool

This checklist is meant to serve as a template. Is the strategy listed desired? Apply the specific circumstances of a proposed development to determine measurement indicators of what success would look like to community.

Checklist of Potential Mitigation Strategies	Evaluative Indicator	Successful Outcomes
GOING BEYOND GENDER BASED ANALYSIS PLUS		
Apply a Culturally Relevant Gender Based Analysis+		
Work to achieve gender transformative change		
Gendered baseline community assessments		
Addressing gender disparities and resource gaps		
Assess gender implications in addition to gender impacts		

MEANINGFUL CONSULTATION AND ENGAGEMENT		
Identify barriers to Indigenous women’s participation early in planning		
Increased representation of Indigenous women in consultations		
Use trauma informed engagement practices		
Support Indigenous-Led Impact Assessments		
Validate diverse forms of knowledge		
Adopt a strengths-based approach to research		
Seek opportunities for co-production of knowledge		
Collaborate with Indigenous women and 2S people in all stages of a project		
POLICIES AND PRACTICES		
Introduce Requests for Proposals that include gendered scoring		
Apply gendered considerations to internal and external Codes of Conduct		
Support SMEs conforming to CRGBA+ and mitigation strategies		
Apply gendered employment strategies at project planning outset		
Support Indigenous women role models in skilled trades for recruitment programs		
Uplift stories of successful Indigenous women and gender diverse people		
Clear grievance reporting and dispute procedures		
Key performance indicators		

Community reporting systems		
Culturally relevant proponent policies		
Distinct sexual assault and harassment policy		
Mandate sexual harassment and GBV workplace safety and awareness training		
Development site wide culturally relevant training and education		
Proponent log and track grievances for public reporting		
ON-SITE RESOURCES AND SUPPORTS		
Implement career planning and employee development programs		
Support groups for Indigenous women and gender diverse people		
Mental health supports		
Substance abuse programs		
Culturally relevant spaces		
Designated spaces for cultural activities		
Acknowledge and honour cultural events and support programming		
Elder presence on site		
Traditional foods or Country Kitchens		
Implement Indigenous liaison programs		
Personal protective equipment and machinery		
Facility Design (ex. restrooms)		
Sexual Health Education and Screening		
Language Services and Accommodations		
OFF-SITE RESOURCES AND SUPPORTS		

Childcare services and youth programming		
Transportation and road safety		
Environmental monitoring and reclamation programs		
Community development and land use planning		
Cultural protection and revitalization programs		
Infrastructure to support community needs (ex. healthcare center)		
Cultural protection and revitalization programs		
ALTERNATIVE MITIGATION PATHWAYS FOR NON-PARTICIPANTS		
Scholarships and awards for non-sectoral based career pathways		
Community reporting systems for on-and off reserve membership		
Family Information and Liaison Units and MMIWG Red Dress Alert		
Implement Crisis Response System		
Increasing external support networks (NGO's/ Women's Groups/ local businesses)		
Gendered policy implementation in Indigenous communities around resource development		

Discussion

Doing data collection and thematic analysis of the focus groups, interview transcripts there are emerging themes and continually present considerations that we present here. There are issues that go beyond the scoping of our work but remain critically important to supporting MMIWG Calls for Justice implementation. These issues are important emerging questions and concerns that are related to resource development and the impact assessment process. In the discussion section we identify these issues and expand on what we found during our research. We briefly

outline a few issues we identified that for various reasons we could not expand on further and spend some time discussing IBA's and distinguishing mitigations versus benefits below.

IBA Implementation and Transparency

Call for Justice 13.3

We call upon all parties involved in the negotiations of impact-benefit agreements related to resource-extraction and development projects to include provisions that address the impacts of projects on the safety and security of Indigenous women, girls, and 2SLGBTQQIA people. Provisions must also be included to ensure that Indigenous women and 2SLGBTQQIA people equitably benefit from the projects.

Successful implementation of community benefits is less influenced by the scale of the project and more by the barriers communities have to overcome (IFSD, 2017). Issues in transparency around IBA, and a lack of communication and follow through with impacted peoples about their rights is an ongoing issue that should be considered. Many participants raised concerns about the implementation of their community's IBA in resource development projects. They also raised concerns about the secrecy that frequently surrounds IBAs. Among participants there was a call for IBAs to be more transparent both in the way that community and proponents distribute and communicate about the agreements but also between communities with different IBA holders. For example, some of the participants who are IBA holders have never had the opportunity to read their IBA, there is a great level of secrecy surrounding the IBA and they expressed frustration at the barriers to accessing the IBA that predated their employment in industry. Other participants were doubtful that the proponent company was properly upholding the conditions of the IBA but expressed that they had no way of reporting this to the proponent or to their community leadership. One reason they identified was that they did not have access to the IBA so they could not know for certain if the IBA was being upheld. Another reason was that there were no clear reporting pathways. A third reason was that the participants feared retaliation if they did report violations of the IBA. Meaning that they feared that they would lose their job. Further, some of the participants were connected to a proponent company that had more than one IBA and was engaged with different communities. These IBAs were not shared between the different communities and it led to confusion around the correct implementation of the IBA.

They say they're supposed to have 30% of [proponent company] employees who are from the signatory reserves and they have never, not once, met that number ever. And then they have people who come in who are signatory and they fire them. They're not even trying to help them keep their jobs when they're supposed to be upholding their end of the bargain. And they're not.

Excerpt from a focus group:

Participant 1: *I have never read the IBA. You have to go into a [community] office and sit with somebody. And I just haven't done that.*

Participant 2: *I've never seen a copy of the Impacts and Benefits Agreement, but I know I've heard a lot of people anecdotally say that they don't follow the IBA a lot of times. So I don't know whether that's in relation to females in the workplace. But within community, there's not a lot of opportunity, I guess to even go do that. Like when [Participant 1] said that I didn't even know about it. I didn't even know you could go sit there and read a copy to be quite honest.*

Participant 1: *They don't like to make it known. But as a [community] beneficiary, I can go into an office and I can request to read this IBA and I can read as much as I want. I can't read the [other community's] IBA only [the other community] can read the [other community's] IBA but I can read ours.*

Participant 2: *Well see that's interesting because I don't think that's very widely known by anybody.*

There needs to be open and transparent communication surrounding the IBA and its implementation. The IBA process and the subsequent actions should be at a minimum accessible for the affected community members who are accessing the results of these negotiations and benefiting from them. Upon employment in the industry, Indigenous employees that are IBA holders should be made aware of the special provisions that they have access to under their employment. This should be communicated in a meaningful way through several avenues. For example, providing a written handout for a new employee might not be sufficient to properly inform them of their IBA entitlements. Both community and proponents should prioritize educating both employees and community members about the IBA and how it is relevant to each individual.

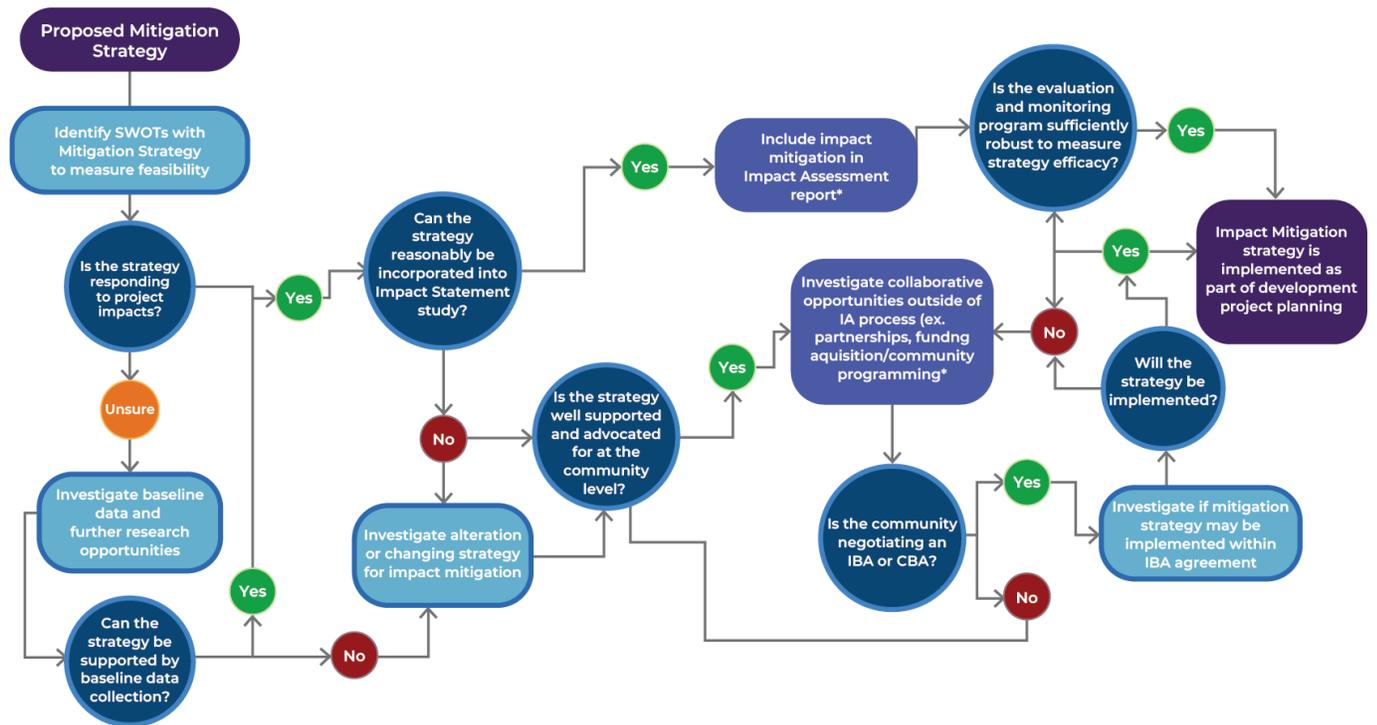
Distinguishing Mitigation vs. Benefit

Throughout our engagement sessions we were left with questions surrounding the distinctions between a benefit and a mitigation measure. There's a difference between mitigation measures and benefits from IBAs. However, because of the lack of instruments and regulatory direction on how to measure social impact in currently IAA 2019 legislation, nor clear directions on what impact mitigation strategies would fall within and impact assessment there is a grey area about

what should be part of a public Impact Assessment and what should be included in an IBA. This raises important questions about how impacts are included in the assessment and which channels communities should follow to explore the full parameters of what may be part of an Impact Assessment under the act.

The differences in treatment experienced by Indigenous women who were working in similar conditions, because they were IBA holders or urbanized non-IBA holders raises important questions about what rights protections are valued in community. Are we thinking of rights impacts in terms of human rights? Indigenous rights? How are we taking inventory of what mitigation strategies may be attributed to offsetting direct project impacts vs offsetting indirect exacerbation of existing socio-economic issues? This complicated landscape is important in guiding discussions on what should be part of an IBA, particularly if the implementation of a mitigation strategy would offset impacts to women and to 2SLGBTQQIA+ peoples generally, it should be included in an Impact Assessment.

For the sake of this research, we offer the following flowchart that communities may consider using in planning potential routes they may wish to pursue in implementing some of the recommendations outlined above.



Consideration of Urbanized Non-IBA Holders

A common thread we came across in our engagement sessions was the inclusion or exclusion of urbanized non-IBA holders from mitigation measures. It became clear during our research process that IBA holding community members and their affiliates are being treated differently than non-IBA holding employees from other communities.

[E]verybody else out there knew each other... because they've grown up together. But there are a lot of Indigenous people that are not from that home territory. And so I think that it does have an impact. But I think if there's an Indigenous specific resource person or services then I think that really would have contributed to job retention. It would have led to lower turnaround and I would have felt a lot more supported as an employee.

I'll share that I find a lot of our local industries are only willing to accept women that have IBAs with their communities. And because of European settlements, our people have moved out of the area and they don't call it home anymore. But it is their home... We have Indigenous people from all over Turtle Island living in our district but they're at times put aside because other communities have IBAs with local industries. So I'd like to see something where they're more open to all Indigenous people, regardless of whether you have an IBA or not.

These comments raise important questions about who gets what considerations, who are the equity deserving groups? If it's all Indigenous women then why is there a consistent disparity in how Indigenous peoples are treated on the same worksite? And furthermore, how are good policies and practices actually being implemented in an inclusive way? How are developers combatting 'discrimination behind closed doors' and the systematic hazing which not only affects Indigenous women but for many women working in male dominated industries? These are all questions that complicate and add complexity to elements that Impact Assessments can and should consider.

Further Research Pathways

1. There isn't enough available information on gendered asset distribution in communities, as many studies undertaken on behalf of communities are not public facing, and distinct across geography, sub-cultures and other extenuating circumstances. There is no way to draw insights into how income and assets are distributed in community, or a way to effectively draw conclusions about the ways in which capital is distributed across various demographic groups in Indigenous communities.

2. Employers are providing self-reported employment statistics, from what we have heard in our research there isn't enough attention being given to employees who are dismissed or quit working, or if developers are meeting their employment commitments on sites. There should be further investigation into independent reporting systems that are transparent and give better break downs of job type and tenure.
3. More research and analysis could be done to support communities that are interested in co-investing into some projects, or wish to undertake in-kind investments into individual, bilateral and trilateral opportunities for community socio-economic development and infrastructure projects (say building a new school, daycare, acquiring equipment)
4. Further analysis could be done into targeted investments as a means to mitigate project viability risk through investment score carding, thereby increasing pressure on developers to conform to best practices in GBA+ and other SIA supportive parameters.
5. During our research the questions of 'what does Indigenous-owned mean?' emerged. Its valuable to investigate the ways in which partnerships are formed and what types of responsibilities business partners undertake to address the intersectional impacts to Indigenous women. This also further applies to SME's and contractor involvement in delivering services to major developments, our project activities identify the problem but more research is needed to explore ways to address this issue.
6. Independent arbiter systems: Could conflicts and violent incidents be referred to third party by proponents, by communities? There remain opportunities to provide safe channels with culturally appropriate services, in the interest of providing fair and independent redress for grievances that follows a predictable and transparent process.

Key Takeaways

In examining the root causes of the systemic exclusion of Indigenous women and gender diverse people, it is important to evaluate the interrelationship between Indigenous communities, industry and governments and technical experts that may exacerbate and compound this marginalization. The findings of this research can be utilized to further investigate the correlation between gendered governance and land use planning practices and positive (as well as negative) outcomes in planning and resource development projects on traditional lands. Because the research currently suggests that gender issues are not currently prioritized by many Indigenous communities, we expect that further exploration of this issue will yield specific and tangible governance policies and practices and can provide a jumping point to address gender disparities

in communities. By doing internal studies and promoting the application of Culturally Relevant Gender Based Analysis plus, gendered governance policies and practices can emerge. Programs to redress harms emerging from ongoing social issues (Womens groups, training, entrepreneurship, community investment into pilots, infrastructure targeting childcare) are already on the radar for many Indigenous communities and drawing connection between structural and institutional influences and opportunities can accelerate actions being taken to respond to issues that are compounded by major developments.

There exist accessible remedies that developers may leverage to reduce their projects impact on local communities, which we touch briefly on a range of potential options above. There are opportunities for broad application of mitigation strategies that can positively impact wider demographics. Thinking beyond meeting contractual obligations contained in an IBA, even thinking beyond Indigenous peoples specifically many of the recommendations contained in this report would collaterally benefit women in general, and support industry commitments to EDI and SDG targets, as well as begin to tackle a systems thinking approach to enacting meaningful change in development operations.

Beyond the lack of cohesive guidance on social impact assessment there is misalignment between Federal and Provincial government assessment processes that confuse the process, this is worsened with amendments that are pushing back against the advances made at the Federal level to consider broader issues within an assessment. We call upon the Ministry of Environment and Climate Change, and more broadly, the Federal government to challenge provincial efforts to reduce and sever Federal authority over important environmental issues. Considering the relationship between the Federal government and Indigenous nations, provincial efforts to undermine the Federal process impinge on Indigenous nations ability to meaningfully participate in major developments occurring on their territories.

There remain opportunities through legislative amendments to advance issues of human rights, including the endorsement of human rights impact assessment tools, and further articulate social impact assessment instruments that may be applied. We as researchers call for the Federal Government to go beyond guidance documents to instructions and mandates in what information collected and how it is used. This includes establishing legislative policies, potentially via committee or taskforce for Corporate Social Responsibility practices in an effort to discourage 'cherry picking' and increase transparency and accountability of developers to uptake gender transformative change work within their companies. We call on leaders, researchers and industry experts to look at targeted studies on increases of violence and criminal activity linkages to resource development operations. This report is only responding to symptoms of wider systemic issues that deserve further investigation.

Recommended Resources



CRGBA+	
Title	Author/Organization
Indigenous Gender-Based Analysis	ONWA
A Culturally Relevant Gender-Based Analysis (CRGBA) Starter Kit: Introduction, Incorporation, and Illustrations of Use	NWAC
Inuit-Specific GBA+ Framework	Pauktuutit Inuit Women of Canada
A Toolkit on Collecting Gender and Assets Data in Qualitative and Quantitative Program Evaluations	Gender, Agriculture, & Assets Project
Gender capacity development and organizational culture change in the CGIAR Research Program on Aquatic Agricultural Systems: A conceptual framework	Silvia Sarapura Escobar and Ranjitha Puskur
Public leadership for gender equality: a framework and capacity development approach for gender transformative policy change	Alex Munive, Jenn Donville, and Gary L. Darmstadt
Integrating Gender throughout a Project’s Life Cycle 2.0	Land O’Lakes International Development
Gender equality and empowerment measurement tool part 1: Training guide - Introduction	Government of Canada
Implementation Guidelines for the Gender-Responsive Procurement Model Policy Framework (GRP-MPF) for UN Systems Organizations	UN Women
Global Review: Integrating Gender Into Mining Impact Assessments	Intergovernmental Forum on Mining, Minerals, Metals, and Sustainable Development
Indigenous Gender Based Analysis Plus (IGBA+) Toolkit	Minister’s Advisory Council on Indigenous Women
Gender-Transformative Programming	UNICEF

Policies and Practices	
Title	Author/Organization
<u>Towards Sustainable Mining: Equitable, Diverse, and Inclusive Workplace Protocol</u>	The Mining Association of Canada
<u>Towards Sustainable Mining: Safe, Healthy, and Respectful Workplaces Protocol</u>	The Mining Association of Canada
<u>Addressing Sexual Harassment in Canadian Mining: Domestic Abuse and Intimate Partner Violence – Guide and Risk Assessment Tool for Employers</u>	Mining Industry Human Resources Council
<u>Addressing Sexual Harassment in Canadian Mining: Sexual Harassment and Gender-Based Violence in the Workplace – Sample Policy and Procedure</u> <ul style="list-style-type: none"> - <u>Sample Procedure for Addressing Sexual Harassment Concerns/Complaints</u> 	Mining Industry Human Resources Council
<u>Skills for Inclusive Workplaces and the Advancement of Indigenous Peoples</u>	Toronto Metropolitan University – Diversity Institute
<u>Equity Deserving Groups in Canada’s Mining Industry</u>	Mining Industry Human Resources Council
<u>Impact Assessment and Responsible Business Conduct Tools in the Extractive Sector: An Environmental Human Rights Toolbox for Government, Business, Civil Society, and Indigenous Groups</u>	Sara L. Seck, Charlotte Connolly, Penelope Simons, & Audrey Axten
<u>Indigenous Rights, Environmental Rights, or Stakeholder Engagement? Comparing IFC and OECD Approaches to Implementation of the Business Responsibility to Respect Human Rights</u>	Sara L. Seck
<u>Impact Benefit Agreement Guidebook</u>	Simon Fraser University and Canadian International Resources and Development Institute

IAAC Resources	
Title	Author(s)
Assessing the Quality of GBA Plus in the Impact Statement	IAAC
Analyzing Health, Social and Economic Effects under the Impact Assessment Act	IAAC

Alternative Mitigation Pathways for Non-Participants	
Title	Author/Organization
Wihtamâtotan – Telling Each Other – Indigenous Knowledge Remediation, Reclamation and the AER: A Project with the Woodland Cree First Nation	Alberta Energy Regulator
Jurisdictional Scan – Crisis Response Models	City of Toronto

Indigenous-Led Impact Assessments	
Title	Author/Organization
Spirit of the Land: The Indigenous Cultural Rights and Interests Toolkit	First Nations Major Projects Coalition
Guide to Effective Indigenous Involvement in Federal Impact Assessment	First Nations Major Projects Coalition
Impact Assessment Webinar Series	Assembly of First Nations
Global Review: Integrating Gender Into Mining Impact Assessments	Intergovernmental Forum on Mining, Minerals, Metals, and Sustainable Development
Introduction to Socio-Economic Impact Assessment	Mackenzie Valley Review Board

Inspiring Change: A community and activist guide to intersectional gender-based analysis and impact assessments in Canada	Oxfam Canada
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Special Interest	
Title	Author/Organization
Upholding Dignity & Justice	Liard Aboriginal Women's Society
Indigenous Women and Indigenous Land	Jana L. Walker and Christopher Foley
Responding to the Calls for Justice: Addressing Violence against Indigenous Women and Girls in the Context of Resource Development Projects	Standing Committee on the Status of Women
Out of Sight, Out of Mind Report: Gender, Indigenous rights, and energy development in northeast British Columbia, Canada	Amnesty International
Violence on the Land, Violence on our Bodies: Building an Indigenous Response to Environmental Violence	Women's Earth Alliance & Native Youth Sexual Health Network
NANH KAK EJUK GWEEDHAA NAKHWAANDÈE HAH GWANAA'IN "Watching Changes on the Land with Our Eyes"	The Firelight Group
Ontario Native Women's Association	ONWA
KAIROS Canada MMIWG Reports	KAIROS
BEAHR Indigenous Training Program	Eco Canada

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