

# **Public and Inuit Interests, Baffin Island Caribou and Wildlife Management: Results of a Public Opinion Poll in Baffin Island Communities**

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*The views expressed herein are solely those of the author and do not necessarily reflect those of the Department of Environment, Nunavut or Government of Nunavut.*





## Executive Summary

A public opinion poll conducted in Arctic Bay, Cape Dorset, Clyde River, Hall Beach, Igloolik, Iqaluit, Kimmirut, Pangnirtung, Pond Inlet and Qikiqtarjuaq, the Nunavut communities that have traditionally and currently harvest from the Baffin Island caribou population, solicited the public perspective regarding wildlife management performance and trust; and public participation efforts and priorities for the Government of Nunavut, Department of Environment and wildlife managers; Baffin Island caribou.

Most respondents indicated that they were harvesters. Most respondents, but fewer, indicated that they were caribou hunters.

Regarding performance and trust of wildlife management:

- All governance systems that were compared received an overall negative assessment. Amongst these, however, the wildlife management system was the most highly rated.
- Caribou and polar bear management systems received negative assessments from respondents. Seal and migratory bird management systems received positive assessments from respondents.
- The performance of elders, hunters and trappers organizations, and conservation officers received positive ratings.
- The performance of legislators, bureaucrats and scientists received the lowest ratings.
- Elders, hunters and trappers organizations, and conservation officers were the most trusted wildlife management groups.
- Bureaucrats, legislators, and the Government of Nunavut were the least trusted wildlife management groups.

Regarding public participation with the Department of Environment:

- The Department of Environment was rated most highly for 'courteous treatment', 'providing understandable information', and 'explaining decisions'.
- The Department of Environment was rated most poorly for 'use of input', 'providing information', and 'making it easy to get involved'.

Regarding people's priorities:

- The Government of Nunavut should focus on the cost of living, education and housing.
- The Department of Environment should focus on environmental protection and pollution. The most common response however was 'Don't know'.
- Wildlife managers should focus on research and polar bears. Similar to the Department of Environment, the most common response was 'Don't know'.

Regarding caribou, most respondents indicated that:

- There are currently 'few' caribou.
- They prefer that there are 'some' caribou.
- The caribou abundance level is below their preference.
- The caribou abundance level is within their tolerance.

With respect to the concern that respondents had for the future of the Baffin Island caribou population, those that were not concerned were slightly greater than those that were concerned. Reasons for concern included the low caribou abundance and the utility value of caribou for people. Reasons for non-concern included the cyclic nature of caribou population fluctuations and the natural shift in distribution that caribou undergo.

Respondents provided a wide range of ideas for possible content of a Baffin Island caribou management plan.

With respect to past and future interactions with the Department of Environment,

- Most respondents indicated that they were not previously aware of the Nunavut Caribou Strategy.
- 'Radio and TV news' was both the main information source and the preferred information source regarding the Department of Environment.
- The preferred mechanisms to participate with the Department of Environment were 'Through opportunities to give written comments', and 'through public meetings where you can voice your comments'.
- Most respondents indicated that they do not provide input to the Department of Environment.

These results could be used in informing decision-making in Nunavut and measuring the impacts of those decisions. It may be possible to learn more about this by examining how other jurisdictions, such as the Canadian federal government, integrate societal values and opinions into decision-making (Government of Canada, 2000).

## Acknowledgements

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## Introduction

Tension and Inuit resistance to government wildlife management had been occurring in Nunavut prior to the Nunavut Land Claims Agreement (NLCA). Kulchyski and Tester (2007) examine some of the history of Inuit-Government relations involving wildlife management prior to the NLCA and Nunavut's creation. These tensions are one of the issues that led to the NLCA and why the NLCA includes an article devoted to Inuit harvesting rights and wildlife management in the Nunavut Settlement Area.

## People are Important in Nunavut Wildlife Management

The Nunavut Land Claims Agreement provides a clear indication of the wildlife management system that will exist in Nunavut. The objective of the NLCA is to create a wildlife management system that:

- is governed by, and implements, principles of conservation,
- fully acknowledges and reflects the primary role of Inuit in wildlife harvesting,
- serves and promotes the long-term economic, social and cultural interests of Inuit harvesters,
- as far as practical, integrates the management of all species of wildlife,
- invites public participation and promotes public confidence, particularly amongst Inuit, and
- enables and empowers the Nunavut Wildlife Management Board to make wildlife management decisions pertaining thereto.

Thus, through the NLCA, a number of human dimensions have been included in wildlife management. For example, the wildlife management is to be of service to the long-term economic, social and cultural interests of Inuit harvesters. Interests and their prioritization may be varied and differ from person to person.

Wildlife governance is another aspect of wildlife management. Public participation for example has to be invited. According to the British Columbia Office of the Auditor General (2008), governments engage in public participation when they “reach out to private or public organizations or directly to the public to seek their participation in the decision-making process”. Further, public participation could take on a range of forms, such as, informing or educating, gathering information, discussing, engaging or partnering.

Public confidence also has to be promoted. Public confidence has multiple meanings in different contexts, and so a variety of other words may be used interchangeably with the term. For example, other terms may be: social licence, trust, faith or credibility. Public confidence in the wildlife management context is not often researched, but it has been researched in other governance systems [e.g. Health (Saskatoon Health Region, 2009); financial institutions (Office of the Superintendent of Financial Institutions, 2005); Food safety (Agriculture and Agri-Food Canada, 2006)].

Some research has examined governance aspects of wildlife management. For example, Kendrick (2000) examined participation and trust amongst Inuit and Dene through the Beverly Qamanirjuaq Co-Management Board. White (2006, 2008) also examined the influence of traditional knowledge in the Nunavut Wildlife Management Board.

Since the NLCA indicates that Government is ultimately responsible for wildlife management, and that the NWMB is the primary instrument of wildlife management, Government and the NWMB have to consider human dimensions in their decision-making.

The signing and ratification of the Nunavut Land Claims Agreement led to a major effort in its implementation. Over the thirteen years of Nunavut's existence, reviews and revisions of pre-existing

legislation, regulations and policies and the creation of new ones has been taking place. In trying to adapt government practices, the government has been emphasizing that it shall be guided by Inuit societal values. For example, since the creation of Nunavut, a new *Wildlife Act* was passed by the legislative assembly that incorporates *Inuit qaujimajatuqangit* principles, and some of the principles, objectives and procedures of the NLCA (e.g. Bell, 2003).

Despite these efforts to be more representative of Nunavut society, particularly of Inuit society, tensions between Inuit and government persist in Nunavut's wildlife management. Polar bear management in particular, seems to have been the centre of the conflict (e.g. Clark et al., 2008, George, 2009). To aid the wildlife management system, Kotierk (2010) attempted to provide the wildlife management system in Nunavut with an understanding and information specifically about polar bear management in Nunavut and the importance of human dimensions.

The Canadian federal government has made some progress in how they integrate human and scientific input in decision making [For example, see the federal science advice (Government of Canada, 2000) and application of precaution (Government of Canada, 2003) frameworks].

Many other human dimension studies have also been conducted for various caribou populations and about Baffin Island caribou more specifically. For example, Ferguson et al. (1998) and Thorpe et al. (2001) both looked at Inuit traditional knowledge of caribou in Nunavut. Recently, as well, Wilson et al. (2014) also documented the knowledge of Inuit from Northern Labrador and Northern Quebec.

### Study Goals and Objectives

Here, we conduct a public opinion poll of residents of communities of Arctic Bay, Cape Dorset, Clyde River, Hall Beach, Igloolik, Iqaluit, Kimmirut, Pangnirtung, Pond Inlet and Qikiqtarjuaq, the Nunavut communities that have traditionally and currently harvest from the Baffin Island caribou population, about:

- wildlife management performance and trust; and,
- participation through the Department of Environment.
- their priorities for the Government of Nunavut, Department of Environment, and wildlife managers;
- caribou, including determining preferred caribou population levels

## Materials and Methods

### Survey Communities

This project was conducted from February to April 2013 in the communities of Arctic Bay, Cape Dorset, Clyde River, Hall Beach, Igloolik, Iqaluit, Kimmirut, Pangnirtung, Pond Inlet and Qikiqtarjuaq, the Nunavut communities that have traditionally and currently harvest from the Baffin Island caribou population.

### Survey Instrument Design

The survey instrument was created by adapting questions from a 2006/2007 Environment Canada poll (Environment Canada 2007), the work of Peter Bull and R. Peyton on social carrying capacity (e.g. Peyton *et al.*, 2001), the United States Environmental Protection Agency's Superfund community involvement program (Charnley and Engelbert, 2005) and the Canadian census.

The survey instrument was initially applied for western Hudson Bay polar bears (Kotierk, 2012) and Southampton Island caribou (Kotierk, in prep *a*) and subsequently applied to southern Hudson bay polar bears (Kotierk, in prep *b*). These helped to identify additional areas for improvement and an attempt was made to address these in this iteration. Specifically, satisfaction questions were created to explore satisfaction with wildlife management in general and more specifically between several wildlife species and managing agencies.

Specific questions about caribou management were also new features of the survey instrument. The public awareness of the Nunavut caribou strategy and what people would want to see in a Baffin Island caribou management plan were explored.

The final survey instrument is included in Appendix I.

### Sampling Frame Creation

To create a sampling frame of residential units, community maps obtained from the Department of Community and Government Services were first used to make a list of all the buildings in each community. This list would then be verified by walking or driving through the community and checking each building to see if it is an occupied residential unit and how many units are in the building. The verified list was then used to randomly select houses to be asked to participate in the survey.

### Interview Set-Up and Interviews

To ask for people's participation, homes were approached on weekday evenings and on Saturday during the day and evening. Householders that were initially unable to participate or not at home were approached again on subsequent days and asked to participate again.

To invite participation in the survey, the canvassers introduced themselves and who they worked for, explained that the polar bear population size in their area was being estimated, and asked to anonymously interview them so that Inuit knowledge could also be used in caribou management. After householders indicated that they were willing to participate, we requested permission to audio record the interview for accuracy and quality control. In eleven cases, the written questionnaire was simply left with non-Inuk respondents and collected on subsequent days.

Interviews were conducted either in Inuktitut or English. Interviews conducted primarily in Inuktitut had an average duration just over half an hour. The duration of interviews conducted primarily in English were slightly less than half an hour in duration.

## Characteristics of the Respondents

A total of 108 northerners were interviewed in the communities of Iqaluit, Pond Inlet, Igloolik, Cape Dorset, Clyde River, Pangnirtung, Arctic Bay, Kimmirut, Hall Beach and Qikiqtarjuaq (Table 1). Compared to the 2011 census data (Statistics Canada, 2012), this survey seems to over-represent those from Kimmirut and seems to under represent those from Iqaluit, Pangnirtung and Qikiqtarjuaq.

Seventy-three males and thirty-five females were interviewed. This proportion of sexes appears to over represent males in comparison to the people 20 years or older in age in the 2006 Census (Statistics Canada, 2007) for the ten communities.

Ninety Inuit and eighteen non-Inuit were interviewed. Compared to the 2006 census results, this suggests that Inuit are slightly over-represented in this survey.

Sixty seven respondents described themselves as hunters and thirty eight respondents described themselves as non-hunters (Figure 1). Two respondents did not know if they were hunters or not and one respondent did not respond to this question. Inuit seemed to be over represented as 'Hunters' and non-Inuit seemed over represented as 'Non-hunters'.

Fifty seven respondents indicated that they were caribou hunters and forty eight indicated that they were not caribou hunters (Figure 2). Two respondents did not know if they were caribou hunters or not. Inuit seemed to be over represented as 'Caribou hunters' and non-Inuit seemed over represented as 'Non-caribou hunters'.

With respect to the level of knowledge the respondents indicated that they had about the Baffin Island caribou, the most common response was "a little" and the next most common response was "a moderate amount" (Figure 3). Cultural background did not seem to influence the level of knowledge respondents indicated that they had about Baffin Island caribou.

Comparison of the ages of the respondents (Figure 4) to the 2011 Census data, suggests that younger members of the public (20-24 years old) were under-represented. Those 35-39 years old and 60-74 years old seem over represented compared to those expected from the 2011 Census data.

Most respondents (90) indicated that Inuktitut is their mother tongue, sixteen indicated that it was English, one that it was French and one that it was another language.

Most respondents also had some or less than high school in terms of educational level (Figure 5). In terms of cultural background Inuit seem over represented in 'Some high school or less' and 'Some college' educational attainment. Non Inuit seemed over represented in 'Completed college', 'Completed undergraduate degree' and 'Post graduate' educational attainment.

Most people had some form of employment (Figure 6), but Inuit seemed over represented in 'Unemployed' and 'Not in the workforce' employment categories and underrepresented in the 'Full time' employment category. Non-Inuit seemed over represented in the 'full time' employment category and underrepresented in the 'part time' employment category.

The most commonly reported income category was under \$30,000 (Figure 7). Inuit seemed over represented in lower income categories (from \$50,000 and under) and underrepresented in higher income categories (from \$80,000 and over). Non-Inuit seemed underrepresented in lower income categories (from \$50,000 and under) and over represented in higher income categories (from \$80,000 and over).

Table 1 The number of community members that were interviewed in each Baffin region community that were part of the study. The population size of each community is also presented from the 2011 national census.

<b>Community</b>	<b>Number of survey respondents</b>	<b>2011 Population Size</b>
Pond Inlet	17	1,549
Iqaluit	15	6,699
Igloolik	15	1,454
Cape Dorset	14	1,363
Clyde River	11	934
Pangnirtung	10	1,425
Arctic Bay	9	823
Kimmirut	7	455
Hall Beach	6	546
Qikiqtarjuaq	4	520
<b>Total</b>	<b>108</b>	<b>15,768</b>

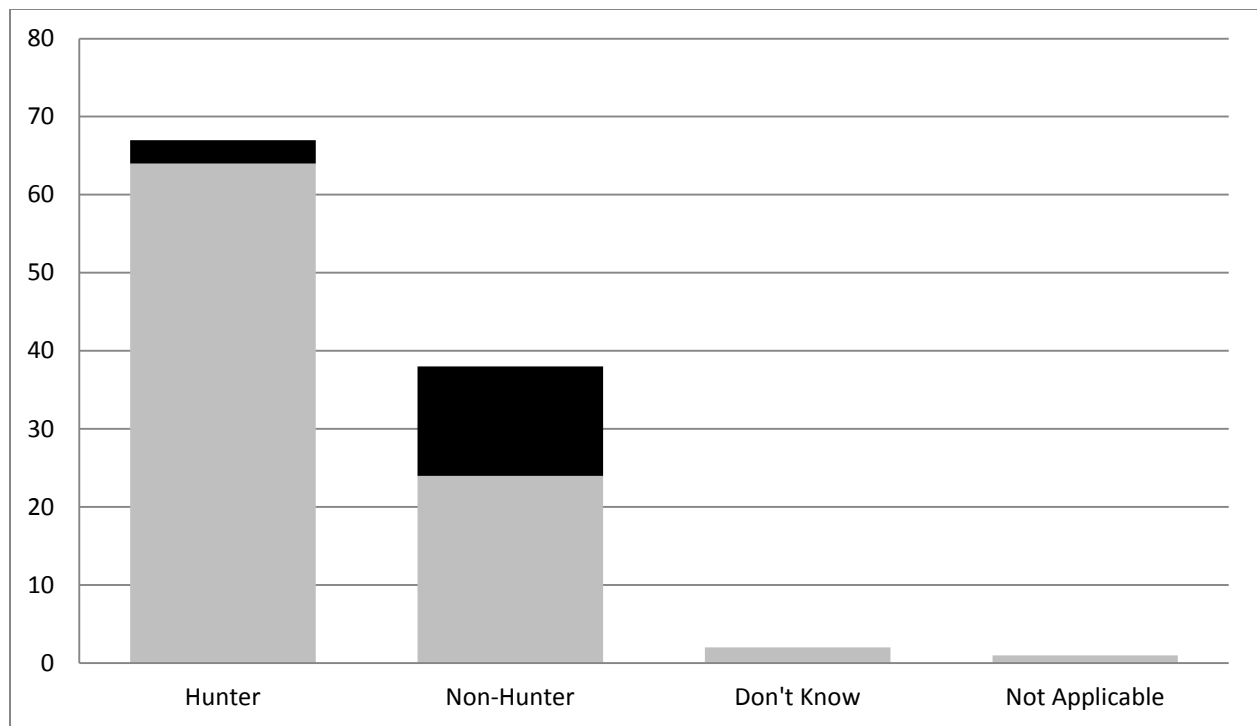


Figure 1 Self-identified status as a hunter of Inuk (grey) and non-Inuk (black) respondents.



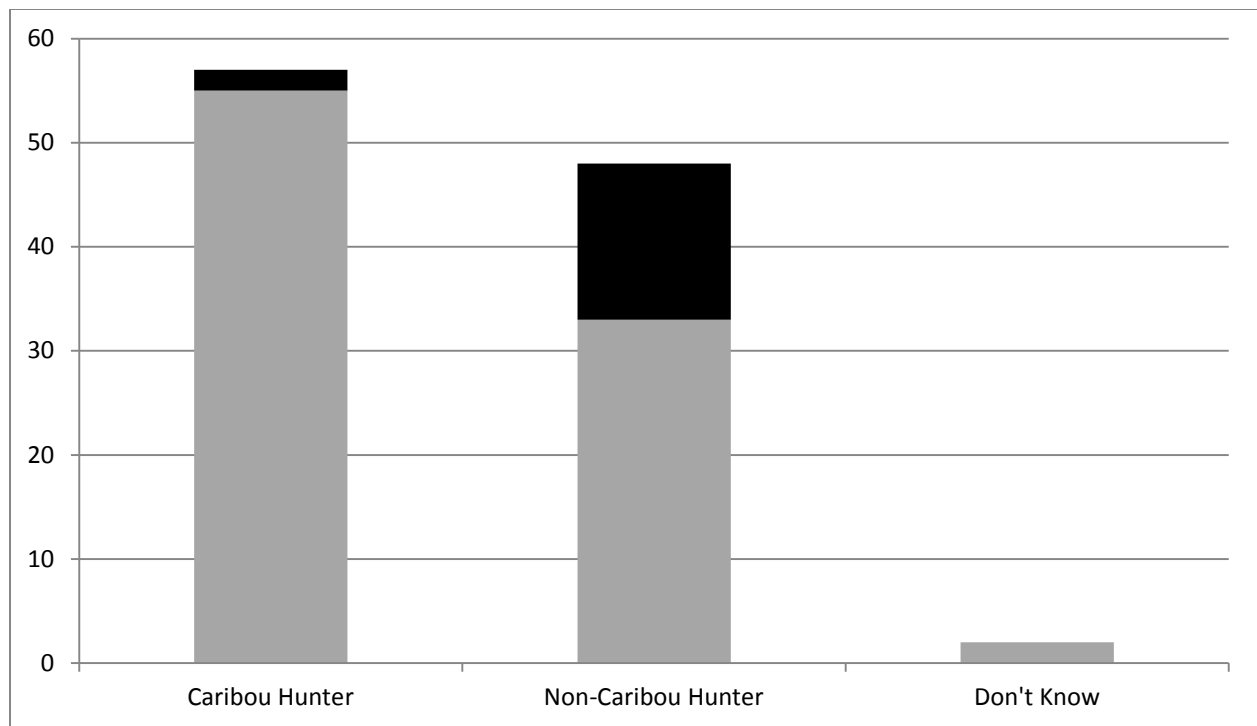


Figure 2 Self-identified status as caribou hunters of Inuk (grey) and non-Inuk (black) respondents.

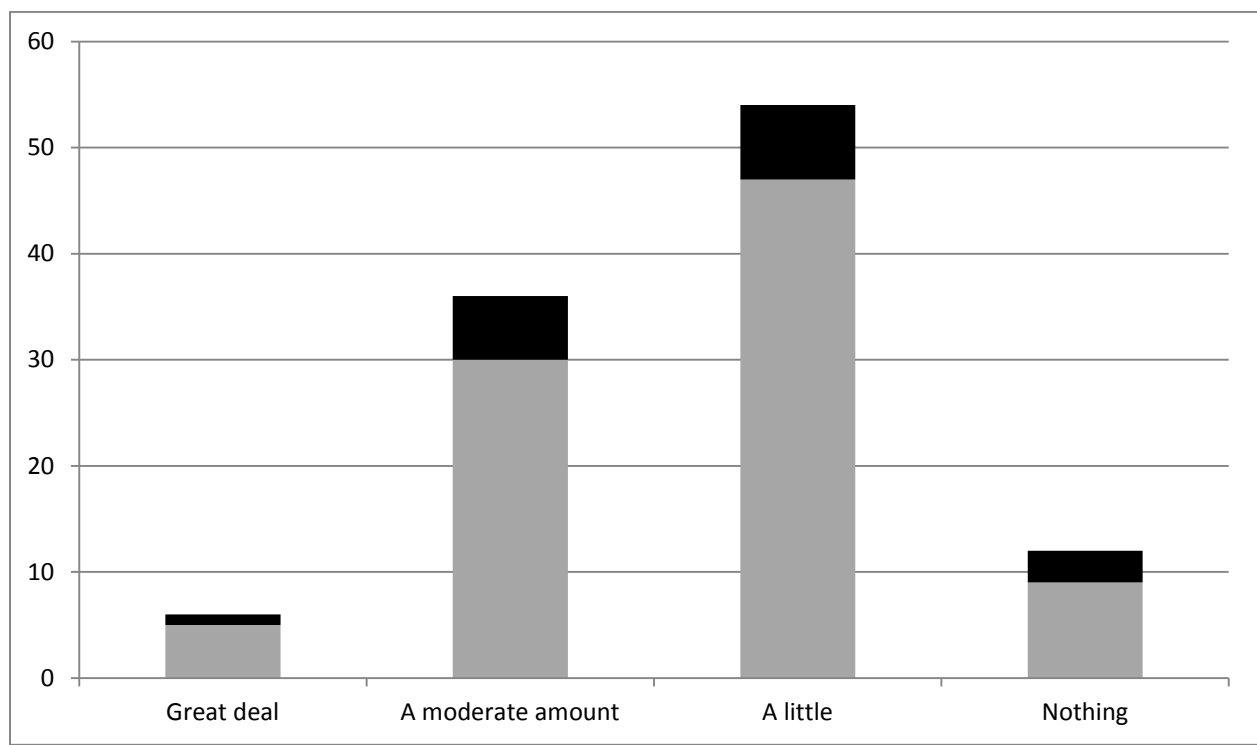
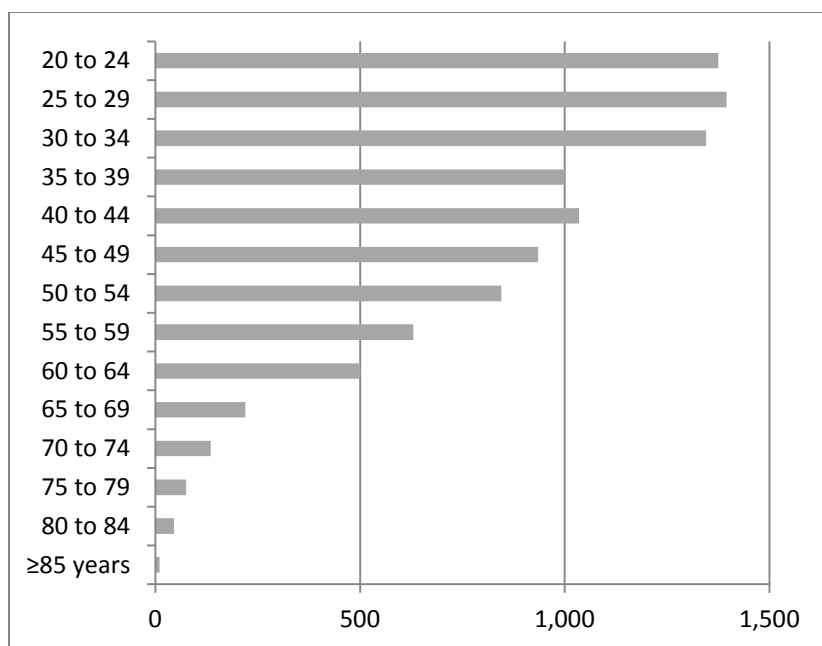
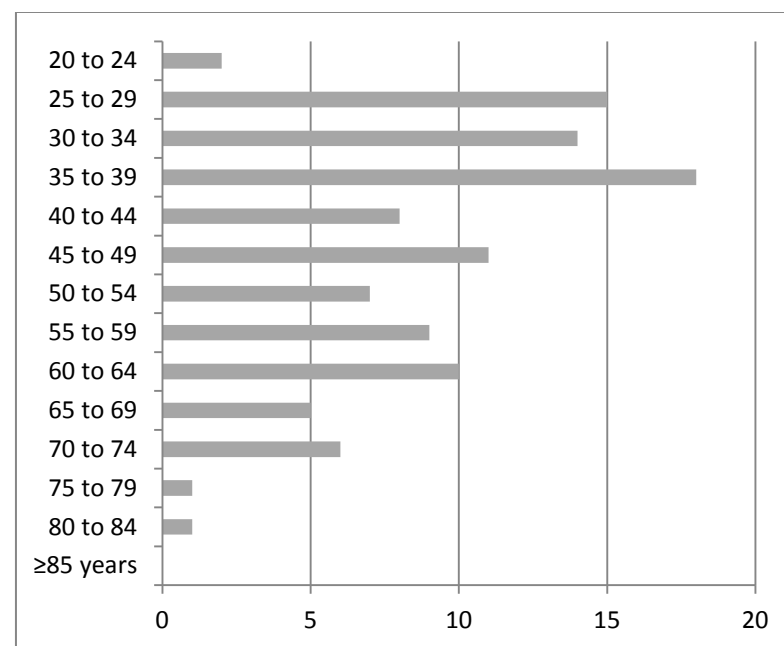


Figure 3 Self-identified level of knowledge about Baffin Island caribou of Inuk (grey) and non-Inuk (black) respondents.



a)



b)

Figure 4 Age distribution of a) the 2011 Statistics Canada Census for the survey communities and b) respondents to this survey.

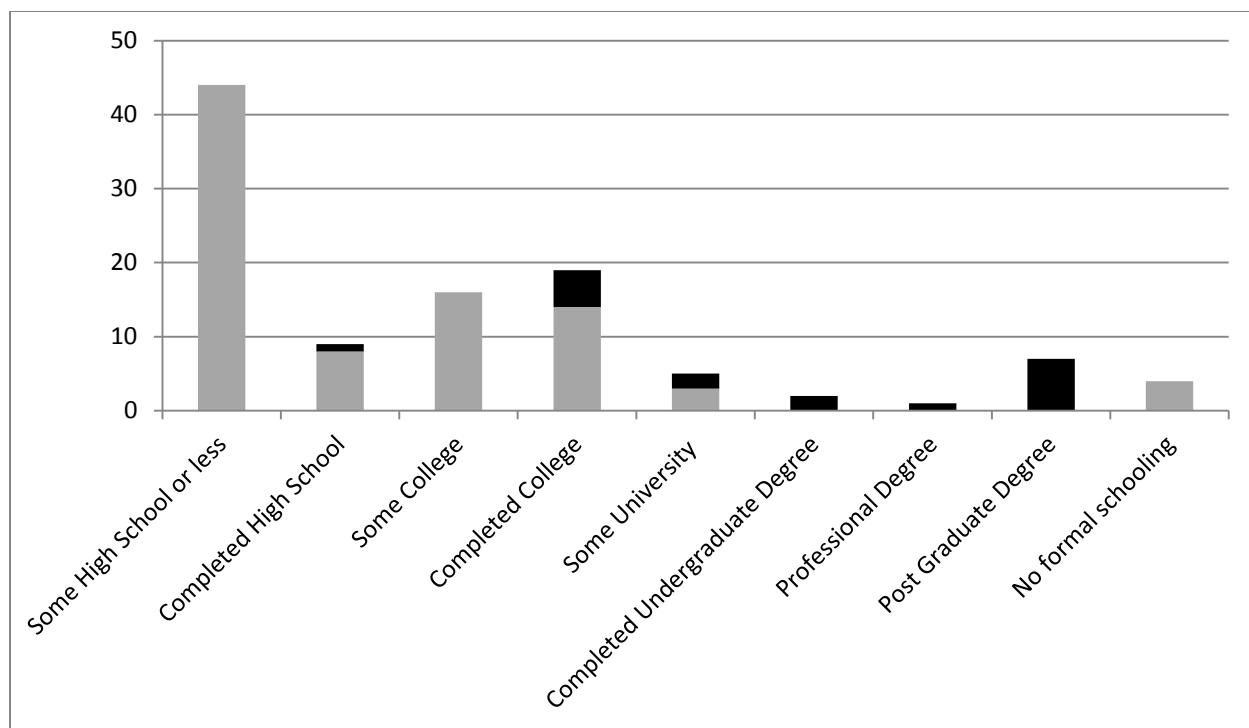


Figure 5 The educational level attained of Inuit (grey) and non-Inuit (black) respondents.

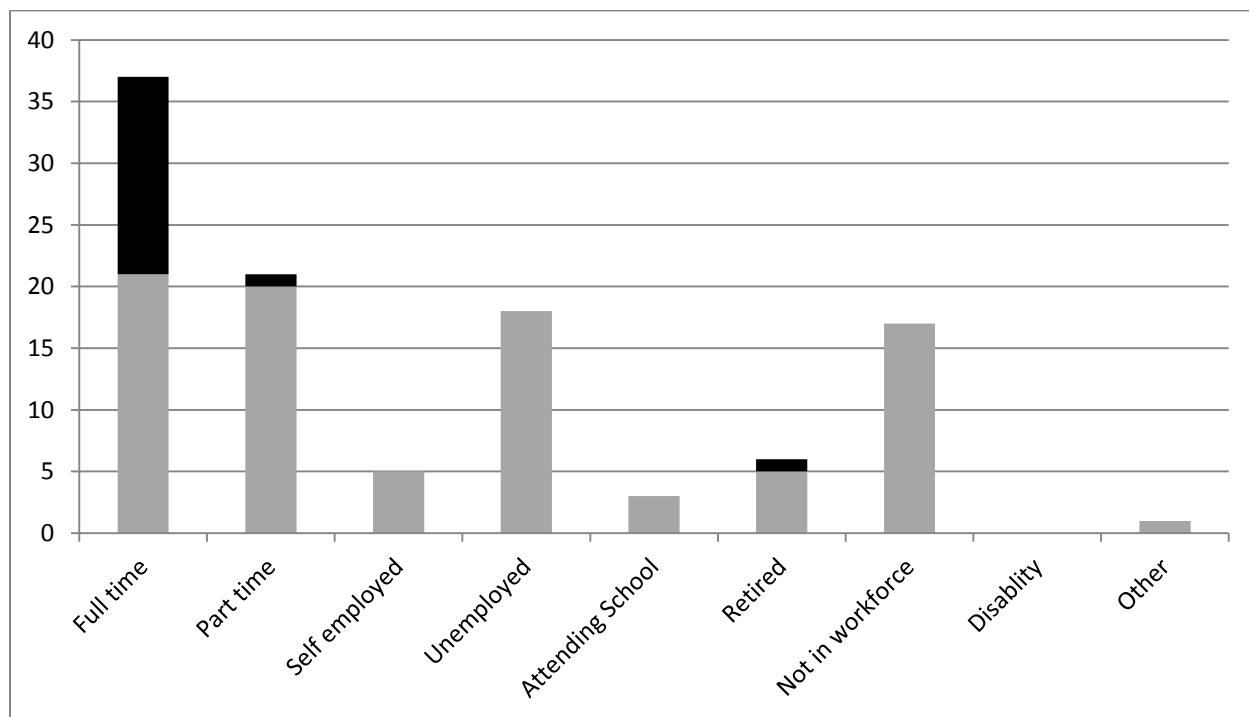


Figure 6 The employment status of Inuit (grey) and non-Inuit (black) respondents.

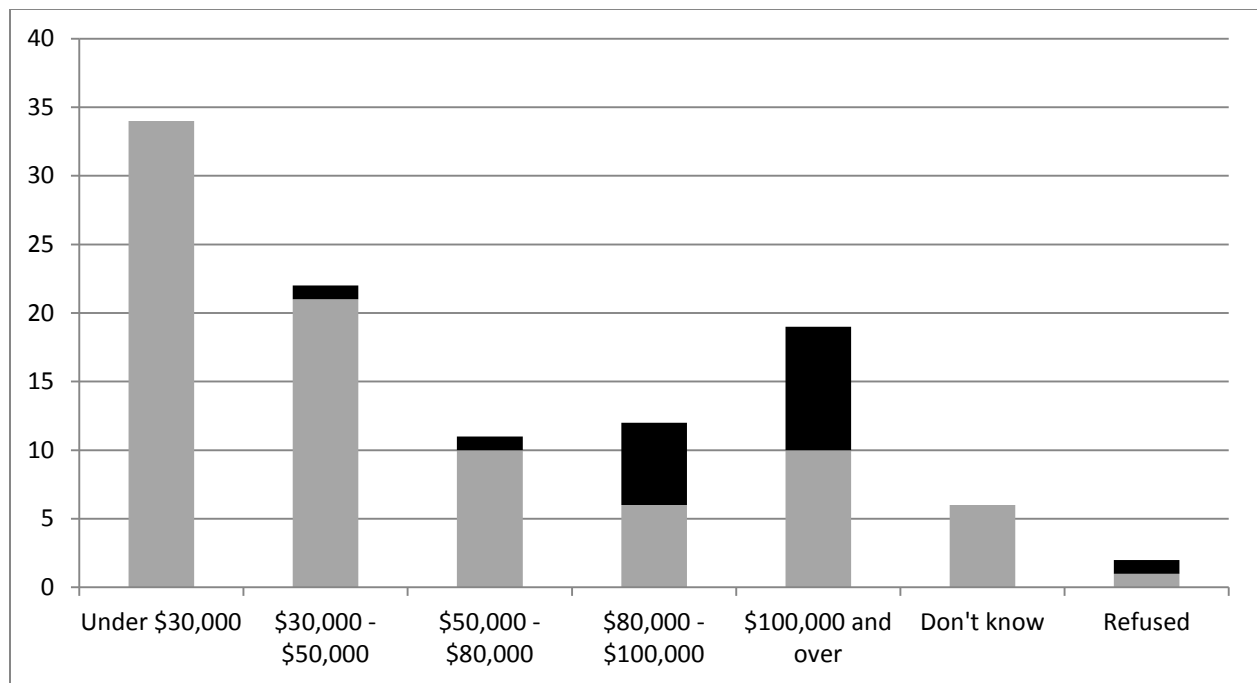


Figure 7 The income categories of Inuit (grey) and non-Inuit respondents (black).

## Response Analysis

The survey data were compiled into an Excel spreadsheet and maintained for analysis. Responses for close-ended questions were entered as one of the possible responses, and tallied using a conditional formula in the program.

For open-ended questions, the responses were either examined on the questionnaires or the audio recording listened to. Key phrases were identified in their response that would be used as a code to categorize their response. An effort was made to use codes identified in previous studies (e.g. Kotierk, 2012; Kotierk, Kotierk, in prep *a*; and Kotierk, in prep *b*) and by prior respondents in this study. When this was not possible, new key phrases were used as codes.

## Results

### Wildlife and Caribou Management System Satisfaction

Public and Inuit satisfaction of various systems were assessed in order to get a broad overview of people's perspectives on the wildlife and caribou management systems in Nunavut (Figure 8). Overall, all the systems that we sought public and Inuit ratings on were viewed negatively. The wildlife management system had the highest rating amongst both the general public and Inuit. The environmental assessment system was lower in terms of public and Inuit satisfaction. The educational system placed third in terms of public and Inuit satisfaction. For the public, the health and social services system and the justice system were closely ranked as fourth and fifth rankings respectively. For Inuit, the justice system was ranked higher than the health and social services system but they were closely rated together. The environmental assessment system had most people indicating that they did not know about it, followed by the justice system and the wildlife management system. Some respondents indicated that they did not know about the health and social services system. All respondents provided some sort of response about the educational system.

In order to understand the relative satisfaction of the public and Inuit with the caribou management system in Nunavut, we asked respondents to rate management systems for a variety of important species (Figure 9). For the public and Inuit, the migratory bird system was the most positively rated, with the ringed seal management system being the next highest rated management system. For the public, the polar bear management system was the next most highly rated, followed closely behind by the caribou management system. For Inuit, the caribou management system was ranked higher than the polar bear management system, but they were closely rated together.

The caribou, ringed seal and migratory bird management systems had a higher proportion of people indicating that they did not know about it. The polar bear management system satisfaction was not known by some respondents.

### Confidence in Wildlife Management

#### *Performance of the Wildlife Management System*

The performance of different groups involved in wildlife management was a subject that we enquired about (Figure 10). For the public and Inuit, the highest ranked groups were elders and local Hunters and Trappers Organizations, followed by Regional Wildlife Organizations. The performance of conservation officers and the Nunavut Wildlife Management Board were also highly ranked. The Government of Nunavut was the next highest ranked group. Bureaucrats were the next highest ranked group. The performance of scientists and legislators were rated lowest amongst the groups involved in wildlife management. A large proportion of the public did not know about the performance of bureaucrats and Regional Wildlife Organizations in wildlife management.

For Inuit, the highest rated group were also elders and the local Hunters and Trappers Organization, followed by Regional Wildlife Organizations. The performance of the NWMB was also highly rated by Inuit. Conservation officers were the next highest ranked group for Inuit. For Inuit, the next highest ranked groups were bureaucrats and the Government of Nunavut respectively. Similar to the general



public, for Inuit, the performance of scientists and legislators were rated lowest amongst the groups involved in caribou management.

### ***Trust in the Wildlife Management System***

The public and Inuit trust and confidence of different groups involved in wildlife management was also a subject that we enquired about (Figure 11). The most trusted groups by the public were elders and local Hunters and Trappers Organizations, followed by conservation officers and Regional Wildlife Organizations. The Nunavut Wildlife Management Board and scientists were also trusted by the public. After scientists, the Government of Nunavut, was the next most trusted group. Legislators and bureaucrats were the least trusted group involved in wildlife management. A high proportion of the public did not know about Regional Wildlife Organizations.

The most trusted groups by Inuit were elders and local Hunters and Trappers Organizations, followed by Regional Wildlife Organizations. Conservation officers and the Nunavut Wildlife Management Board were also trusted by Inuit. The Government of Nunavut and scientists were the next most trusted group by Inuit. For Inuit, legislators and bureaucrats were the least trusted group involved in caribou management. A high proportion of the public and Inuit did not know about bureaucrats, legislators and the Regional Wildlife Organizations.

### **Department of Environment Participation Ratings**

We asked the public and Inuit to rate their participation with the Department of Environment (Figure 10). The Department of Environment was rated highly for 'courteous treatment', 'providing understandable information' and 'explanation of decisions' by the public. The next highest rated category was 'earning trust', followed by 'accuracy of information'. 'Fair decision making process' was the next highest rated category followed by 'understanding concerns'. The Department of Environment was rated poorly for 'response to concerns', 'easy involvement' and 'providing information'. The lowest ranked category for the public was the 'use of input'.

For Inuit, the Department of Environment was rated highly for 'courteous treatment', 'providing understandable information', and 'explanation of decisions'. The next highest rated category for Inuit was 'earning trust', followed by 'fair decision making process'. 'Accurate information' was the next highest rated category for Inuit, followed by 'understanding concerns'. The Department of Environment was rated poorly by Inuit for 'easy involvement' and 'response to concerns'. The categories with the lowest ranks by Inuit were 'use of input' and 'providing information'.

A large proportion of the public and Inuit also did not know about the 'use of input', 'response to concerns', and 'understanding concerns'.

### **Priorities for the Government of Nunavut**

Respondents identified a variety of issues that they thought the Government of Nunavut should focus on (Table 2). The cost of living was the issue raised most often by the public and Inuit harvesters. Education and housing were also issues that the public and Inuit harvesters often thought the Government of Nunavut should focus on.

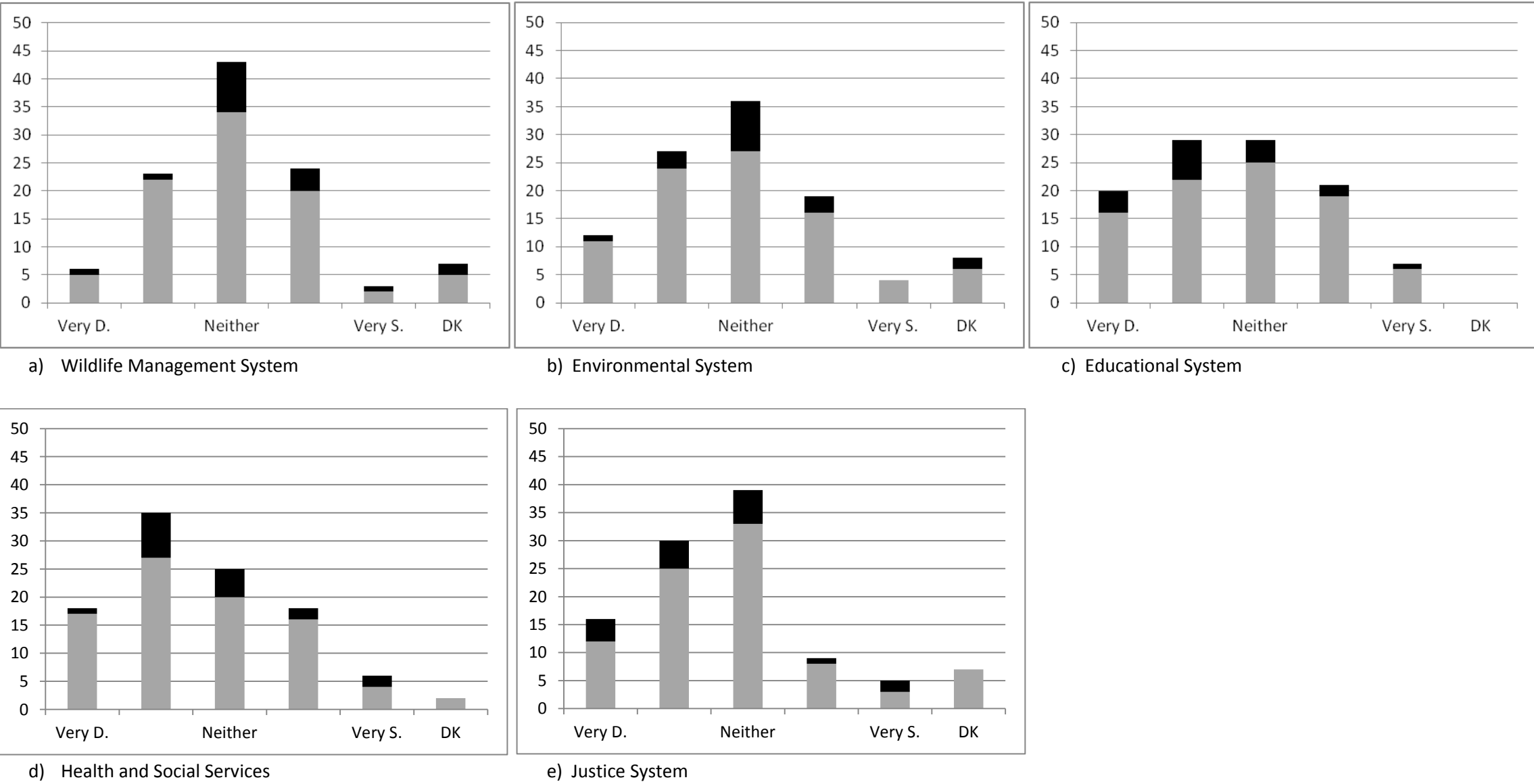
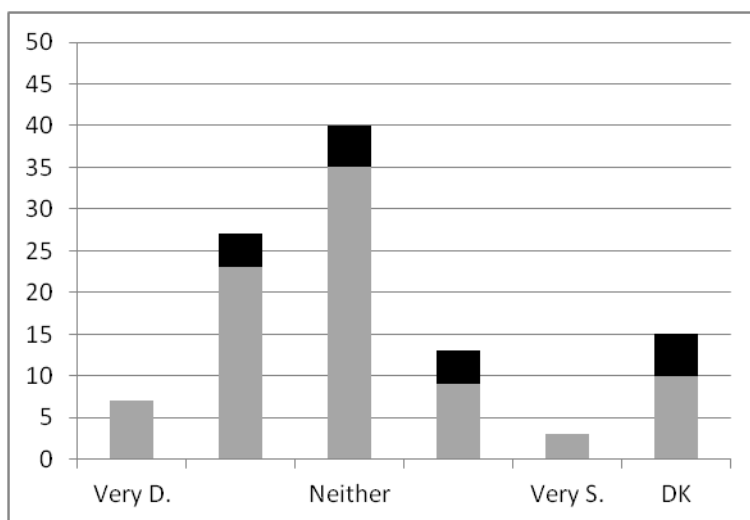
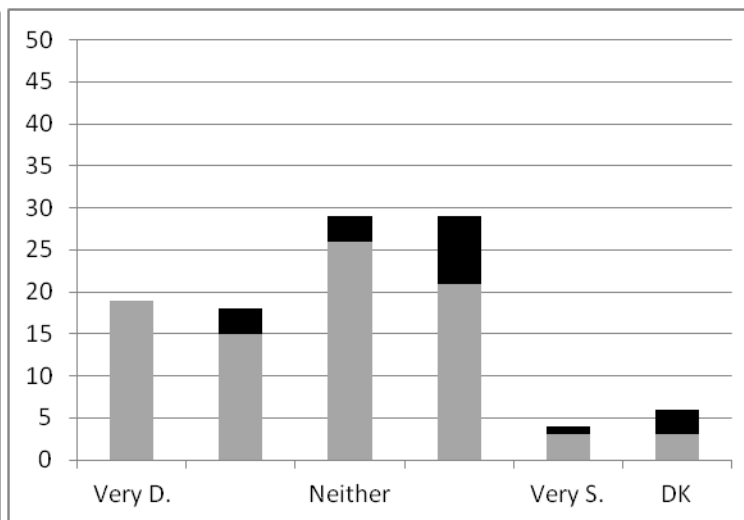


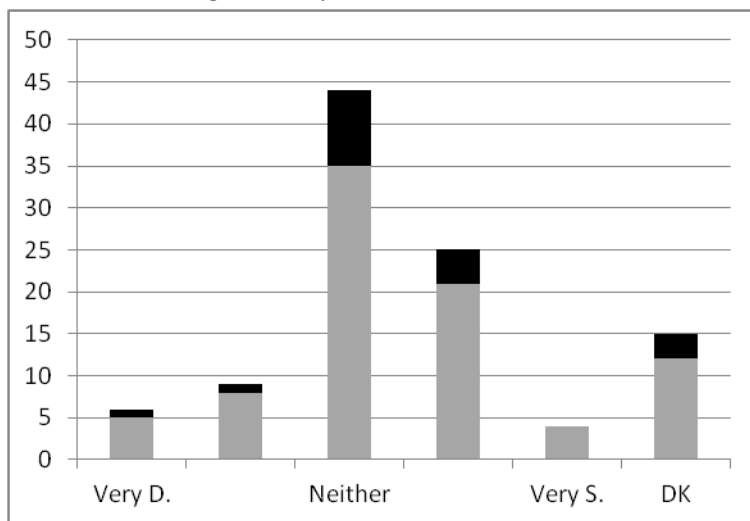
Figure 8 Satisfaction of Inuit (grey) and the rest of the public (black) of various systems. Very D.=Very Dissatisfied, Very S.=Very Satisfied, DK=Don't know



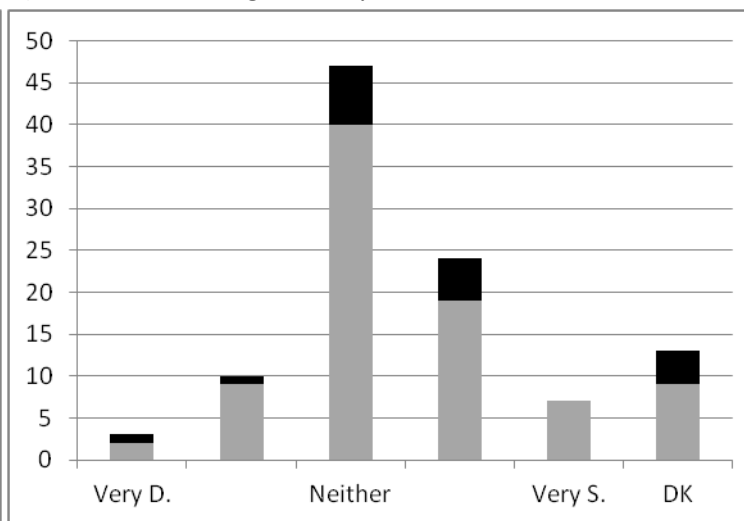
a) Caribou Management System



b) Polar Bear Management System



c) Ringed Seal Management System



d) Migratory Bird Management System

Figure 9 Satisfaction of Inuit (grey) and the rest of the public (black) of various wildlife management systems. Very D.=Very Dissatisfied, Very S.=Very Satisfied, DK=Don't know

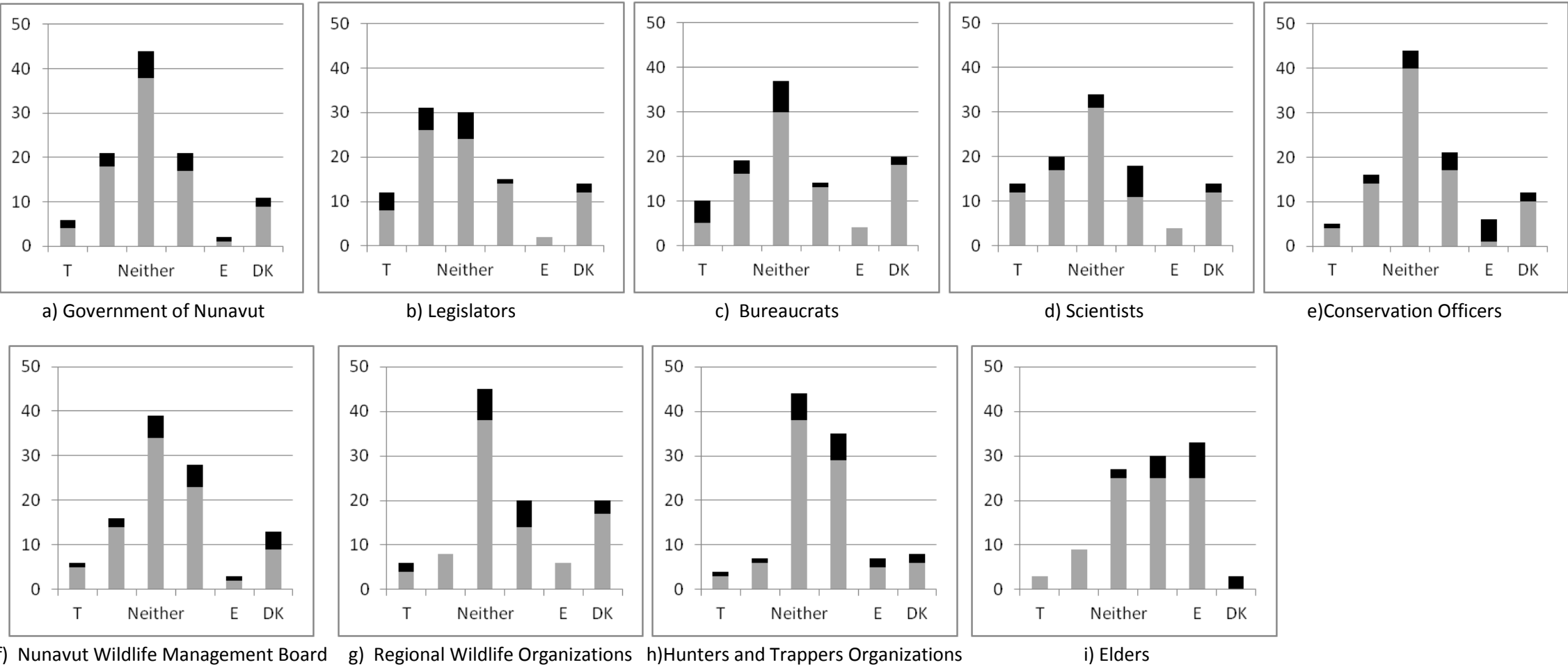


Figure 10 Performance of groups involved in wildlife management according to Inuit (grey) and the rest of the public (black). T=Terrible; N=Neither, E=Excellent, DK=Don't know

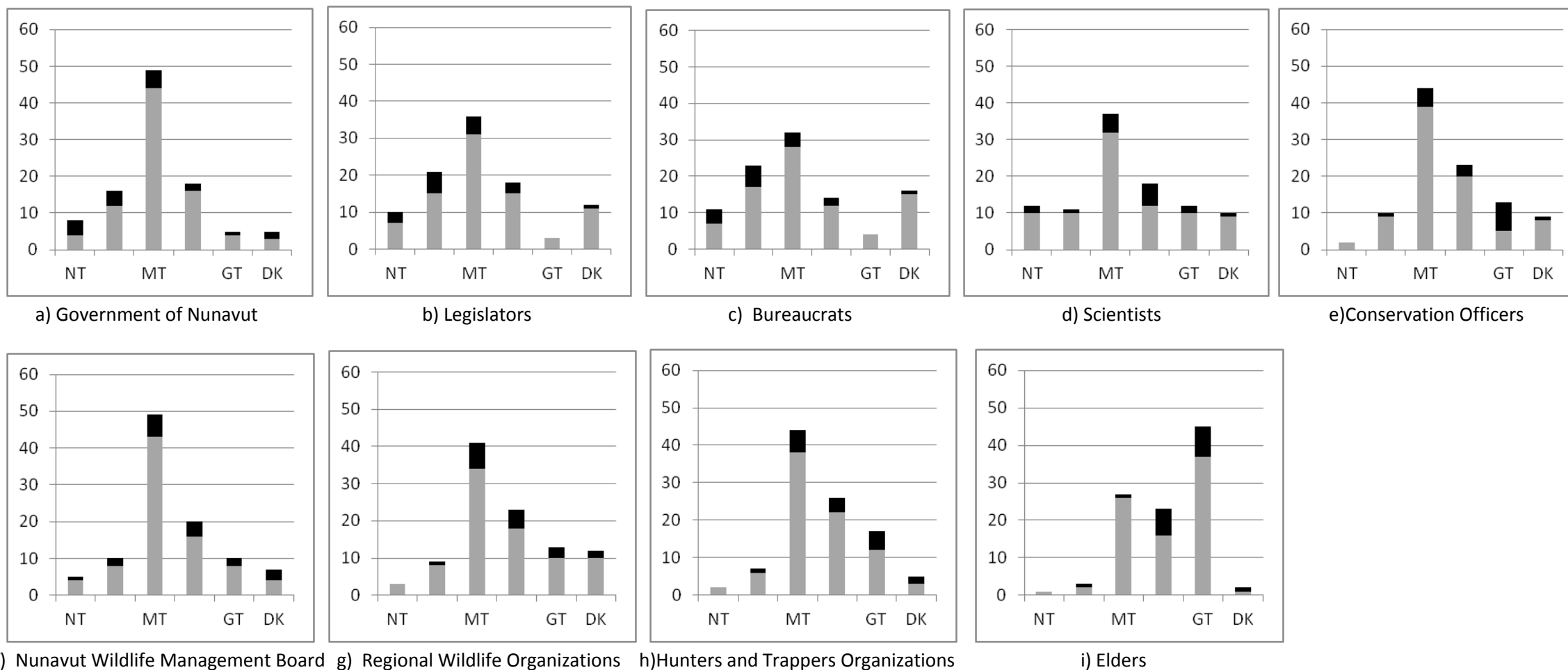


Figure 11 Trust of groups involved in wildlife management according to Inuit (grey) and the rest of the public (black). NT=No Trust; MT=Moderate Trust; GT=Great deal of Trust; DK=Don't know.

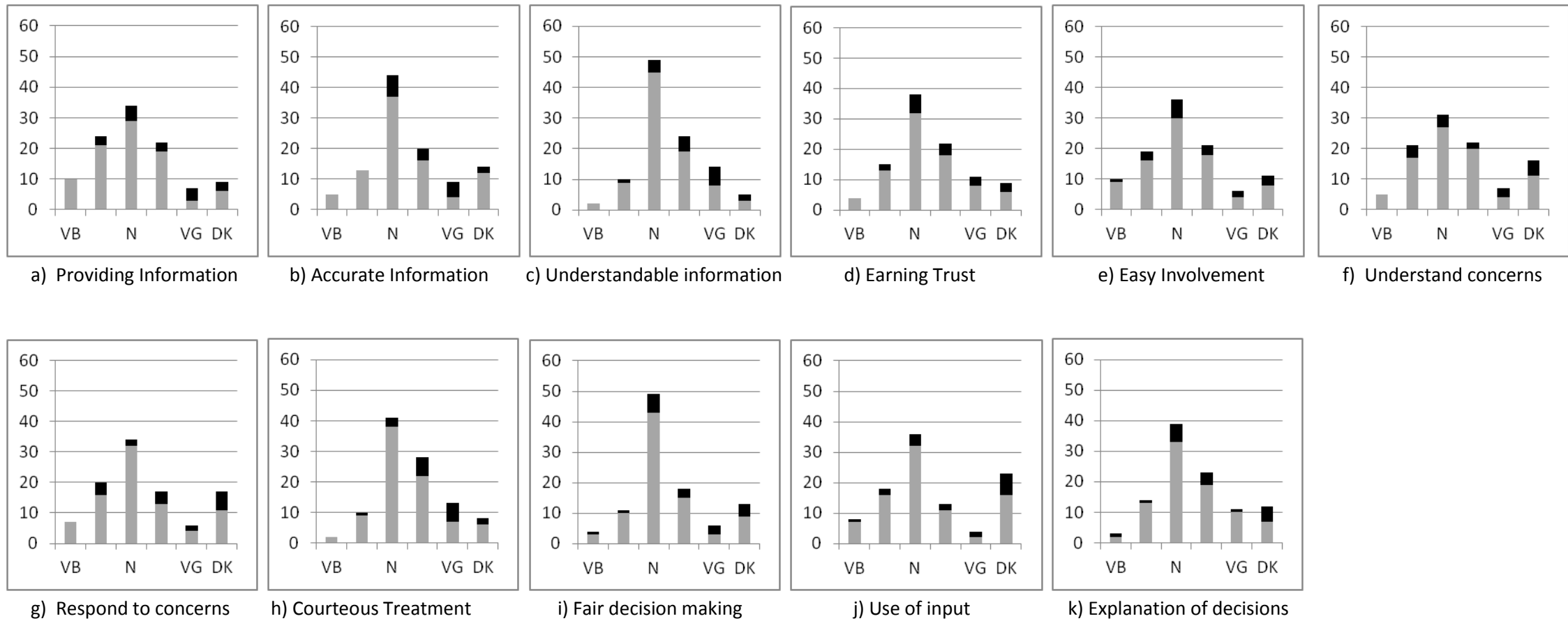


Figure 12 Participation through the Department of Environment amongst Inuit (grey) and the rest of the public (black). VB=Very Bad; N=Neither Good nor Bad; VG=Very Good; DK=Don't know.

In terms of environmental issues, wildlife management and the environment were lower in overall priority. Polar bears specifically, and the need to raise or update the total allowable harvest were mentioned by those that raised wildlife management as an issue to focus on. Mining was one of the specific environment issues that was raised as well.

### **Priorities for the Department of Environment**

A number of issues were identified that people thought the Department of Environment should focus on (Table 3). Most respondents, both the public and Inuit harvesters indicated that they did not know what the Department of Environment should prioritize. Environmental protection was the second most common issue brought up by the public and Inuit, followed by pollution.

### **Priorities for Wildlife Managers**

For the most part, the public and Inuit harvesters indicated that they did not know what wildlife managers should focus on (Table 4). Besides that, research and polar bears were the main issue raised by the public and Inuit harvesters. Caribou were not mentioned by most public and Inuk harvester respondents.

### **Caribou Abundance**

Respondents were asked several questions about their opinion of caribou. Most respondents indicated that there are currently 'few' caribou (Figure 13a). That there are 'some' caribou was the most preferred level of caribou abundance (Figure 13b). Most respondents indicated that the fewest caribou that they could tolerate was if there were 'some' caribou (Figure 13c). Most respondents indicated the most caribou that they could tolerate was the 'most' caribou (Figure 13d). These patterns were the same for the general public and for Inuk harvesters.

Various reasons were provided for why respondents described the current population as they did (Table 5). The main reasons were because of the required harvest efforts or harvest success levels.

A variety of reasons were provided for why people preferred the caribou population size that they did (Table 6). The most common reasons indicated were food and clothing benefits of caribou. For those that preferred that 'there are' caribou or that there are 'many' caribou, other reasons were that 'overpopulation is bad', that 'a balanced size is good', or that these population sizes would 'sustain harvests'.

Most respondents, Inuit harvesters and the public, seemed to believe that the caribou population was below their preferred caribou population level (Figure 14a). This question was not explicitly asked, but was derived by comparing their responses to the questions regarding their preferred caribou population level to the level they felt the polar bear population to be at currently. Slightly more of the respondents, Inuit harvesters and the public, also seemed to believe that the caribou population level was within their tolerance (Figure 14b).

### **Caribou Concern**

Respondents were also asked if they were concerned about the future of the Baffin Island caribou population and a variety of responses were given (Figure 15). The most common Inuk harvester

response was that they were not concerned about the future of the Baffin Island caribou population. For the public and Inuit harvesters, the aggregate of responses that indicated no concern (i.e. 'Conditionally no'; 'Not really'; 'Not currently' or 'No') was greater than the aggregate of responses that indicated concern (i.e. 'Yes' or "Yes, A bit")

A variety of reasons were provided for why people were or were not concerned about the Baffin Island caribou population (Table 6). The public and Inuit that were concerned most often cited that there are fewer caribou or that caribou are food for them. The public and Inuit that were not concerned or not really concerned about the Baffin Island caribou population indicated that 'It's a cycle. Caribou are fewer, but they will return' or that 'caribou naturally shift distribution'.

### **Caribou Management Options**

A variety of issues were raised by the public and Inuit harvesters when asked what they think should be in a Baffin Island caribou management plan (Table 7). The most common response from the public and Inuit harvesters was that they did not know what should be in a Baffin Island caribou management plan. Harvest was another common issue brought up by respondents. The need for harvest limits was raised most often by the public and Inuit harvesters. There were also some respondents that indicated that harvest should not be restricted.

Research was another issue brought up by respondents. The most common response was that research should be conducted. Another common response was that research should be limited or that it impacts the population.

Other issues that were raised about a possible management plan were that a management plan should not be developed, the importance of working together and local involvement, that ungulates may be farmed and a variety of other aspects of management plans.

### **Nunavut Caribou Strategy Awareness**

The prior awareness of the Nunavut Caribou Strategy was explored (Figure 16). For the most part, public and Inuit respondents indicated that they were not aware of the strategy.

### **Information Sources**

We enquired about how respondents learnt about the work of the Department of Environment (Table 7). The top information source for the public and Inuit was radio or TV news, followed by newspaper articles or community members, family or friends.

We enquired about how respondents preferred to learn about the work of the Department of Environment (Table 8). The top preferred information source for the public and Inuit was radio or TV news and the second most preferred information source was 'other sources'.

### **Participation Preferences**

We enquired about how respondents preferred to provide input to the Department of Environment (Table 9). The top preferred public participation mechanism was for opportunities to give written comments. Public meetings and opportunities to speak with a Department of Environment staff member also rated highly for the public.



The most preferred Inuk participation mechanism was public meetings where they can voice their comments. This was closely followed by opportunities to provide written comments.

We asked participants if they have ever provided input to the Department of Environment (Figure 17). Most of the public and Inuit indicated that they have not provided input through all the different input varieties.

We asked respondents that never provided input to the Department of Environment why they do not participate (Table 10). The most common reason that people provided was that they were not concerned with the Department of Environment.

Table 2 The public and Inuit harvesters' priorities for the Government of Nunavut should focus on.

<b>Priority</b>	<b>Overall</b>	<b>Inuk Harvester</b>
Cost of Living	15	8
Education	11	7
Housing	11	6
Don't Know	9	7
Wildlife Management	7	4
Environment	6	4
Employment	6	2
Health	5	2
Poverty	3	2
Inuit Culture	3	2
Inuit	3	1
They were helpful before but don't seem helpful now	2	2
Substance Abuse	2	1
More sensitivity to community practices	2	1
Pleased with their performance	2	1
Inuit Qaujimajatuqangit	2	1
Youth	2	0
No Priority	1	1
Living well together	1	1
First Aid Training	1	1
Daycare	1	1
This community needs to be made a city	1	1
Purposelessness	1	1
Understand those that are living off of wildlife	1	1
Necessities	1	1
Foster care	1	1
Independent stores	1	1
Nunavut Land Claims Agreement	1	1
Mining regulation	1	1
Social Issues	1	0
Prioritization	1	0
Transportation	1	0
Defend Inuit	1	0
Improve Operations	1	0

Table 3 The public and Inuit harvesters' priorities for the Department of Environment.

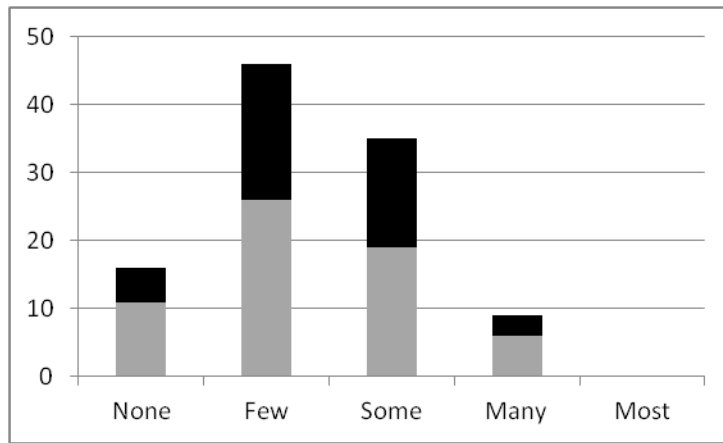
<b>Priority</b>	<b>Public</b>	<b>Inuit Harvesters</b>
Don't Know	15	10
Environmental Protection	10	6
Pollution	6	4
Wildlife	4	2
Mining Impacts	4	2
Shipping	4	2
Education	4	1
Polar bears	3	2
Wildlife disturbance	3	2
Listen to Inuit more	3	2
Waste Management	3	1
Safety	3	1
Reflection on Issues	2	2
Employment	2	2
Parks	2	2
Caribou	2	2
Inuit have to be helped	2	2
Climate Change	2	1
Environmental Monitoring	2	1
Fishing	2	1
Satisfied with the Department of Environment	2	1
Wildlife habitat	2	0
Selling of Wildlife	1	1
Be global	1	1
Nunavut Land Claims Agreement	1	1
Harvesters	1	1
Inuit Qaujimajatuqangit	1	1
Harvest monitoring	1	1
The Department of Environment can determine it	1	1
Decreased performance	1	1
Inuit are played with too much	1	1
Animal wastage	1	1
Traditional lands	1	1
Work hard	1	1
Research	1	1
Hunter Support	1	0
Economic Development	1	0
Resource Development	1	0
Wildlife conservation education	1	0

Sustainable development	1	0
Balancing Growth with Environmental Responsibility	1	0
Wildlife and People	1	0
Responsible land use	1	0
Wildlife use	1	0
Wildlife treatment	1	0
Inuit foods	1	0
Community research	1	0

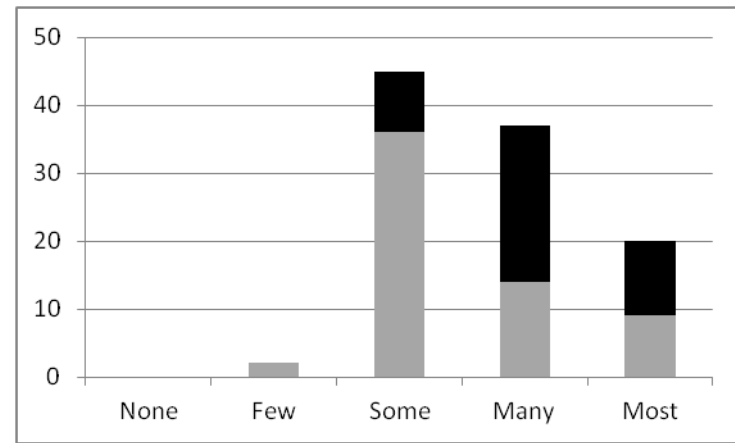
Table 4 The public and Inuit harvesters' priorities for wildlife managers.

Priority	Public	Inuk Harvester
Don't Know	11	8
Research	10	6
Polar bears	6	6
Hunters and Trappers Organizations	5	5
Hunter Support	5	4
Consult more	4	2
Inuit qaujimajatuqangit	3	3
Ringed Seals	3	3
Human Impact on Wildlife	3	2
Satisfied with wildlife managers	3	2
Caribou	3	1
Enforcement	3	1
Co-operation	3	1
Climate Change	3	0
Quotas	3	0
Wildlife	2	2
Assist those unable	2	1
Inuit foods	2	1
Environmental Protection	2	1
Wildlife management	2	1
Political Issues	2	0
Sustainable Harvest	2	0
Pollution	2	0
Hunter safety	2	0
Wildlife deterrence	1	1
Cheaper hunting gear	1	1
Provide caribou location information	1	1
Improve performance	1	1
Wildlife and habitat	1	1
Researchers need to bother hunters less during research	1	1
Animal wastage	1	1
Employment	1	1
Marine mammals	1	1
They are all thinking about money	1	1
Nunavut Land Claims Agreement	1	1
Selling of Wildlife	1	1
Sports hunting	1	0
Terrestrial wildlife	1	0
Go through hunters for sample collection	1	0

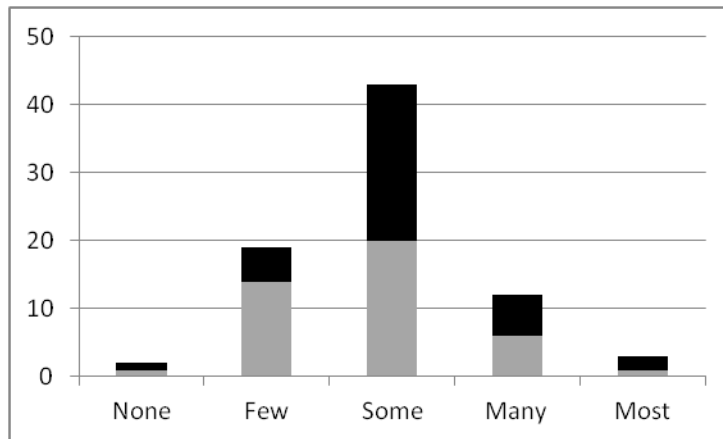
No Priority	1	0
Wildlife Protection	1	0
Elders/Hunters	1	0
Inuit	1	0
Wildlife Maintenance	1	0
Meat plant	1	0



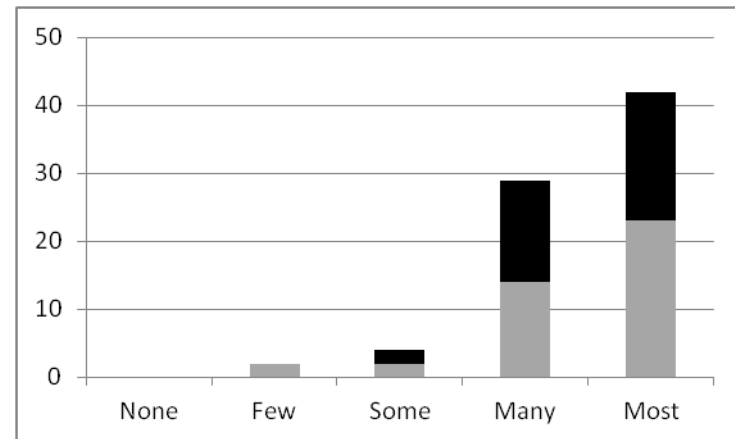
a) Current population size



b) Preferred population size



c) Fewest tolerated population size



d) Most tolerated population size

Figure 13 The responses of Inuit harvesters (grey) and the rest of the public (black) about the caribou abundance a) currently; b) preferably; c) the fewest tolerated; and d) the most tolerated.

Table 5 The reasons for public perceptions of the current Baffin Island caribou population abundance.

There are no caribou		There are few caribou		There are caribou		There are many caribou		There are the most caribou	
Reason	Public	Reason	Public	Reason	Public	Reason	Public	Reason	Public
Caribou will return	4	People go caribou hunting far away/Sleeping over	11	Successful harvests	13	Personal observations	1		
There were caribou some time back	2	Reduced/Occasional harvests are occurring	4	People go caribou hunting far away/Sleeping over	7	Not seeing them doesn't mean they're not there	1		
People go caribou hunting far away/Sleeping over	2	Caribou aren't seen	4	There are caribou	3	Inuit don't over hunt	1		
Caribou follow their food	2	Harvest failures	4	Caribou will return	3	Caribou are spread out	1		
Caribou are someplace else	2	Caribou are fewer/scarce	4	Not seeing them doesn't mean they're not there	2	They are where people don't go	1		
Caribou abundance fluctuates	2	There were caribou some time back	3	Caribou shift distribution	2	It's a big habitat that caribou can occupy	1		
Giving an opportunity for their food to grow back	1	From others	3	Caribou are fewer/scarce	2	Caribou are someplace else	1		
From others	1	Because of harvesting	2	Personal observations	2	From others	1		
There are no caribou	1	Increased human population leads to disturbance	2	Caribou would be seasonally close about now, but not this year	1	Caribou meat trade	1		
Caribou meat trade	1	Caribou shift distribution	2	I cannot say that caribou will become depleted	1	I know/believe it	1		
It's been a while since there's been caribou here	1	Caribou aren't moving as much	1	They leave and they return	1				
Caribou aren't seen	1	Caribou can't seem to be abundant	1	Caribou are in hard to reach places	1				
Harvest failures	1	Caribou will return	1	We see the occasional caribou	1				
Caribou are out of food	1	Climate Change	1	People give me caribou meat	1				
We haven't eaten caribou at all this winter	1	Harsh environment	1	Reduced/Occasional harvests are occurring	1				
		Part of natural cycle	1	Don't know historical amounts	1				
		They leave and they return	1	It's a big habitat that caribou	1				

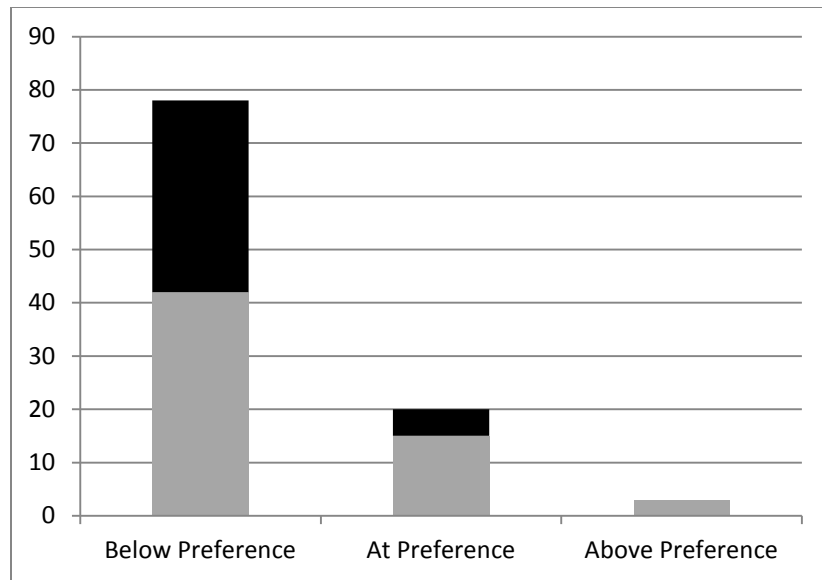


		can occupy	
People are harvesting more recently	1	Caribou are inland	1
When caribou food depletes, they move and give their food an opportunity to grow back	1	Caribou are someplace else	1
Caribou are someplace else	1	Hunters see caribou signs	1
I grew up in an outpost camp	1	There were caribou some time back	1
In the past, only certain areas had a few caribou and most areas did not have caribou. We are back to those conditions.	1	Giving an opportunity for their food to grow back	1
Caribou aren't crossing over onto Baffin Island like they used to	1	Caribou are returning	1
Caribou follow their food	1	They are our food	1
It's been a while since there's been caribou here	1	From Hunters	1
Hear of few caribou throughout Baffin Island	1		
Caribou are coming closer	1		
Caribou have moved because of wolves	1		
Successful harvests	1		
From Inuit	1		
Caribou meat trade	1		
From Hunters	1		
Not Coded	1		

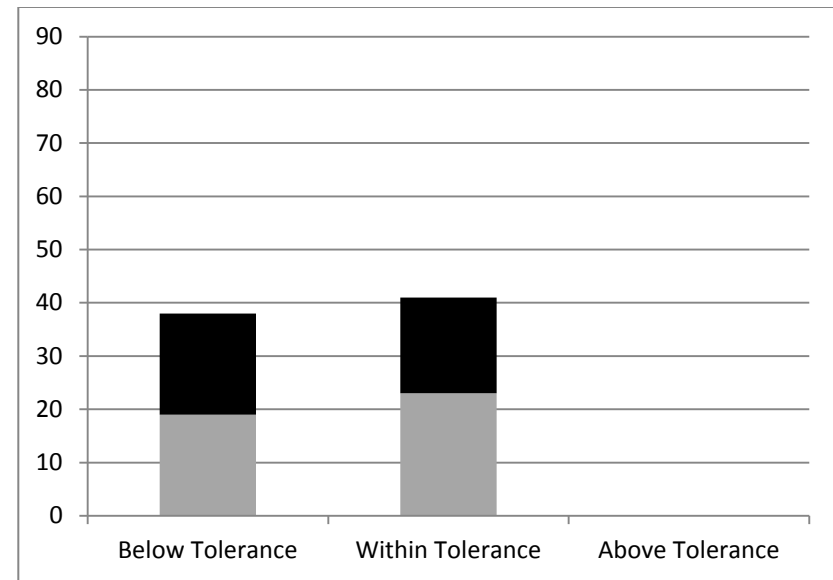
Table 6 The reasons for public and Inuit harvesters’ preferred caribou abundance.

There are no caribou		There are few caribou		There are caribou		There are many caribou		There are the most caribou	
Reason	Public	Reason	Public	Reason	Public	Reason	Public	Reason	Public
		Caribou are occasionally harvested	1	Food and clothing	17	Food and clothing	16	Food and clothing	12
		Caribou are far away	1	Can sustain harvest	3	It's bad if they overpopulate	3	To have healthy animals	1
		Caribou are fewer	1	Grew up on caribou	3	A balanced size is good	3	Don't know	1
				Not coded	3	Our shopping/costs would go down	2	There are many people that want to eat caribou	1
				It's bad if they overpopulate	2	Overpopulation leads to mass deaths	2	Can sustain harvest	1
				Overpopulation leads to mass deaths	2	Part of Inuit Culture/Life	2	So I can harvest one	1
				Would not have to go great distances to get caribou	2	They are a learning resource/opportunity	2	So more harvest occurs	1
				Caribou need to exist/That caribou exist is good	1	It would be good if they are increased	1	Their habitat can sustain that	1
				So Inuit will be capable	1	To have healthy animals	1		
				Caribou are far away	1	Would no longer have to bring in caribou from other communities	1		
				Part of Inuit Culture/Life	1	There are many people that want to eat caribou	1		
				If they disappear, we can ship some in	1	I prefer Baffin Island caribou over mainland caribou	1		
				Caribou pass through here	1	Can sustain harvest	1		
				I like and want wolves	1	Would not have to go great distances to get caribou	1		
				I hunt	1	Care for the animal and it renews itself	1		
				Because of my job	1	I hunt	1		
				That's how it is usually	1	Overpopulation leads to decline, leaving the most capable to start again	1		
				Caribou would be closer to town, but then close to town may lead to restrictions	1	If there are too many, they would probably be misused	1		

I want to see some sort of caribou management	1	It seems good currently, but some hunters are coming back without catching anything	1
We should herd the caribou	1	People are even buying caribou meat now	1
Needs greater travel	1	Caribou are spread out	1
It will be what they start to increase from	1	It's a big habitat that caribou can occupy	1
Provided we harvest the occasional caribou and caribou don't go extinct, I'm okay with few caribou	1		
Baffin Island tends to have sparse populations, but there has to be a constant number	1		
If there are too many, they would probably be misused	1		
We don't control wildlife	1		
Would keep wolf numbers down	1		



a)



b)

Figure 14 Comparison of the current caribou population abundance to the a) preferred caribou population abundance and to b) the caribou population abundance tolerances of Inuk harvesters (grey) and the rest of the public (black).

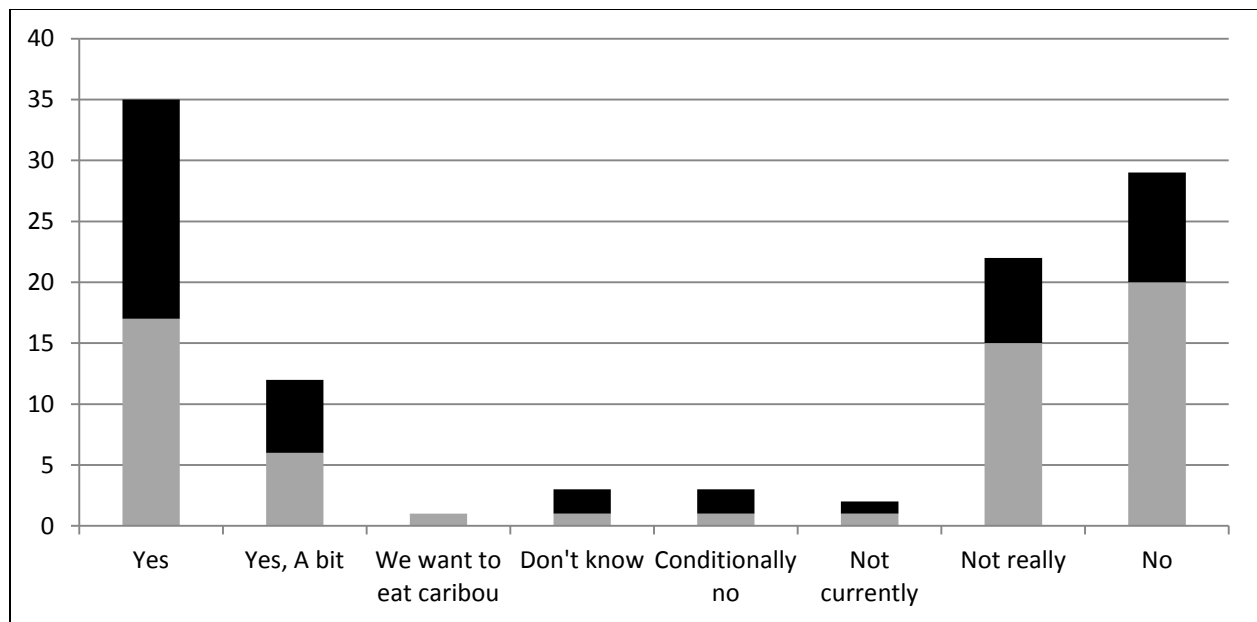


Figure 15 The concern Inuit harvesters (Grey) and the rest of the public (black) have about the future of Baffin Island caribou.

Table 6: The reasons for public and Inuit concern levels.

<b>Concerned</b>		
<b>Reason</b>	<b>Public</b>	<b>Inuit</b>
Caribou are fewer	11	4
Caribou are food	5	5
Resource development	4	3
Have to go greater distances now	2	2
Climate change	2	1
Caribou will still exist	1	1
Caribou sales and shipping	1	1
It's a cycle. Caribou are fewer but they will return	1	1
Future generations have to know as well that they're good food	1	1
It has been a long while since they've shown up in our land	1	1
We aren't disliked in Canada	1	1
Caribou food grows slowly, so, because of their food.	1	1
Hunting methods/abilities are improving	1	1
Unregulated harvesting	1	1
Communal/organized hunts	1	1
Caribou over harvest	1	1
Winter time female harvest	1	1
Pollutants	1	
Caribou need to exist for our benefit/the future	1	
Based on what I hear	1	
Nunavut population growth leads to disturbance	1	
If not managed properly, they will disappear	1	
<b>Not concerned</b>		
<b>Reason</b>	<b>Public</b>	<b>Inuit</b>
It's a cycle. Caribou are fewer but they will return	9	8
Caribou naturally shift distribution	5	5
I'm not a hunter	2	2
Caribou will still exist	2	2
We don't control/manage wildlife	2	2
Considering whole island	2	2
It doesn't really affect me.	2	
Not concerning	1	1
Caribou are fewer	1	1
Caribou are someplace else	1	1
Caribou are following their food	1	1
Caribou don't appear to be becoming depleted	1	1
It would be their regulation, not mine	1	1

Caribou are letting their food regrow	1	1
They occasionally disappear	1	1
All wildlife follow their environment	1	1
Because of the low harvest	1	
<b>Not really</b>		
<b>Reason</b>	<b>Public</b>	<b>Inuit</b>
It's a cycle. Caribou are fewer but they will return	6	6
Caribou naturally shift distribution	2	2
Caribou are someplace else	2	2
Don't know	1	1
Caribou quota	1	1
Population regrows quickly when the harvest is lowered	1	1
I have not really heard about them	1	1
They survive on the land.	1	1
We don't control/manage wildlife	1	1
Caribou are close by here	1	1
I wait until I'm invited to go hunting.	1	1
Caribou benefits	1	1
A famine has been foretold	1	1
They are still found where they use to be found	1	1
Successful harvests	1	1
There is no poison in the environment	1	1
we're able to order from other places	1	1
there are occasionally caribou	1	1
wildlife become used to things	1	1
I can't do anything about it.	1	1
<b>Yes, a bit</b>		
<b>Reason</b>	<b>Public</b>	<b>Inuit</b>
Caribou are fewer	3	3
Nunavut population growth leads to disturbance	2	2
Resource development	2	2
It's a cycle. Caribou are fewer but they will return	2	2
Concerned for our future	1	1
Caribou naturally shift distribution	1	1
Caribou sales and shipping	1	1
Disease	1	1
Research impacts	1	1
Rising cost of living	1	1

Conditionally no		
Reason	Public	Inuit
Resource development	1	1
Provided that mining doesn't go all over the island	1	1
Provided there's close harvest monitoring	1	
Don't know		
Reason	Public	Inuit
If there's some, there'll be some. If there's none, there'll be none	1	1
Have to go further, but still healthy	1	
Not currently		
Reason	Public	Inuit
Not concerned, but perhaps in the future	1	1
Caribou habitat exists	1	1
We want to eat caribou		
Reason	Public	Inuit
Caribou are food	1	1



Table 7 Suggested content for a possible Baffin Island caribou management plan from the general public and from Inuk harvesters.

<b>No Input</b>
Don't know
Nothing
Can't respond when it's not actually present
Have to reflect on it further
Unclear record of response
<b>Harvest</b>
Have harvest limits
Don't restrict harvest
Don't overhunt. Just get what you need.
Sex-selective harvest
Permit a low harvest.
Have controls
Have hunters determine how many they want to catch
Harvest seasons
Environmental controls
Harvest restrictions would lead to arguments
Monitor population and base the harvest on the results
<b>Research</b>
Conduct research
Limit research
Research impacts caribou
It's good if they aren't researched - it would diminish the population further
Researchers need to be accompanied by knowledgeable people.
Be non-intrusive
No collaring/tagging
<b>Management Planning</b>
Don't develop a management plan
A management plan isn't a good thing because it would restrict harvest
When they become abundant again, unfortunate issues will occur because of a management plan. I am looking to my future, my children and grandchildren's future.
<b>Co-management/Local Involvement</b>
Work together
Locals need to be involved
Management plans only work if everyone is involved.

Multiple inputs
Non-beneficiaries have to be considered
Combine science and hunter knowledge
<b>Ungulate Import/Husbandry</b>
Move caribou to the area
Perhaps fences could be used
Put muskox on the island to compensate for caribou decrease.
Develop a farm
Let resident caribou grow there. Don't import caribou there.
<b>Communications</b>
Conservation education campaign
Explain better
Make habitat use and tagging information available to communities
Inform communities if there is research
Consultation plan
<b>Management Goal</b>
A revitalized caribou population
Maintain caribou
It would be good if there are many caribou
<b>Natural History/Caribou Ecology</b>
Migration patterns
Be aware of calving areas
Birth rate variability
Critical Habitat
<b>Management Plan Scope</b>
All kinds of things.
Strategies/Procedures
Financial aspects
The needs of people.
<b>Long-Term Planning</b>
Include plans for an abundant future
Caribou disappear and then return. Caribou will return.
<b>Inuit Priority</b>
IQ has to be the foundation

Inuit have to be the priority
Ask Inuit first
<b>Harvest Monitoring/Enforcement</b>
Monitor the quota
Prosecute poaching
<b>Miscellaneous Comments</b>
We don't control wildlife
While they are scarce, don't put attention to them.
Don't like the selling of country food
Kill the wolves
Wastage prevention
Reflect community differences
Nunavut Land Claims Agreement is integral to this
Where could we get caribou from?
Community feasts are greatly appreciated

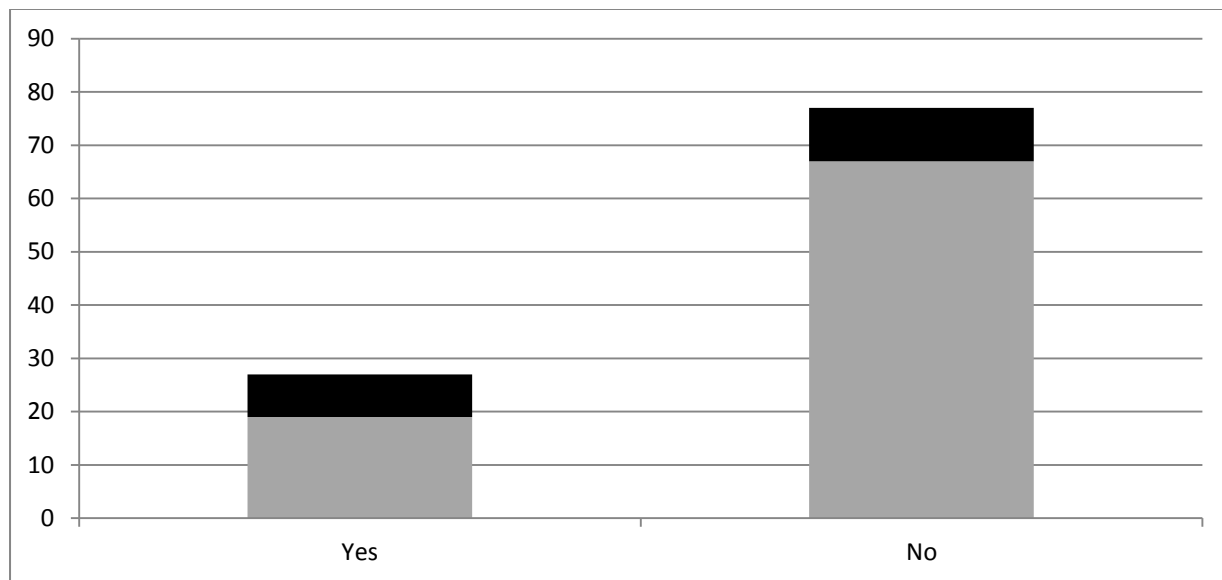


Figure 16 Prior awareness by Inuit (grey) and non-Inuit (balck) of the Nunavut Caribou Strategy

Table 8 Information sources for Department of Environment work.

<b>Information Source</b>	<b>Public</b>	<b>Inuit</b>
Radio or TV news	66	59
Newspaper articles	34	21
Community members, family or friends	21	13
Direct conversation with someone from DoE, or someone who worked at DoE	15	5
Other (Through Work, Public Notices, Don't hear of the Department of Environment, etc.)	14	12
Participation on one or more citizen groups (e.g. HTOs)	10	9
Public meeting or information session held by DoE	9	6
DoE's web page	7	2
From one or more citizen groups (e.g. HTOs)	5	5
mailing (and pamphlets)	4	3
Information from DoE is "common knowledge"	1	0

Table 9 Preferred Information Sources of the Public and Inuit

<b>Information Source</b>	<b>Public</b>	<b>Inuit</b>
Radio or TV news	39	35
Other (e.g. Letter, Email, Don't Know, Theatre/TV PSA, HTO, Hamlet, etc.)	24	19
Monthly "News Brief": project updates, contacts, calendar of events, and new documents	23	18
Short (1-2 pages), very focused (issue-specific) mailings, sent frequently	21	16
Longer, general informational mailings, sent periodically	17	13
Newspaper articles	14	8
Longer, general informational meetings, held periodically	13	12
Short, very focused meetings, held frequently	11	11
A direct conversation with a DoE representative	11	9
The DoE web site	9	5
Presentations at local clubs and organizations (such as HTOs)	7	4
A knowledgeable person in your community	1	0

Table 10 Best ways to get participation for the public and Inuit

<b>Participation Mechanism</b>	<b>Public</b>	<b>Inuit</b>
Through opportunities for you to give written comments.	26	19
Through public meetings where you can voice your comments.	21	20
Through opportunities for you to meet and talk informally with DoE staff.	17	13
Through a toll free telephone number you can call with your comments	15	15
Through a community group which discusses issues and concerns with DoE (such as HTOs).	15	13
Other (e.g. Don't know, Public Notice, Phone in show, Survey, Nothing, MLA, etc.)	14	12
Through a website for you to communicate with us.	11	8
Through opportunities for you to talk with independent experts.	2	0

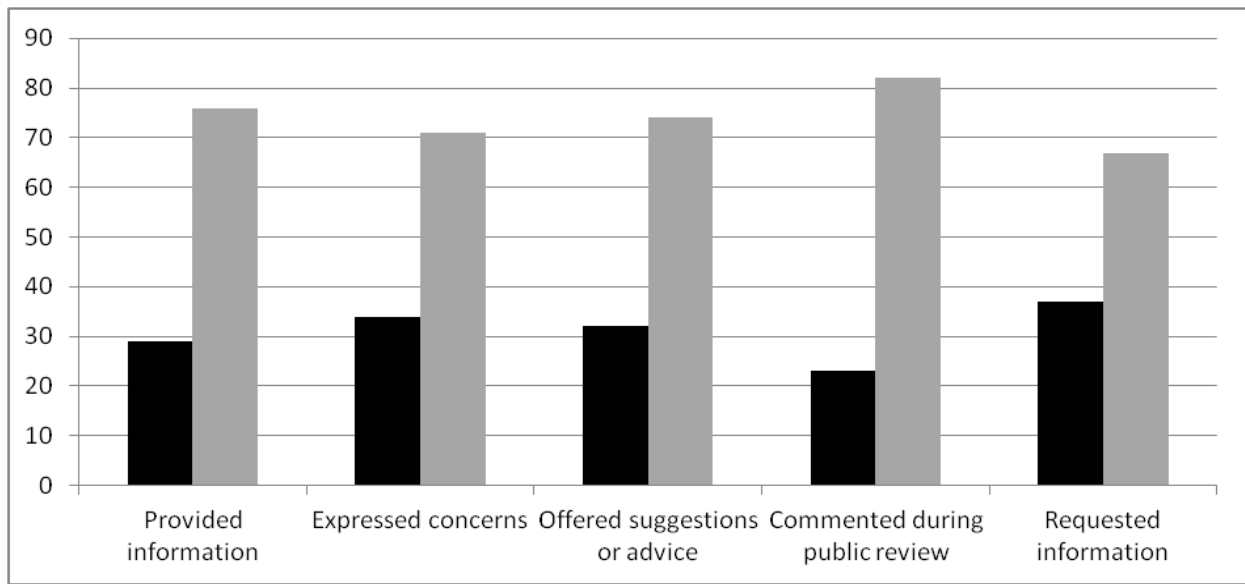


Figure 17 Information provision to the Department of Environment (Yes=Black, No=Grey)



Table 10: Reasons why people do not provide input to the Department of Environment.

Reason	Public	Inuit
Not interested	7	6
Don't know	6	6
Not involved	4	3
Don't really know about the Department	4	3
Don't hear from them	3	3
Don't think about the Department/it	3	3
I'm satisfied with them	3	2
Never needed to	3	1
I don't become aware	2	2
They've never come here	2	2
I become shy	2	2
I am not a harvester	2	2
New to here	2	1
Don't know who to communicate with	2	1
Too busy	1	1
Don't go to meetings	1	1
I've never spoken with/approached them	1	1
It seems useless to me to participate as a member of the public	1	1
We would be told that our input is not useable, that everything is fine	1	1
My input would not be used/valued	1	1
I hear of their activities, but I do not respond or speak with them	1	1
I had not even known them to be of service. Since my childhood, I had known them as restrictors	1	1
Hunters tell me	1	1
No opportunity to	1	
They've never asked me	1	
Not impacted	1	
No response	1	

## Discussion

In this report, we document public, Inuit and Inuit harvester perspectives in order to inform decision making processes related to the Baffin Island caribou population. We elicited input from the ten communities that have traditionally or currently harvest from the Baffin Island caribou population about:

- performance and trust of wildlife management
- participation with the Department of Environment
- their priorities for the Government of Nunavut, Department of Environment and wildlife managers
- Baffin Island caribou abundance and concern

### Hunting Culture in the Baffin Region

Most of the respondents to this survey indicated that they were hunters. Most respondents also indicated that they were caribou hunters, but the proportion of caribou hunters were less than the proportion of general hunters. This suggests that wildlife management actions would have a wide impact in these communities and that providing the general public with opportunities to provide input into decision making is appropriate. Further, many people indicated that they knew little about the Baffin Island caribou population, so it may be worthwhile to provide information to the public.

### Performance and Confidence in Wildlife Managers

All governance systems that were compared received an overall negative assessment. Amongst these, however, the wildlife management system was the most highly rated.

Caribou and polar bear management systems received negative assessments from respondents. Seal and migratory bird management systems received positive assessments from respondents.

The performance of elders, hunters and trappers organizations, and conservation officers received positive ratings while the performance of legislators, bureaucrats and scientists received the lowest ratings.

Elders, hunters and trappers organizations, and conservation officers were the most trusted wildlife management groups while the bureaucrats, legislators, and the Government of Nunavut were the least trusted wildlife management groups.

### Participation in Department of Environment

The Department of Environment was rated most highly for 'courteous treatment', 'providing understandable information', and 'explaining decisions'. The Department of Environment was rated most poorly for 'use of input', 'providing information', and 'making it easy to get involved'.

With both the performance and trust aspect, as well as the participation aspect, there seem to be similarities to the results found in Kotierk (2012). It would be interesting to start a meta-analysis on these to determine if patterns can be identified. This study occurred in the Baffin region of Nunavut

while Kotierk (2012) occurred in the Kivalliq region of Nunavut. It would also be useful to expand this study to the Kitikmeot region to see if there are similarities or differences in these results in that region as well.

As well, although these sort of monitoring is occurring, there is little analysis on the reasons that people provide the ratings that they do. It might be possible to look at community consultations and other sources of community perspectives to identify possible causes, but it might also be useful to conduct studies with different approaches, such as focus groups or additional interviews to examine underlying causes of people's perspectives.

## **Public Priorities**

### ***Government of Nunavut***

Overall, the highest priority that the public had for the Government of Nunavut was the cost of living. This was followed by education and housing. A significant proportion of people also indicated that they did not know what the Government of Nunavut should focus on. It also seemed that environmental issues were higher priorities as the fifth and sixth highest priorities.

As indicated in Kotierk (2012), the responses obtained may be a good indication of public priorities overall, particularly since the Government of Nunavut is involved in most aspects of Inuit lives. However issues that are important may still not have been mentioned if the public does not feel that the Government of Nunavut should be involved. For example, religion is an important aspect of many people's lives in some Nunavut communities, but it does not seem to appear as an issue that the Government of Nunavut should be involved in. Alternately, some issues may appear to be higher priorities than they are because of the focus of the survey. For example, knowing that this survey would be part of the information provided to decision makers, people may have raised wildlife management as the issue they think the Government of Nunavut should focus on the most. Despite these possible biases in the responses obtained, the approach of actively asking the public for their perspectives about a variety of issues may provide decision makers with more representative information about public perspectives.

### ***Department of Environment***

Overall, the public indicated that they did not know what the Department of Environment should focus on. However, concern about environmental protection and pollution were also high priorities from the public.

### ***Wildlife Managers***

Overall, the public indicated that they did not know what wildlife managers should focus on. However, research issues and polar bears were raised as priorities as well.

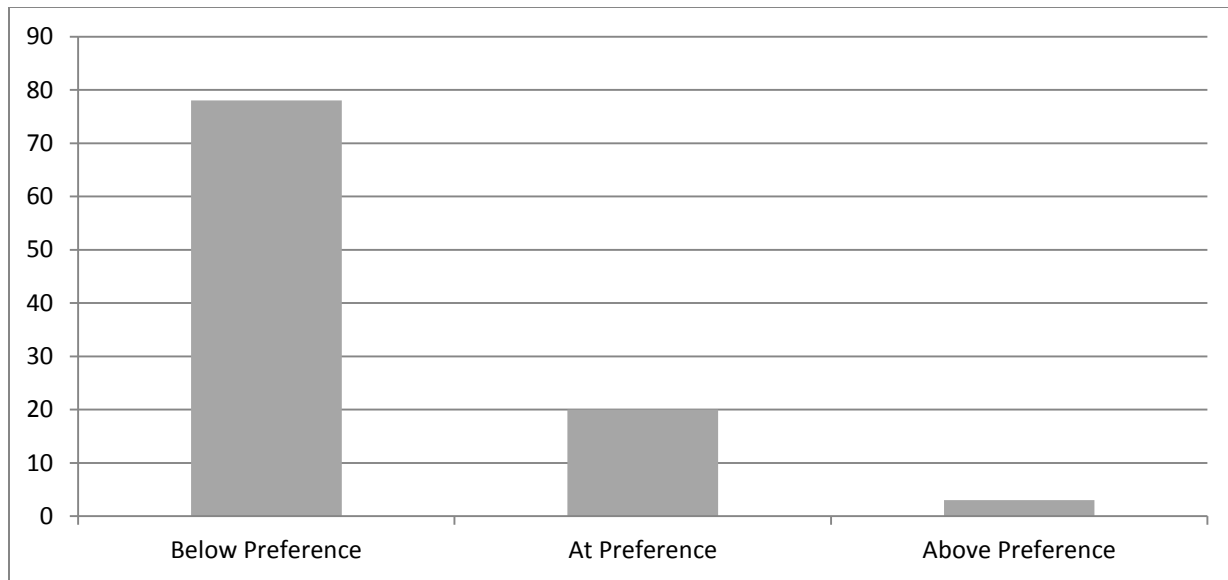
## **Caribou Abundance and Concern**

Most of the public indicated that they thought that currently there are few caribou (Figure 13a). Most people indicated that they preferred a medium-level of caribou abundance and not the highest caribou

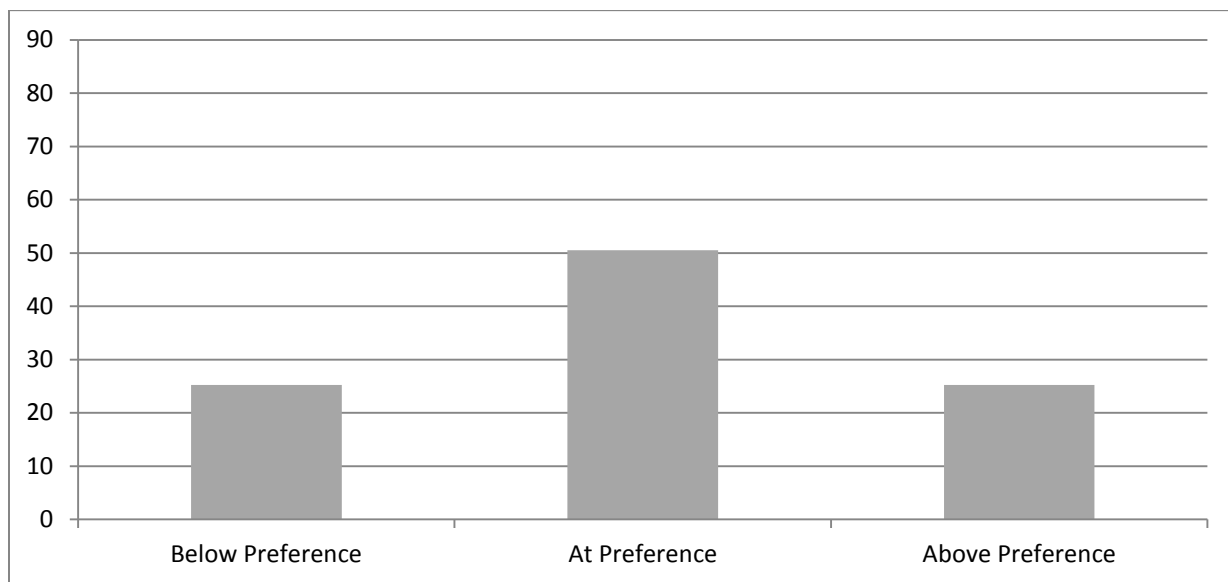
abundance possible (Figure 13b). For most respondents, the caribou population size is below their preference.

As discussed in Kotierk (2010), this information can be used in setting measureable management goals. For example, decision makers can ask if having a large proportion of society feeling that the current caribou population size is below their preferred population abundance level (Figure 18a) is satisfactory or not. If decision makers are not satisfied with that, they can then create other management goals – for example, decision makers may decide to have a management objective of a balanced society where most people feel the caribou population is at their preferred population size and an equal proportion of society feel that the caribou population size is below or above their preference (Figure 18b). Regardless of the management objective, decision makers can then work to reach those goals by taking management action, such as public education, development and implementation of a caribou management plan, harvest management and other tools. The effectiveness of the actions in reaching the societal goals can then be measured by subsequently determining societal perceptions again. Depending on the subsequent survey, corrections can be made or actions can be maintained as necessary.

There seemed to be a close division amongst those that were concerned about the future of the Baffin Island caribou population and those that were not concerned. This seems quite different from the result for the western Hudson Bay polar bear population in which most respondents were not concerned about the future of the polar bear population.



a)



b)

Figure 18 The (a) public sentiment with respect to the current caribou abundance and a possible management goal, (b) where the public is balanced, with some feeling like there are too few or too many caribou, and more feel like the caribou abundance is at their preferred abundance level.

It may be helpful for the Department of Environment to emphasize to the public and to Inuit the ways their decision making works, how public input is used, particularly with respect to scientific input, and how they respond to public concerns. How other jurisdictions undergo decision making – such as through the federal government’s framework for science advice (Government of Canada, 2000) may be helpful with respect to these issues.

### **Baffin Island Caribou Management Planning**

A choice was made to remove the number of respondents for each category because there were few responses within each category and the numbers would be weighted beyond their significance. Nevertheless, it still seemed apparent that a wide range of ideas for possible content of a Baffin Island caribou management plan were provided. One of the main themes seemed to be the need to integrate Inuit input and participation within the management plan.

### **Summary**

In summary, a public opinion poll conducted in Arctic Bay, Cape Dorset, Clyde River, Hall Beach, Igloolik, Iqaluit, Kimmirut, Pangnirtung, Pond Inlet and Qikiqtarjuaq, the Nunavut communities that have traditionally and currently harvest from the Baffin Island caribou population, solicited the public perspective regarding wildlife management performance and trust; and public participation efforts and priorities for the Government of Nunavut, Department of Environment and wildlife managers; Baffin Island caribou.

Most respondents indicated that they were harvesters. Most respondents, but fewer, indicated that they were caribou hunters.

Regarding performance and trust of wildlife management:

- All governance systems that were compared received an overall negative assessment. Amongst these, however, the wildlife management system was the most highly rated.
- Caribou and polar bear management systems received negative assessments from respondents. Seal and migratory bird management systems received positive assessments from respondents.
- The performance of elders, hunters and trappers organizations, and conservation officers received positive ratings.
- The performance of legislators, bureaucrats and scientists received the lowest ratings.
- Elders, hunters and trappers organizations, and conservation officers were the most trusted wildlife management groups.
- Bureaucrats, legislators, and the Government of Nunavut were the least trusted wildlife management groups.

Regarding public participation with the Department of Environment:

- The Department of Environment was rated most highly for ‘courteous treatment’, ‘providing understandable information’, and ‘explaining decisions’.
- The Department of Environment was rated most poorly for ‘use of input’, ‘providing information’, and ‘making it easy to get involved’.

Regarding people's priorities:

- The Government of Nunavut should focus on the cost of living, education and housing.
- The Department of Environment should focus on environmental protection and pollution. The most common response however was 'Don't know'.
- Wildlife managers should focus on research and polar bears. Similar to the Department of Environment, the most common response was 'Don't know'.

Regarding caribou, most respondents indicated that:

- There are currently 'few' caribou.
- They prefer that there are 'some' caribou.
- The caribou abundance level is below their preference.
- The caribou abundance level is within their tolerance.

With respect to the concern that respondents had for the future of the Baffin Island caribou population, those that were not concerned were slightly greater than those that were concerned. Reasons for concern included the low caribou abundance and the utility value of caribou for people. Reasons for non-concern included the cyclic nature of caribou population fluctuations and the natural shift in distribution that caribou undergo.

Respondents provided a wide range of ideas for possible content of a Baffin Island caribou management plan.

With respect to past and future interactions with the Department of Environment:

- Most respondents indicated that they were not previously aware of the Nunavut Caribou Strategy.
- 'Radio and TV news' was both the main information source and the preferred information source regarding the Department of Environment.
- The preferred mechanisms to participate with the Department of Environment were 'Through opportunities to give written comments', and 'through public meetings where you can voice your comments'.
- Most respondents indicated that they do not provide input to the Department of Environment.

These results could be used in informing decision-making in Nunavut and measuring the impacts of those decisions. It may be possible to learn more about this by examining how other jurisdictions, such as the Canadian federal government, integrate societal values and opinions into decision-making (Government of Canada, 2000).

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## Appendix

### Survey Instrument

Interview: \_\_\_\_\_

Interviewer: \_\_\_\_\_

Date: \_\_\_\_\_

Start Time: \_\_\_\_\_

1: DO NOT READ: Note Gender of Respondent

Male.....1

Female.....2

### Environment Questions

2: Thinking of the issues facing Nunavut today, which ONE do you think the Government of Nunavut SHOULD focus on most?

3: Thinking of the issues facing Nunavut today, which ONE do you think the Department of Environment SHOULD focus on most? \*

\* If the respondent doesn't seem to know what the Department of Environment does, explain that they are active on Environmental Assessments, Climate Change, Wildlife Management, Parks and Fisheries and Sealing.

4: Thinking of the issues facing Nunavut today, which ONE do you think wildlife managers SHOULD focus on most?

## Social Carrying Capacity

5: Currently, how abundant are caribou?

	Caribou abundance	Currently, it's like this
1	There are no caribou.	
2	There are few caribou.	
3	There are caribou.	
4	There are many caribou.	
5	There are the most caribou.	

Why do you feel that there are \_\_\_\_\_?

6: Which is your preference?

	Caribou abundance	My preference is
1	There are no caribou.	
2	There are few caribou.	
3	There are caribou.	
4	There are many caribou.	
5	There are the most caribou.	

Why is \_\_\_\_\_ your preference?

7: Which is the fewest you want? Would it be okay for you if...

	(Read one by one until they say "yes")	The fewest I want is (Yes/No)
1	There are no caribou.	
2	There are few caribou.	
3	There are caribou.	
4	There are many caribou.	
5	There are the most caribou.	

8: Which is the most you want? Would it be okay for you if...

	Read one by one until they say "yes")	The most I want is
5	There are the most caribou.	
4	There are many caribou.	
3	There are caribou.	
2	There are few caribou.	
1	There are no caribou.	

9: Are you concerned about the future of this caribou population?

9a: Why or why not?

10. Prior to this survey, have you heard of the Nunavut Caribou Strategy, Working Together for Caribou?

Yes ☐

No ☐

Don't know ☐

11. A management plan may be needed for the Baffin Island caribou population. For you, what do you think should be in a Baffin Island caribou management plan?

\*\*\*If asked what a management plan is, or if indicated that they don't know what a management plan is: A management plan is a document that outlines goals, describes approaches and procedures to management, describes the current state of the population and information needs and outlines the roles and responsibilities of stakeholders.

12. Do you have any other comments about caribou?

## Confidence

13. Please tell me how satisfied you are with:

	VERY SATISFIED		NEITHER SATISFIED NOR DISSATISFIED	VERY DISSATISFIED		DK
A. The wildlife management system	1	2	3	4	5	9
B. The environmental assessment system	1	2	3	4	5	9
C. The educational system	1	2	3	4	5	9
D. The health and social services system	1	2	3	4	5	9
E. The justice system	1	2	3	4	5	9

14. Please tell me how satisfied you are with:

	VERY SATISFIED		NEITHER SATISFIED NOR DISSATISFIED	VERY DISSATISFIED		DK
A. The caribou management system	1	2	3	4	5	9
B. The polar bear management system	1	2	3	4	5	9
C. The ringed seal management system	1	2	3	4	5	9
D. The migratory bird management system	1	2	3	4	5	9
E. The caribou management system	1	2	3	4	5	9

15: Generally speaking, how would you rate the performance of the following groups in terms of wildlife management? Please respond on a 5-point scale where 1 means terrible, 5 means excellent, and 3 is neither good nor bad.

	Terrible		Neither	Excellent		Refused / DK
a. Government of Nunavut	1	2	3	4	5	9
b. Nunavut Wildlife Management Board	1	2	3	4	5	9
c. Hunters and Trappers Organizations	1	2	3	4	5	9
d. Legislators/Politicians	1	2	3	4	5	9
e. Bureaucrats	1	2	3	4	5	9
f. Scientists	1	2	3	4	5	9
g. Conservation Officers	1	2	3	4	5	9
h. Elders	1	2	3	4	5	9
i. Regional Wildlife Organizations	1	2	3	4	5	9

16: When it comes to dealing with wildlife management, how much trust do you have in the following groups to do what is right? Please rate your response on a 5-point scale where 1 is no trust at all, 5 is a great deal of trust, and 3 is moderate trust.

	No trust at all		Moderate trust	Great deal of trust		Refused /DK
a. Government of Nunavut	1	2	3	4	5	9
b. Nunavut Wildlife Management Board	1	2	3	4	5	9
c. Hunters and Trappers Organizations	1	2	3	4	5	9
d. Legislators/Politicians	1	2	3	4	5	9
e. Bureaucrats	1	2	3	4	5	9
f. Scientists	1	2	3	4	5	9
g. Conservation Officers	1	2	3	4	5	9
h. Elders	1	2	3	4	5	9
i. Regional Wildlife Organizations	1	2	3	4	5	9

## Participation

17: How do you rate the Department of Environment at each of the following?

	Very Bad			Very Good		Refused / DK
a. Providing the information you need.	1	2	3	4	5	9
b. Giving you accurate information.	1	2	3	4	5	9
c. Making the information easy to understand.	1	2	3	4	5	9
d. Earning your trust.	1	2	3	4	5	9
e. Making it easy to get involved.	1	2	3	4	5	9
f. Understanding your concerns.	1	2	3	4	5	9
g. Responding to your concerns.	1	2	3	4	5	9
h. Treating you courteously.	1	2	3	4	5	9
i. Having a fair decision making process.	1	2	3	4	5	9
j. Using your input.	1	2	3	4	5	9
k. Explaining decisions	1	2	3	4	5	9

18: How have you learned about Department of Environment work? (Check all that apply)

- ☐ mailings
- ☐ Newspaper articles
- ☐ Radio or TV news
- ☐ Community member, family or friends
- ☐ DoE's web page
- ☐ Public meeting or information session held by DoE
- ☐ Direct conversation with someone from DoE, or someone who worked at DoE
- ☐ Information from DoE is "common knowledge"
- ☐ Participation on one or more citizen groups (e.g. HTOs)
- ☐ Other \_\_\_\_\_

19: How would you prefer to receive information? (Check the ONE you most prefer)

- ☐ Monthly "News Brief": project updates, contacts, calendar of events, and new documents
- ☐ Short (1-2 pages), very focused (issue-specific) mailings, sent frequently
- ☐ Longer, general informational mailings, sent periodically
- ☐ Newspaper articles
- ☐ Radio or TV news
- ☐ A knowledgeable person in your community
- ☐ The DoE web site
- ☐ Short, very focused meetings, held frequently
- ☐ Longer, general informational meetings, held periodically
- ☐ A direct conversation with an DoE representative
- ☐ Presentations at local clubs and organizations (such as HTOs).
- ☐ Other \_\_\_\_\_



20: What is the best way to get your participation? (Check the ONE you most prefer)

- ☐ Through opportunities for you to give written comments.
- ☐ Through public meetings where you can voice your comments.
- ☐ Through opportunities for you to meet and talk informally with DoE staff.
- ☐ Through a toll free telephone number you can call with your comments.
- ☐ Through a community group which discusses issues and concerns with DoE (such as HTOs).
- ☐ Through opportunities for you to talk with independent experts.
- ☐ Through a web site for you to communicate with us.
- ☐ Other \_\_\_\_\_

21: Please tell us whether you have ever:

- |   |     |    |
|---|-----|----|
| a. Provided information to Department of Environment.                                 | YES | NO |
| b. Expressed your concerns to Department of Environment.                              | YES | NO |
| c. Offered suggestions or advice to Department of Environment.                        | YES | NO |
| d. Given Department of Environment comments on materials available for public review. | YES | NO |
| e. Requested information from Department of Environment .                             | YES | NO |
- If "no" to all of the above, why not?

22: Is there anything else you would like to tell us about wildlife management in your area?

## Demographics

23: In order to help us group your answers with those of other people in this survey and to improve future research, we would like to ask you some general questions. Please be assured that all responses will remain completely anonymous and absolutely confidential. What is your date of birth or age?

- Day/Month/Year
- REFUSE/DK

24: Are you an Inuk or a Nunavut Land Claims Agreement Beneficiary?

DK

NA

25: Would you call yourself a hunter?

- ☐ 1. YES
- ☐ 2. NO
- ☐ 8. DON'T KNOW
- ☐ 9. NA

26: Would you call yourself a caribou hunter?

- ☐ 1. YES
- ☐ 2. NO
- ☐ 8. DON'T KNOW
- ☐ 9. NA

27: How much would you say you know about caribou on Baffin Island?

- ☐ A great deal
- ☐ A moderate amount
- ☐ A little
- ☐ Nothing

28: What is your current employment status? (READ LIST)

- Working full time (35 or more hours a week)
- Working part-time (less than 35 hours a week)
- Self employed
- Unemployed but looking for work
- Attending school, full time/ A Student
- Retired
- Not in the work force (full-time home maker/Unemployed but not looking for work)
- Disability
- (DO NOT READ) Other (Specify)
- Don't know
- Refused

29: Which of the following categories best describes your total household income? That is, the total income of all persons in your household combined, before taxes? [READ LIST]

- Under \$30,000
- \$30,000 to \$50,000
- \$50,000 to \$80,000
- \$80,000 to \$100,000
- \$100,000 and over
- (DO NOT READ) Don't know
- (DO NOT READ) Refused

30: What is the highest level of education that you have reached? READ - CODE ONE ONLY

- Some high school or less,
- Completed High school
- Some college/CEGEP
- Completed college/CEGEP
- Some University
- Completed Undergraduate Degree
- Completed Professional Degree (Such as Doctor, Lawyer, Engineer)
- Some or Completed a Post Graduate Degree
- - VOLUNTEERED (No schooling )
- - VOLUNTEERED Other (SPECIFY)
- - VOLUNTEERED Refused

31: What is your mother tongue? That is, the language you first learned as a child and still understand?

- Inuktitut
- English
- French
- Other (Specify)
- DK/REF.

32: Does your household own a phone?

NO

YES

- Is your phone listed in the phone book? YES NO

33: Does your household have internet?

NO

YES

34: That's all of our questions. Do you have any other comments?

35: DO NOT READ. Record Primary Language of Survey  
Inuktitut.....1  
English.....2  
French.....3

**End Time:**\_\_\_\_\_