

**Evaluation of the effects of industrial activities on the personal safety of
Indigenous and non-Indigenous women and girls and 2SLGBTQIA+
persons in Yukon**

Literature Review

Submitted by:

Vector Research
Hanson and Associates
Jen Jones Consulting

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Revised: the acronym LGBTQ2S+ was updated to 2SLGBTQIA+ throughout the document in 2025

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1 INTRODUCTION

YESAB assessors have relied on academic research and grey literature including *Reclaiming Power and Place: The Final Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls* (MMIWG Report) (National Inquiry into Missing and Murdered Indigenous Women and Girls, 2019) to inform their understanding of industrial project effect pathways, adverse effects, as well as the significance of industrial activities on the personal safety of Indigenous and non-Indigenous women and girls and 2SLGBTQIA+ persons.

Examples of when YESAB assessors have defined personal safety as a valued socio-economic component are found in the following projects:

Kudz Ze Kayah EC Screening	Assessors describe personal safety to encompass violence against women and gender and sexual minorities, worksite harassment, and community violence. Violence extends to women and affected families in the community and within the worksite with focus on harassment and abuse towards women and 2SLGBTQIA+ persons.
Dempster Fibre Optics DO Evaluation	Clarification of the proponent's safety program was requested. The proponent was asked to include consideration of worksite harassment and violence, substance use and abuse, verbal and physical abuse, and travel safety. Proponent was also asked to clarify how all genders are accommodated in camp, number of people in a sleeping trailer, number of persons who had their own rooms, and if bedrooms and toilets are separated by gender.
Henderson & Dime Properties Project Questions to Proponent DO	Assessors inquired about the socio-economic effects on worker's health and safety and community well-being with four 30-person camps; the effect of isolated location on workers; the mitigations for worksite harassment and violence; the substance use and abuse policies; what is in place to ensure safety during travel to site and on site; and accommodation details.
Coffee Gold (2017- 0211) Executive Screening	Recommended Terms & Conditions specific to health and safety identify several recommendations including that the proponent develop harassment prevention training in consultation with a qualified expert, HR personnel be trained to effectively support employees who disclose sexualized violence, a First Nations mentor program to ensure First Nations women can voice their concerns, as well as consider gender equity/diversity in hiring and ensure the availability of EAP services for employees on when on site.

In the MMIWG Report (2019), industrial development is identified to drive violence against Indigenous women and girls in several ways. The report describes the effects of transient workers in communities, harassment and assault in the workplace, and the impact on families with rotational shift work, substance abuse, and economic insecurity. The MMIWG Report lists five Calls for Justice specific to resource extraction, industrial development, and assessment bodies (National Inquiry into Missing and Murdered Indigenous Women and Girls, 2019). Calls to Justice include the call to assessment bodies to complete gender-based socio-economic impact assessments. To be included in these assessments is an enhanced understanding of and attention to the relationship between industrial development and violence and Indigenous women, girls, and 2SLGBTQIA+ persons.

In this literature review, industrial development refers to placer and quartz mining, construction, highways, forestry, and oil and gas. The effects of industrial development on personal safety focus on the worksite, in workcamps, and in communities, and during all stages of development.

2 OVERVIEW OF EFFECTS

This section provides an overview of the effects on the personal safety of Indigenous and non-Indigenous women and girls and 2SLGBTQIA+ persons. Many of the effects are described more in-depth in Section 5. Key effects noted in the literature include:

Effects on Industrial Worksites

- gendered expectations of a job
- onsite bullying
- racism, homophobia, and sexism at the worksite
- outside contractors not accountable to company harassment policies and procedures
- lack of policies and procedures for reporting and addressing job place harassment, homophobia, racism, and sexual violence
- access to safe accommodations and bathrooms
- unsafe travel to and from sites
- sexualized violence onsite and off-site by workers and contractors
- mental stresses and depression linked to suicide
- double burden of gendered and racialized discrimination
- patterns of drug and alcohol use contribute to violence and culture of hyper-masculinity (sexism, homophobia, apathy, and disconnection from community)

Effects in Communities

- financial inequality including financial dependency on spouse
- barriers to participating in activities outside the home when spouse is working on site
- disruption to family structures with fly-in / fly-out workers
- breakdown of social networks and community social cohesion during contested or highly divisive development
- increase in sexual violence, rates of sexually transmitted infections and risk of the hepatitis C virus
- sex trafficking of girls and women when camps located near remote communities
- introduction of drug trade and/or heightened drug trade with new development
- risk of homelessness with change in economic situations in a community
- wage and job opportunity disparities
- increase in domestic violence with shift changes
- strained relationships and increased single parent families
- changes to relationships with nature and the land
- reduced time for cultural/land-based practices when a family member is away at camp
- decrease in family time
- community exposure to irritable and tired workers
- mental stresses and depression linked to suicide
- infidelity and marital friction

- patterns of drug and alcohol use contribute to violence and culture of hyper-masculinity (sexism, homophobia, apathy, and disconnection from community)
- impacts on children with prolonged absence
- exacerbation of addictions (substance, gambling) leading to financial problems
- change the way Indigenous women interact with the environment exacerbating existing traumas and decreasing resiliency
- harassment and predation of young women, particularly those working in retail

The context in which the effects of industrial development are assessed should consider:

Context on Industrial Worksites

- gender composition in the worksite (including management)
- knowledge of the assessment process by affected persons
- preconceived gender roles and complex and unequal power relations
- women often in lower paying jobs
- proportion of men and women hired on site
- lack of awareness of gendered approaches to policies in the worksite
- lack of monitoring of violence, worksite harassment, or turnover of women in low paying positions due to data collection limitations
- silencing of Indigenous women and 2SLGBTQIA+ persons through use of technocratic language and framing
- organizational culture
- diversity of stakeholders, workforce, organizational composition
- education opportunities negotiated through an impact and benefit agreement
- burden to report impacts on the affected person
- grievance mechanisms and protocols
- industry culture and understanding of gendered approaches, historical and intergenerational trauma, and the social, cultural, economic, and ecological context
- types of monitoring, who is monitoring, and sensitivity to the impacts on affected persons by individual monitoring
- remote nature of worksites (access restricted or difficult due to location)

Context In Communities

- low or no social support and services in rural Yukon communities
- low income among women living in rural communities
- high levels of substance abuse/use in Yukon
- lack of trust in law enforcement (RCMP)
- societal tolerance of violence against Indigenous and non-Indigenous women and girls and 2SLGBTQIA+ persons
- income inequities, complex and unequal power relationships within families, communities, and industrial site
- existing traumas including intergenerational trauma retriggered with additional traumas
- lack of safe transport between communities and Whitehorse
- access and control of resources (family income, house, car)
- lack of available housing
- effects of settler colonialism (e.g., trauma related to recent uncovered grave sites)

- legacy of Indian residential schools (trauma, family separation, education levels, etc.)
- crime rates

Other factors to consider when evaluating the effects of industrial activities on the personal safety of affected persons include:

- indicators used
- clarity and scope of grievance management program and implementation process
- community engagement techniques and frequency
- reporting of harassment/abuse is voluntary and likely to be under reporting
- lack of capacity to monitor gender-based violence or violence against affected persons

3 CONTEXT OF LITERATURE REVIEW

The information in this review is framed in the context of Yukon being home to 11 self-governing First Nations governments, three First Nation governments protected under Section 35 of the *Constitution Act*, and two transboundary Indigenous Nations with land rights in parts of Yukon. As no final agreements are in place with three First Nations, the extent to which YESAA applies is unclear.

Consideration of the context of this literature is useful to understand the relationship among industrial development, personal safety, Indigenous people's asserted relationship with the land, and their relationship to YESAA. The significance of the relationship with the land is raised in the MMIWG Report (2019) and is described as unique and complex. Academic and community literature identifies the land as a protective factor and significant to the health and well-being of Indigenous peoples (de Leeuw, Lindsay, & Greenwood, 2015; J. Jones, Nix, & Snyder, 2014).

The information presented in this literature review also recognizes the persistence of gender-blind assessment approaches and a culture in which Indigenous and non-Indigenous women and girls and 2SLGBTQIA+ persons experience structural and systemic oppression (Myette & Riva, 2021; Stienstra et al., 2016).

3.1 Terms Used in the Literature Review

Terms are defined here to clarify how personal safety is understood and described in this literature review. This literature review uses definitions of *sex* and *gender* from Walker, Reed, and Thiessen (2019) and *gender-based violence* (GBV) from (International Finance Incorporation World Bank Group, 2018).

Sex	The biological and physiological traits of a person or the biological construct of a person.
Gender	A category of roles, behaviours, and activities shaped by human activities, social practices and structures, and power dynamics
Gender Based Violence	Violence directed against a person based on gender. GBV is a breach to the rights of life, security, dignity and freedom from discrimination and physical and mental harm.

2SLGBTQIA+

Acronym for Two-Spirit, lesbian, gay, bisexual, transgender, queer/questioning, intersex, asexual and others. Acronyms used to describe non-binary communities are subject to change and project evaluations should reflect these changes.

4 METHODOLOGY

This literature review seeks to inform:

- types of information that proponents should be expected to provide in order for YESAB assessors to adequately assess effects to personal safety;
- community-specific data available to assist YESAB assessors measure the magnitude of effects to personal safety; and,
- current best practices/emerging practices and recommendations to mitigate effects to personal safety in a community and the workplace.

A keyword search was conducted using Google Scholar. Academic and grey literature focusing on northern Canada were sought. A search string was developed consisting of the key words informing the objective of this study. A total of 123 articles were identified. After duplicates, articles not published in English or publicly accessible, identified as a thesis, or focused on the global south were removed a total of 68 articles were reviewed.

Search String:

"Indigenous women" OR "Indigenous girls" OR LGBT OR queer OR gender AND "resource development" or "resource extraction" OR mining OR "oil and gas" OR "industrial development" AND "personal safety" OR impacts OR effects AND "gender-based analysis"

A web-based environmental scan for industry-related documents focused on gender, harassment, Indigenous women and 2SLGBTQIA+ persons was also conducted. Interview participants were also consulted with several participants identifying documents to review.

Of significance, several literature reviews focused on industrial development and gender have been published since 2018. These reviews were used to complement the literature selected and are:

- Bradford, L., Walker, H., Fletcher, A., & Reed, M. (2018). Scoping review of GBA+ implementation and practices in six priority areas for ECCC.
- Hogeveen, D., Gislason, M., Hussey, A., Western, S., & Williams, A. (2020). Gender Based Analysis Plus: A knowledge synthesis for the implementation and development of socially responsible impact assessment in Canada.
- Myette, E., & Riva, M. (2021). Surveying the complex social-ecological pathways between resource extraction and Indigenous Peoples' health in Canada: A scoping review with a realist perspective. *The Extractive Industries and Society*, 100901.
- Native Women's Association of Canada. (2015). *Resource Development Sector Barriers and Opportunities: Summary of the Findings of the Aboriginal Women Literature Review and Survey Results*. Retrieved from <https://www.nwac.ca/wp-content/uploads/2015/05/FINAL-Resource->

Development-Sector-Barriers-and-Opportunities-Aboriginal-Women-Summary-of-Findings.pdf

- Pauktuutit Inuit Women of Canada. (2020). *Ensuring the safety and well-being of Inuit women in the resource extraction industry: A literature review*. Retrieved from <https://www.pauktuutit.ca/wp-content/uploads/Litterature-Review-V9-updated.pdf>
- Tekinbas, E., & Kalowatie, D. (2021). *Gender in Mining Governance: An Annotated Bibliography for Large-scale Mining*.

5 SUMMARY OF EFFECTS

5.1 Defining Personal Safety

YESAB assessors have defined personal safety as “the condition of being safe from physical harm and psychological harm. It involves freedom from worry about physical safety as well as being victimized by hostility, aggression, and harassment”. Definitions like YESAB’s are commonly found in the literature. A small body of the literature describes how a culture of discrimination, including structural inequities, systemic gender bias, and racism, persists and affects the personal safety of Indigenous and non-Indigenous women and girls and 2SLGBTQIA+ persons.

In a guide to conducting gender impact analysis, the Victoria State Government (n.d.) identifies the need to consider that Indigenous and non-Indigenous women and non-binary individuals experience spaces differently. This means general definitions of personal safety may overlook the experiences specific to these populations. Academic literature notes that applying generalized frameworks omits and silences the individualized experiences of Indigenous and non-Indigenous women and 2SLGBTQIA+ persons (Hoogeveen, Gislason, Hussey, Western, & Williams, 2020; Myette & Riva, 2021; Walker et al., 2019).

Many academic and community authors apply an intersectional approach. An intersectional approach considers the different aspects of a person's identity in order to expose the overlapping forms of discrimination and marginalization¹. The B.C. Environmental Assessment Office (2020) guidelines to assess the effects of industry on human and community well-being explain that some individuals or groups may be more vulnerable to adverse effects of industrial projects while others may be positioned to realize positive outcomes. Figure 1 shows how an intersectional approach considers multiple factors that may overlap and inform the experiences of one individual. Not considered in the following image but important to understanding the effects of industrial development on Indigenous women and girls are the structural effects of colonization (CRIAW-ICREF, 2016). Also missing from the figure below is conceptualizing how power mediates these factors and shapes health outcomes.

¹ see Crenshaw (2017) for details of intersectionality as a theory to understand impacts of multiple sources of oppression



Figure 1. Example of multiple factors that can influence outcomes².

5.2 Impacts on Indigenous and Non-Indigenous Women and Girls

5.2.1 *Impacts Experienced on the Worksite*

Worksite and job conditions are already difficult, dependent on the type of industry or work, the remoteness and living conditions of the site, distance from and accessibility of services and resources, and the size and gender composition of the workforce on-site and in camp (Stienstra, Manning, & Levac, 2020; Walker et al., 2019). Although noted to be changing, industrial worksites continue to be male-dominated workplaces. They are identified as hyper-masculine environments where outbursts of aggression put women's personal safety at risk (Eftimie, Heller, & Strongman, 2009; Kuokkanen, 2018).

In Canada, female labour force participation on industrial worksites remains low. Perks and Schulz (2020) report that women comprise 17% of the labour force in large-scale mines. Academic literature reports that women are perceived as token hires and experience isolation from other women, adversely contributing to poor mental health and self-esteem (Sharma & Rees, 2007). In turn, a poor sense of self is a risk factor for risk to personal safety.

Although worksites are dry and most workcamps have no alcohol or no substance use policies, there continue to be drug and alcohol abuse patterns. This behaviour contributes to violence against women. Furthermore, drug and alcohol use exacerbate sexist and homophobic behaviours on the worksite (G. Gibson, Yung, Chisholm, Quinn, & with Lake Babine Nation and Nak'azdli Whut'en, 2017). Amnesty International (2016) reports that the combination of stressful work and living environments, physical isolation, and persisting drug and alcohol use/abuse create environments in which women are at risk of verbal and sexual harassment.

² Original image from Government of Canada's GBA+: <https://women-gender-equality.canada.ca/en/gender-based-analysis-plus.html>.

Despite increased industry awareness and attention to harassment policies³, the incidences of sexual assault and/or harassment on worksites and in workcamps persist. An unsafe workplace or place to sleep while on site is compounded by a lack of knowledge by workers (all genders and sexes) of women's rights and workplace policies (Pauktuutit Inuit Women of Canada, 2005). The literature identifies that knowledge of reporting procedures, sexual assault and harassment policies, as well as access to support programs and sexual and reproductive health resources, are often not conveyed to workers (Witt, Vivoda, Everingham, & Bainton, 2017). Not knowing on-site safe locations for women, safe individuals to report to, or how to report an incident of harassment or assault places women at risk of adverse outcomes to their safety. Pauktuutit Inuit Women of Canada (2020) report in their review of gender violence and extractive development that, although harassment policies are often in place, definitions of what constitutes harassment or abuse are not clear. This results in ambiguity about what is to be reported, how offences are addressed, and who is responsible for dealing with the allegations. Worksite incidences of abuse often go unreported because of fear of reprisal from the perpetrator or others on-site, and losing a job (Pauktuutit Inuit Women of Canada, 2020).

Saxinger (2021) reports that women and girls newer to the job site and younger women in the camp are particularly vulnerable to adverse impacts on their personal safety. These women may not be as aware of the roles they need to play, the clothes they need to wear, or where in camp they need to be to be safe from harassment or violence. Knowledge of incidences of worksite harassment, assault, or attempted assault by a male perpetrator is dependent on women passing information amongst one another.

Lack of access to safe transportation is a barrier for women trying to access reproductive services or social supports located off-site, particularly when sites are remote with limited road access (G. Gibson et al., 2017; Liard Aboriginal Women's Society, 2021a). Literature citing industrial workplace harassment also identifies the need for safe transportation to and from the worksite (Prospectors & Developers Association of Canada, n.d.). Transportation studies cite women as being 'transit captives'. This term describes situations where women have limited transportation options from one location on site to another location. Although there is scant evidence (likely a factor of non-reporting of incidences of worksite harassment), anecdotal evidence reveals that women experience unsafe transportation on worksites⁴.

Mobility and harassment literature is working to increase awareness of sexual harassment in all modes of public transportation, including vehicles used on worksites to transport staff (Ding, Loukaitou-Sideris, & Agrawal, 2020). Ding et al. (2020) argue that confined spaces and environments that are both difficult to control and monitor and vehicles used to move individuals around a workshop are places where women are at risk of verbal and sexual harassment.

The type of worksite employment is a factor in a person's safety. Indigenous women report being employed in lower-paid jobs or unskilled positions (Pauktuutit Inuit Women of Canada, 2020). These positions often result in women working alone or in isolated buildings putting them at risk of experiencing violence or harassment. In *Never Until Now* (Liard Aboriginal Women's Society, 2021a), Indigenous women reported experiencing degrading treatment when employed in positions such as housekeeping, janitorial services, and in the kitchen as cooks or cook's helpers. Women are often alone

³ Access to industry developed harassment policies or safety plans is limited. Policies are identified as proprietary and interviews with industry representatives reveal unwillingness to share individual policies, programs, and mitigation plans.

⁴ Literature on personal safety and transportation on the worksite was investigated after hearing from three women on specific incidences of harassment—male colleagues openly watching porn on their phones while on route to camp; concern about getting into a company vehicle alone with a male counterpart to travel to another site within the worksite.

and without having in their possession the tools to notify authorities if they experience harassment or abuse. In the MMIWG Report (2019), women report having to clean up human fecal matter in the male bathroom or being cornered in tight spaces like bathrooms and kitchen sheds by male workers. While the aforementioned is often considered a health issue, this experience contributes to emotional fatigue, psycho-social stress and the heightening of divisions between 'site workers' (men) and housekeeping and kitchen staff (women) (Walker et al., 2019; Witt et al., 2017).

5.2.2 Impacts Experienced in Communities

The literature does not clearly define what constitutes a community affected by industrial development. However, studies show that the personal safety of Indigenous and non-Indigenous women and girls is affected when they live nearby industrial sites, live or work at a point of landing/departure for fly-in/fly-out (FI/FO) workers, or they or their spouse is employed at an industrial site.

Accountable Mining (Transparency International Canada, 2020), along with academic literature (e.g., Bond & Quinlan, 2018) and community authors (e.g., Liard Aboriginal Women's Society, 2021b), identify mining to have a disproportionately negative effect on the personal safety of Indigenous women living in communities nearby industrial development. Many impacts to personal safety are cited to be alcohol and drug related (Hoogeveen et al., 2020; Stienstra et al., 2016). During the construction phase of a mine, communities in Northern British Columbia reported an increase in drugs being available in the community and at the worksite (G. Gibson et al., 2017). The increased presence of drugs and alcohol in a community correlates with increased incidences of gender-based violence in the home and wider community (Manning, Nash, Levac, Stienstra, & Stinson, 2018).

Although industrial activities offer economic security for women, increased employment opportunities provided by nearby industrial sites are reported to also contribute to power imbalances in the home (Amnesty International, 2016; G. Gibson et al., 2017; Hill, Madden, & Collins, 2017). Situations where women are at home and unable to access the increased economic security that a spouse accumulates because of working on an industrial site can result in women being more at risk of economic precarity. The economic dependence of a woman on her spouse is noted to sustain gendered relationships in the home resulting in women staying in the relationships even when they are abusive (Sharma & Rees, 2007). There are other risks when women have access to increased economic security with industry-related employment. They may be at risk of gender-based violence when a partner or other community members become jealous of that financial security (Prospectors & Developers Association of Canada, n.d.).

With nearby industrial development, the literature reports an increase in domestic violence and family conflicts tied to family breakdowns and divorce when a spouse is working at a remote worksite (Hoogeveen et al., 2020). Family separation or divorce are linked to either infidelity by a spouse living on-site in camp or by the spouse who lives at home (Czyzewski, Tester, Aaruaq, & Blangy, 2014; Hoogeveen et al., 2020). Shift work schedules are also noted to adversely affect relationships (Walker et al., 2019). Gossip about a spouse's behaviour, either the spouse at camp or the spouse at home, is also reported to lead to toxic behaviours, like gossip and shaming, that affect family harmony and community cohesion (Saxinger, 2021).

Communities located near development and/or a landing point for FI/FO workers are reported to witness an increase in the sex trade and sex trafficking (G. Gibson et al., 2017; Hoogeveen et al., 2020). Sex work is reported to be a form of additional income for women, girls, and young men when there is an influx of men coming into town from nearby camps (Shandro et al., 2014). Behaviours and values associated with the male-dominated industrial development culture are tied to more significant risks of physical violence for women, girls, and young men involved in the sex trade (Manning et al., 2018). G.

Gibson et al. (2017) report that communities in northern B.C. expressed concern about vulnerable young men and women being drawn into the sex trade.

Noted in the literature is a persistence of a hyper-masculine culture on industrial worksites (Eftimie et al., 2009; Saxinger, 2021). In research conducted with Inuit women living near the Meadowbank Mine, it was reported that existing issues of gender-based violence, substance misuse, gambling, racism, and swearing existed within communities (Czyzewski et al., 2014). Community members raised concern that there was a noticeable spillover of the worksite's male-centric culture into the home and community, intensifying existing issues. 'Importing norms' from male-dominated or culturally male industrial sites into a community is what Saxinger (2021) refers to when explaining the 'spatial triad' of home-journey-workplace/camp'. Within this triad, behaviours perpetuated (or ignored) on an industrial worksite can be replicated in communities that workers live in or visit, often with adverse impacts on women and children (Czyzewski et al., 2014).

The effects on communities with an influx of transient workers, whether on break from camp/work or requisitioning parts and supplies, are associated with increased violence against women and women feeling unsafe on the streets (Stienstra et al., 2016). The literature reports that transient workers are not attached to or have a decreased interest in the communities they transit. Their anonymity is said to lead individuals to engage in behaviours that result in high levels of social conflict (G. Gibson et al., 2017). The MMIWG Report (2019) documented incidents of transient workers targeting Indigenous women and children with racial violence and discrimination. In addition, their research reports that an influx of transient workers in a community is linked with an increase in drug and alcohol-related offences and sexual offences, including sex trade and sex trafficking activities (National Inquiry into Missing Murdered Indigenous Women and Girls, 2019; Perks & Schulz, 2020). It is also noted in the literature that many assaults go unreported. Due to the stigma of reporting and the historical mistrust of the RCMP by Indigenous peoples, young Indigenous women are particularly vulnerable to being threatened by sex traffickers and not reporting such threats (National Inquiry into Missing Murdered Indigenous Women and Girls, 2019).

Impacts to the personal safety of Indigenous women and girls living in communities are also explained through Indigenous peoples' connection to the land (Liard Aboriginal Women's Society, 2021a). Indigenous peoples' relationship with the land is fundamental to Indigenous people's relationship with their culture, past kin, and the non-human world and their well-being (Cunningham & Stanley, 2003; King, Smith, & Gracey, 2009; Wexler, 2009). Academic and community literature report that being in a relationship with the land is a protective factor (MacDonald, Ford, Cunsolo Willox, & Ross, 2013; Tobias & Richmond, 2014). Richmond and Ross (2009) write, "the health of the land and the health of the community are thought to be synonymous, nurtured through relationships to the physical environment and the cultural, spiritual, economic, political and social roots it provides" (p. 404). By severing or changing ties between women and the land, industrial development is explained to limit the balance and control over a woman's life (Cunsolo Willox et al., 2013; Liard Aboriginal Women's Society, 2021a; MacDonald et al., 2013). Indigenous people experience profound grief and loss with physical, emotional, and mental health consequences (Walker et al., 2019; Witt et al., 2017).

5.2.3 Mental Health of Male Industrial Workers

The mental health of men working on industrial worksites is a relatively new focus in the literature. The lack of research about men's mental health on the industrial worksite is linked to societal norms that govern men's behaviours. In other words, men are noted not to speak about or acknowledge their depression or anxiety, which acts as a barrier to gathering research on male depression on the worksite (Bowers, Lo, Miller, Mawren, & Jones, 2018).

In research conducted with men working in coal mines in Western Australia (Sharma & Rees, 2007; Tynan et al., 2016; Tynan et al., 2017), as well as research focused on the industry more broadly (Bowers

et al., 2018), men report their depression and anxiety is tied to distress with shift changes, conflicts in personal relationships, financial stress, and isolation. These stressors are linked to workplace behaviours such as irritability, verbal and physical violence, and/or engagement in risk-taking behaviours such as substance abuse.

While literature is missing that makes direct linkages among male depression, the industrial worksite, and the personal safety of Indigenous and non-Indigenous women and girls and 2SLGBTQIA+ persons, the mental wellness of male industrial workers is an important consideration when evaluating the effects of industry on personal safety on the worksite and in the community. Academic literature and industry conversations (e.g., Partners in Mining⁵) identify that further research and a better understanding of men, their mental health, and the industrial worksite can inform health and safety policies and practices (Bowers et al., 2018).

Of specific relevance to the issues associated with the personal safety of Indigenous and non-Indigenous women and girls and 2SLGBTQIA+ persons on the worksite and in communities is that industrial worksites are noted to exacerbate underlying mental health issues and lead to depression or suicidal ideation (Bowers et al., 2018). Worksite isolation, type of work, stressful work conditions, and attitudinal barriers (i.e., stigma) combined with the 'macho culture' of industry require consideration in the feedback loop connecting community and a worksite's effects on personal safety.

5.3 Impacts on Children

Literature focused on the impact of industrial development on girls' personal safety and, more broadly, children, while limited (Stienstra et al., 2020), is noted to be family-related. Myette and Riva (2021) note that children are at risk when one or both parents are working remotely or following a rotational shift work schedule. Risks to children with the absence of a parent or parents associated with industrial employment include disrupting the child's development and education (Nightingale, Czyzewski, Tester, & Aaruaq, 2017). Risks to a child's development are also attributed to relationship breakups with parents returning home from work or a shift rotation being tired and drained of energy (Nightingale et al., 2017). Workers are reported to have little time for family life, with children bearing the consequence of prolonged absence, including being left unsupervised for extended periods (Ginger Gibson & Klinck, 2005; Nightingale et al., 2017; Pauktuutit Inuit Women of Canada, 2020).

Risks to family cohesion linked to industrial work schedules or remote work locations place children at risk of going hungry, missing school, and suffering from mental health issues (Ginger Gibson & Klinck, 2005).

Research indicates that unsupervised children are vulnerable to abuse, including sexual assault (Nightingale et al., 2017; Pauktuutit Inuit Women of Canada, 2020). Research also indicates that children are at risk of adopting risky behaviours like alcohol and drug consumption (Myette & Riva, 2021; Nightingale et al., 2017). These behaviours adopted by children are tied to disruptions in family life resulting from family members working at industrial sites (National Inquiry into Missing Murdered Indigenous Women and Girls, 2019; Nightingale et al., 2017).

Children are also noted to miss more school when a family member returns home from remote work (Myette & Riva, 2021).

⁵ For example of men, their mental health and industry see <https://everymind.imgix.net/assets/Uploads/150721-FACTSHEET-Mental-Health-and-Mining-v3.pdf>; <https://canada.constructconnect.com/dcn/news/ohs/2021/09/western-construction-workers-heavily-represented-in-overdose-deaths>

5.4 Impacts on 2SLGBTQIA+ Persons

Noticeably absent from academic literature and industry guidance documents are references to the personal safety of 2SLGBTQIA+ persons in the community and on the worksite (Götzmann & Bainton, 2021; Hoogeveen et al., 2020; Kincaid & Smith, 2021; Rainbow Health Ontario, n.d.; Stienstra et al., 2020). What the research does show is that 2SLGBTQIA+ persons are more likely to live in poverty, face more significant barriers to employment and education despite higher levels of education, and report poorer mental health and higher rates of social exclusion (Appiah, Brennan, Halpenny, Pakula, & Waite, 2021). Similar to understanding the impacts of industrial development on the personal safety of Indigenous and non-Indigenous women and girls, the effects of industrial development on 2SLGBTQIA+ persons are not experienced evenly. The community is diverse and 2SLGBTQIA+ persons have intersecting identities (see Figure 1.) that shape how they experience the effects of industrial development on their personal safety (Rainbow Health Ontario, n.d.).

Noted in academic literature, persons who identify as 2SLGBTQIA+ are likely to experience microaggression by colleagues or employers, feel they cannot talk about themselves or their lives outside the workplace, and experience or fear they will experience workplace-related harassment or violence (Hoogeveen et al., 2020; Morgan, Hoogeveen, & de Leeuw, 2021). Workplace-focused literature reports that 2SLGBTQIA+ persons are more likely to experience pressure to participate in discussions that degrade women or other 2SLGBTQIA+ persons and be the target of sexist and/or racist jokes and harassment. Also noted is that persons identifying as 2SLGBTQIA+ are likely not to hold advanced positions on-site, making pathways to reporting incidences of assault more difficult (Ellsworth, Mendy, & Sullivan, 2020).

5.5 Systemic and Contextual Factors

Indirect effects or the pathways between systemic and contextual factors and personal safety are less tangible, intuitive, and noted to have longer-term effects (Myette & Riva, 2021). Many indirect effects and contextual factors are explained through the social determinants of health or by applying an intersectional approach (Myette & Riva, 2021). The social determinants of health, like an intersectional approach, make it possible to see how one's environment (access to education, geographic location, race, gender, sex, etc.) shapes one's health and well-being (Aalhus, 2018; Native Women's Association of Canada, 2007; Raphael, 2009). Similar to what was identified as missing with the B.C. Environmental Assessment Office (2020) intersectoral figure (Fig.1), the social determinants of health do not capture the political determinants or how the decision-making process impacts the distribution of health supportive resources.

Determinants or contextual factors to consider when assessing the effects of industry on the personal safety of Indigenous and non-Indigenous women and girls and 2SLGBTQIA+ persons include systems and structures, connection to the land (or dispossession of land⁶), intergenerational trauma, and cultural continuity (or loss of) (Aalhus, 2018; de Leeuw et al., 2015; J. Jones & Bradshaw, 2015; J. Jones et al., 2014; Myette & Riva, 2021).

Although the burden of adverse effects of industrial development falls on women and girls, these effects are not uniformly experienced among Indigenous and non-Indigenous women and girls. Defined as a social determinant of health, being an Indigenous woman or girl is an additional risk factor for substance abuse, mental illness, suicide, diabetes, cervical cancer, in addition to experiencing higher

⁶ Land dispossession refers to the historic and modern-day process of uprooting Indigenous peoples from their control over the land. Environmental dispossession is identified as a social determinant of health and defined as a process that negatively impacts the health and well-being of Indigenous peoples (Richmond & Ross, 2009).

rates of poverty or violence, and is a barrier to education, job training, and other related socioeconomic activities (de Leeuw et al., 2015; Native Women's Association of Canada, 2007). 'Risk pile up' is a phrase used by G. Gibson et al. (2017) to describe the disproportionately negative impact Indigenous women and girls experience at every phase of industrial development because they are Indigenous and have decreased access to the social determinants of health. Indigenous women and children living in communities proximate to industrial development or working and living on an industrial worksite experience the double burden of gender and racialized discrimination (Bond & Quinlan, 2018; Walker et al., 2019).

The impacts of colonization on the well-being of Indigenous women and girls are identified to suppress cultural resiliency with lasting consequences in the form of poorer mental health and being at higher risk of experiencing assault and violence (de Leeuw et al., 2015; Native Women's Association of Canada, 2007; Pauktuutit Inuit Women of Canada, 2020). The effects of colonization (loss of language, culture, rights and access to land) and residential schools continue to affect communities through cumulative intergenerational trauma impacting social structures and self-reliance among Indigenous peoples (Aalhus, 2018; Bombay, Matheson, & Anisman, 2014; Czyzewski, 2011). Direct consequences of colonization manifest in substance abuse, self-harm, and higher risks of being exposed to violence (Anderson et al., 2016; Gracey & King, 2009). An outcome of being confronted with historically grounded traumas is that sexual or verbal harassment is often normalized in communities or among women themselves (Bourassa, McKay-McNabb, & Hampton, 2004).

Academic literature identifies oppressive institutions such as racism, homophobia, sexism, and transphobia as systemically enacted in broader society (Amnesty International, 2016). These belief systems and associated values influence how adverse impacts to the personal safety of Indigenous and non-Indigenous women and 2SLGBTQIA+ persons are understood, acknowledged, and addressed (Bond & Quinlan, 2018; National Inquiry into Missing Murdered Indigenous Women and Girls, 2019). Problematic to confronting these belief systems is the underrepresentation of Indigenous women and members of the 2SLGBTQIA+ community in positions of decision-making or support (Pauktuutit Inuit Women of Canada, 2005; Rainbow Health Ontario, n.d.). While not the only suggestion to address gender hierarchies, diversifying staff is noted to challenge existing belief systems within the workplace and raise more awareness of the relationship between industrial development and personal safety (Stienstra et al., 2016).

A contextual factor specific to Kaska women and girls is related to the assertion by Kaska people that they and their territory are outside the jurisdiction of YESAA (Liard Aboriginal Women's Society, 2021b). Kaska people did not sign the Umbrella Final Agreement or a land claim agreement. Moreover, Kaska women assert that the structures and systems evaluating industrial development do not consider the history of colonial expansion in Canada related to industrial development. Colonial policies and the expansion of industrial activity are identified to affect their connection to land⁷. More generally, Indigenous peoples identify themselves as stewards of the land. They explain their relationship with the land through distinct ontologies and cosmologies, and through these lenses, the effects of industrial development are cited to disproportionately affect Indigenous women and girls (Big-Canoe & Richmond, 2014; Myette & Riva, 2021). In a letter to YESAB (March 2021), the Liard Aboriginal Women's Society explains that "Indigenous peoples' profound attachments to place, which encompass social, spiritual, legal and governance systems that flow from territory are not readily grasped by most

⁷ See LAWS letter to YESAB March 1, 2021

Canadians⁸. Technocratic language, siloed risk categories, and one-size-fits-all mandates often applied by assessment mechanisms reduce the likelihood of capturing the connections among the land, industry, and violence against women that LAWS is making (Jones & Johnston, 2021; Native Women's Association of Canada, 2015).

Alcohol and substance abuse are known issues in many communities. In most rural communities, support services in the form of addictions counselling, mental health support, and safe housing and safe houses are strained due to a lack of staffing or that the service is not offered in the community (Ginger Gibson & Klinck, 2005; G. Gibson et al., 2017). The lack of supportive resources and services in many rural Yukon communities compounds access issues faced by women, girls, and 2SLGBTQIA+ persons working in remote camps and/or living in a community affected by industrial development. Access to resources is identified as a factor to consider in assessment mechanisms (Walker et al., 2019).

5.5.1 Data Limitations

Generally noted in the literature and industry guides is a lack of data to measure and monitor gender-based harassment and violence (Witt et al., 2017). Compounding the lack of data to assess the magnitude of effect industrial development has on personal safety are issues of access to data and definitions of assault, harassment, and violence.

According to Statistics Canada, an estimated 635,000 incidents of sexual assault occurred in Canada in 2014. It is also estimated that 90% of the cases were not reported to the police during the same period. Distrust of police and emergency response service providers is well documented in the literature (G. Gibson et al., 2017; Moorcroft, 2011; Palmater, 2016). The lack of reporting of assault by women is attributed to feelings of shame and guilt, and fear of stigmatization (see Johnson, H. (2012) in Liard Aboriginal Women's Society, 2021a). In addition, there is a historical mistrust of the police and service providers by Indigenous communities in which Indigenous women and communities have called out the RCMP for racist and sexist behaviours (Amnesty International, 2016; National Inquiry into Missing Murdered Indigenous Women and Girls, 2019). Another reason women do not report incidences of violence or harassment on the worksite or in the community is linked to a fear of reprisal by other workers and losing their job.

Other limitations associated with data related to how sexual assault and gender-based violence are coded under the *Criminal Code of Canada*. Although Sections 264, 265, 266, 271, 272, and 273 identify escalating levels of harassment and assault, domestic assault is not explicitly identified. The lack of specificity in documenting sexual harassment and assault prevents the RCMP from capturing incidences of domestic violence as a data set. In addition to the lack of data available to YESAB on violence against women, privacy laws restrict data sharing between RCMP and YESAB.

Nationally, there are limited data about 2SLGBTQIA+ persons (Stienstra et al., 2020). Not identifying gender or sex on a survey is attributed to a fear of discrimination. In addition, measurements of gender diversity at the population level generally exclude the identification of non-binary, genderqueer, and Two-spirit (Appiah et al., 2021). Statistic Canada report that about 3-4% of the population 15 years and older identify as 2SLGBTQIA+.

⁸ Behn and Bakker (2019) write about the lack of pluralistic approaches in environmental assessment resulting in mechanisms that 'recognize' Indigenous peoples through a lens by which the colonizer has defined Indigenous peoples and Indigenous peoples' relationship with the land. This argument is expanded by LAWS and used to support LAWS's assertion that existing recommendations produced by YESAB fail to understand the value of 'place' to Indigenous peoples.

5.6 Recommended Frameworks and Indicators of Measuring Effects to Personal Safety

Within recent academic literature and industry documents (post-2018), frameworks, indicators, and methods to evaluate the effects of industrial development on gender and Indigenous peoples are increasingly presented. Many of these frameworks, indicators, and methods are reviewed by Sax, Stinson, Stienstra, Levac, and Tatham (2021) for Health Canada. The authors present a scan of practical tools and resources for integrating sex and gender-based plus analysis (SGBA+) into impact assessments. Although the focus of Sax et al. (2021) is not on personal safety nor specifically focused on Indigenous and non-Indigenous women and girls or 2SLGBTQIA+ persons, the report does provide annotations of 38 reviewed SGBA+ focused documents.

5.6.1 Limitations of Existing Assessment Frameworks

Generally, policies, project descriptions, regulations, and legislation are viewed as gender-neutral and value-free (Götzmann & Bainton, 2021). However, gender, sex, and race are terms laden with mainstream⁹ values. Academic research indicates that the magnitude of the effect of industrial development on the well-being of 2SLGBTQIA+ persons is overlooked or obscured in conventional impact assessment practices (Götzmann & Bainton, 2021). The use of technocratic language and policy framing are identified to silence the concerns and experiences of Indigenous and non-Indigenous women and girls and 2SLGBTQIA+ persons (Rainbow Health Ontario, n.d.). Further, policy guidance documents specifically point to how mainstream policies overlook how specific members of the 2SLGBTQIA+ community experience harassment and the specific supports needed by members of this community. To address these limitations, Götzmann and Bainton (2021) suggest applying cross-cutting approaches to impacts categories instead of using a single category titled 'impacts on women and 2SLGBTQIA+ persons'.

5.6.2 Review of Frameworks for Relevance to Personal Safety

Information in Table 1 draws from the document *Environmental scan to identify domestic and international good practices to integrate SGBA+ in Health Impact Assessment* and presents other gender analysis tools not included in Sax et al. (2021).

Frameworks specific to personal safety or frameworks that specifically address 2SLGBTQIA+ persons were not found in the course of the literature review. The frameworks in Table 1 have been assessed for their usefulness in an assessment conducted by YESAB.

A short description of how each framework can be applied is presented in the form of *pros* and *cons*. The pros primarily consist of a list of questions to be applied to proponent applications. These questions can aid YESAB assessors in considering the context and effects of industry on personal safety and identifying what is missing in their current assessment process.

⁹ *Mainstream* refers to the culturally common or perceived to be conventional.

Table 1. Review of Frameworks for Relevance to Personal Safety

Resource	Relevance
TDR [Special Programme for Research and Training in Tropical Diseases]. (2020). Incorporating Intersectional Gender Analysis into Research on Infectious Diseases of Poverty: A Toolkit for Health Researchers". Retrieved from: https://www.who.int/tdr/news/2020/intersectional-gender-toolkit/en/	<p><i>Pros</i></p> <p>Web-based learning tool. Provides specific tools on how to look at the intersection of multiple factors. Provides direction on how to incorporate a gendered lens and provides examples of variables to assess. Tool draws attention to researcher positionality, who is asking the questions, how the questions are asked, in what manner, and in relation to whom are being assessed are identified as important questions to ask. Examples of what to consider in an assessment include: How is the data collection process imbued with gender and other forms of power relations? How does gender intersect with other social stratifiers to create differential levels of power within the data collection process? How might this affect data collection? What are the key gender-related considerations that need to be considered during the data collection process? How might an assessor minimize the ways in which gender power relations might impact upon the quality, accuracy, and validity of the data? See Table 19 [https://tdr-intersectional-gender-toolkit.org/module-7/0013.html] for variables to assess based on available resources, labour and location of labour, existing norms and beliefs and decision making.</p> <p><i>Cons</i></p> <p>Document has a global focus, addresses infectious disease, and does not identify personal safety.</p>
Inter-American Investment Corporation. (2020). Gender Risk Assessment Tool. Retrieved from: https://internationalwim.org/wp-content/uploads/2020/10/Gender-Risk-Assessment-Tool.pdf	<p><i>Pros</i></p> <p>Developed to understand and map the ways in which genders are affected by a project. Provides list of evaluation questions to consider when assessing a proponent project.</p> <ul style="list-style-type: none"> • Clarity of anti-violence policies and consistency of awareness campaigns • Evaluation of building safety • Availability of assistance programs • Grievance mechanisms for employers • Policy on sexual harassment and GBV • Applicability of policies to subcontractors/suppliers • Processes in place to monitor harassment, violence, and complaints • Penalties for employees who commit GBV/harassment • Engagement of child-related advocacy groups in the area • Presence of workplace training and awareness on GBV issues

Cons

Tool is developed for Latin America.

Kemp, D., & Keenan, J. (2010). Why gender matters: a resource guide for integrating gender considerations into Communities work at Rio Tinto. Retrieved from: file:///Users/jen/Downloads/RT-Why-gender-matters-2.pdf

Pros

Provides guidance on how to integrate gender considerations. Written for industry. Guidance is provided on how to evaluate gender mainstreaming in the organizational culture (diversity of stakeholders, diversity of workforce, diversity of thinking, diversity of organization composition)

List of indicators to ensure safety of women:

- Access to information
- Mobility including travel to and from camp and on worksite
- Time/workload
- Cultural protocols (considerations)
- Access to safe working conditions
- Fair remuneration
- Access to health services
- Training opportunities on gender awareness for all staff

Cons

Written for industry and does not focus on Indigenous or 2SLGBTQIA+ persons. Takes a global gender approach.

Gibson, G., Yung, K., Chisholm, L., Quinn, H., & with Lake Babine Nation and Nak'azdli Whut'en. (2017). *Indigenous Communities and Industrial Camps: Promoting healthy communities in settings of industrial change*. Victoria, B.C.: The Firelight Group.

Pros

Identifies comprehensive table of mitigations, roles, and strategies by issue, including:

- Sexual assault, sex trafficking, and drugs and alcohol
- Childcare
- Transportation
- Health
- Cultural Continuity

Provides details of how to apply an intersectional approach organizing responsibilities by community, industry, and government.

Authors review and summarize several gender related articles and tools and adapt for use in impact assessments (Appendix 1). Identify guiding principles to guide impact assessment:

- Understand the context and how industry might shape or reinforce unequal power dynamics

- Offer opportunities for citizens to learn about becoming engaged in impact assessment
- Adopt approaches to gender analysis that are flexible and appropriate to for the diverse groups
- Commit to include diverse Indigenous and local knowledges

Cons

2SLGBTQIA+ persons and community safety not a focus.

Myette, E., & Riva, M. (2021). Surveying the complex social-ecological pathways between resource extraction and Indigenous Peoples' health in Canada: A scoping review with a realist perspective. *The Extractive Industries and Society*, 100901.

Pros

Presents a visual of how contextual factors are connected to assessing the impact of industrial development. The framework is based on the review of articles and identifies eight resource themes and the contextual factors that reduce Indigenous peoples health outcomes in the context of industrial development. The eight themes are:

- Engagement in assessment and consultation process
- Interaction with industry and government and officials
- Presence and nature of new work and training opportunities
- Changes to economy and influx of new money
- Changing social structures and new inequities
- Environmental degradation and dispossession
- New and longstanding changes to economy
- Lasting effects on the land

Cons

Does not focus on personal safety and step wise direction of how to apply the framework is not provided

Yukon Workers' Compensation Health and Safety Board. (2021). Workplace Violence and Harassment Prevention: Employers' Guide

Pros

Direct output of the Yukon's Violence and Harassment Regulations. Provides templates of what employers (proponents) are expected to provide to meet the requirements of the Regulation. Checklists of workplace roles and responsibilities.

Cons

The process for monitoring is not clear in the guide.

See research report, employer led and complaint-driven.

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