



**RAGLAN MINE. ACTION-ORIENTED
SOCIAL RESEARCH PROGRAM**

SCOPING PHASE: ANALYSIS

**A REPORT TO
THE COMMUNITY OF:**

PUVIRNITUQ

JUNE 2000



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**Makivik Corporation Société
Makivik**

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MAKIVIK CORPORATION

Robert Lanari

Simon Smith

Paul Okituk

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INTRODUCTION

Makivik, in cooperation with the communities and the Raglan Committee, has undertaken a social impact study in the communities of Salluit, Kangiqsujaq, Kangirsuk, Quaqtaq and Puvirnituk.

This project is designed to be a management and information tool for promoting the harmonious integration of the mining activities into Nunavik for the benefit of the Inuit population. Its overall objectives are: to acquire a knowledge of the present social and economic situation of the communities, to assess on a regular basis the impacts of the project, to multiply the positive effects of the mining activities, to adequately prevent or correct potential or actual negative effects of the project, and to support Inuit efforts concerning economic and social development.

In this first phase of the study, the scoping phase, the goal is to identify community concerns and the perceived positive and negative changes related to the development of the mine. To this end, interviews have been conducted with more than 70 individuals from Salluit, Kangiqsujaq, Kangirsuk, Quaqtaq, and Puvirnituk.

In Puvirnituk, nineteen people were consulted. These people were met in 1 group and 12 individual interviews. The present report analyses the interviews, identifying the issues and concerns that emerged. These issues and concerns are found under the three main sections of this report: Impacts on the Physical Environment, Impacts on the Economic Environment, and Impacts on the Social Environment.

Under the "Impacts on the Physical Environment" section, the issues raised are related to past and present contamination of the land, water, and wildlife. The "Impacts on the Economic Environment" section includes recommendations as to how the compensation money should be spent, and perceptions of economic impacts on local and regional businesses. Lastly, the section entitled "Impacts on the Social Environment" deals with

the social benefits and concerns regarding children, youth, elders, education, inter-community relations, alcohol, training, and job availability.

We have tried to present all of this information in such a way as to render exactly what people said during the interviews.

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1.0 IMPACTS ON THE PHYSICAL ENVIRONMENT

The issues and concerns raised in this section are related first to perceived contamination of the environment, second to water quality, and finally to wildlife.

1.1 CONTAMINATION

Many interviewees felt that few environmental impacts will affect their community due to its distance from the mine site. Others spoke of the fact that few hunters travel close to the mine for food, hinting that its affects on them might be limited. Yet despite the community's distance from the mine site, people spoke of the need to be aware of the way that the Raglan mine affects the environment:

I haven't seen impacts anywhere close, because there is no activity close by, only the project over there. I haven't really noticed impacts.

People hardly go there to hunt. Once and a while there might be a program that comes along where people have to travel far and we sort of really didn't use that area of the land to go out hunting for food, because it's too far.

...the mining project is sort of quite far from our area but it's still close enough where we just can't forget it...if the mining project was a lot closer, I'm sure that our interest would be more.

One interviewee spoke of the assurance that he got from the mining company that environmental regulations would be followed. This assurance went a long way to allay fears that community members may have about negative environmental impacts from the mine:

And they reassured us that, , there will be no major environmental hazards produced that will be released into the environment. They told us that everything will be contained, and cleaning process of the water used in the mine will be monitored closely. They reassured us that it will be as safe as possible for the environment, so people couldn't complain

about the quality of the mining project. They were reassured that everything was going to be looked after within the project.

However, there was a concern among some interviewees about the environmental contamination that may arise from prospecting operations in the area. Speaking of two prospectors, one interviewee voiced his concerns in the following manner:

They were actually working with prospectors on the land, and they said when they were drilling, making holes on the ground, they were sort of contaminating the area a lot, because they were pouring a certain kind of chemical when they were drilling it. It made a lot of mess in the area where they were drilling, and people sort of, once they heard that, they said that if mine prospectors start drilling holes everywhere, our environment would be disrupted, or there would be prospectors contaminating a certain area of the land.

1.2 WATER QUALITY

Because the Raglan mine is situated near the headwaters of the Puvirnituk River, which flows into Hudson's Bay near the village of Puvirnituk, community members had some specific concerns about the potential contamination of the river:

My main concern is that the Puvirnituk River is flowing in our direction from the mine site and that is basically my concern. I have a fear that the animals may be adversely affected along with the fish, however, I do know that the mining company is doing its best to keep that from happening, but, if it so happens that they run into problems, I have an on-going concern of the potential danger for us because the river flows from there to this area.

...the mine is situated right above the headwaters of our river system, so if there's an negative impact, we'd probably be first to feel it. In that our food chain will be adversely affected first stemming from our river. So, this is why I think that we will be the first to be negatively impacted, because that mine is located so very close to our river.

Despite the fear that the river will be polluted by mining, some interviewees recognized that the industry also brings the benefits of jobs to the region. To ensure that the river is not experiencing contamination, a monitoring program is proposed:

Now, I have concerns, but I realize that it is necessary for these industries to operate because if there are no industries, there will be no benefit for us forthcoming on the whole, so I am not trying to slow them down, but, the rivers are flowing in the direction where Inuit live. So, I would want strict monitoring to ensure that no contaminants are put into the river, and I say this even though I know they're doing their best to prevent this from happening and I encourage them to keep doing this, because, we Inuit have no way of detecting contaminants that encroach upon us.

In addition, some people who had concerns about water contamination were reassured, on a visit to the mine site, that measures were in place to prevent negative environmental impacts. These reassurances eased fears that the mine was a negative force:

Yes. My concern was alleviated because I was on that tour. Whereas prior to the visit, I was wondering whether that there was a deliberate attempt to destroy us. Because I went on the tour and informed of how it will protect the environment, I was no longer that concerned.

1.3 WILDLIFE

When asked about the potential effects of the Raglan mine on the region's wildlife, some interviewees responded that hunting grounds, and therefore full-time hunters, would be profoundly impacted, yet they did not mention any specific concerns:

And the harvest fields, it will have a substantial impact on the harvest fields of the true hunter, a person that does not seek jobs for a living. It will have an impact on the harvest area of such people who do not seek jobs and I believe it will have a profound impact on these hunters. It will also affect the wildlife, but the people who do not look for jobs other than to pursue their life in hunting will be most affected.

Caribou are perceived to be eating food close to the mine site, and therefore being potentially contaminated. These caribou may roam close to the village of Puvirnituk, and be eaten by community members. Therefore, the need to monitor caribou health was raised by one interviewee:

I do have some other concerns not related to just the river system, but that the caribou eat all over the land including the area where the mine is, there's lots of caribou there. Now, if the caribou ate from an area that's contaminated, because they roam here too, all over the land, there's a potential of spreading the contamination to the herds extended to this area, and we usually don't know what we're eating. I would like to see a continual monitoring on the caribou because it seemed to me that the caribou ate food even right close to the mine site.

Other interviewees spoke of the need for monitoring because he had observed a deterioration in the health of local animals. Without knowing the cause for this deterioration, the mine is speculated to be a potential source of contaminants:

Since a very long time, the animals have not been very healthy and their deteriorating health is most visible now, even if it does not come from the mine, or perhaps it might, I cannot say for sure now. Because we have not really researched why the animals are being affected negatively.

1.4 PHYSICAL IMPACTS SECTION SUMMARY

Most interviewees expressed a feeling that, due to the great distance between Puvirnituk and the mine, few environmental impacts would be seen in the community. However, there were some specific concerns about the negative impacts of prospecting in the area. In addition, there were concerns among community members that the Puvirnituk River will carry contaminants from the mine site into town. With this potential for contamination in mind, a water monitoring program was suggested by one interviewee. Finally, it is suggested that caribou and other wildlife be monitored for possible negative effects from the mining operation.

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2.0 IMPACTS ON THE ECONOMIC ENVIRONMENT

This section pertaining to the impacts of the economy of the community identifies the interviewees' views on compensation money from the Raglan Agreement, and on the mine's interaction with regional and local Inuit businesses.

2.1 COMPENSATION MONEY

When asked about the compensation money arising from the Raglan Agreement, some interviewees responded that they had never heard of this money. Despite this lack of information, some interviewees felt that this money could benefit the community. One person responded in the following manner:

Really? I have never heard that monies are distributed to the communities, so, if in fact they distribute monies that are going to be used by the community, this is certainly a help. Even if we have never been told the origin of the monies.

Others spoke of the good that the money was doing even if they themselves had not received it. The money is perceived as being a great help to those families who did receive it. Interviewees spoke of this situation in the following way:

It has assisted older people or people who are qualified to receive it. You have to be a certain age to receive the benefits from that. I don't...myself, I'm not getting it, and I don't complain. Because I know that there's another family that's getting it and being assisted with that.

I've known or seen or heard people with greatly assisted in that into getting things that they wouldn't normally get on their own. So I can't complain on that, even though I'm not getting it, or getting part of the money that...

2.2 REGIONAL AND LOCAL BUSINESSES

Some respondents, when asked about the relationship between Falconbridge and businesses in Nunavik, said that the company should be more involved with regional businesses. One person spoke of this notion in the following way:

My only wish with Raglan, that they would have been more involved with regional businesses, when they started operating. For example, the biggest oil distributor in Nunavik was FCNQ Petro, yet they decided to do it themselves and maybe getting petroleum from overseas and stocking it in Raglan, Deception Bay.

Others believed that Falconbridge had committed to dealing with regional businesses when the project was starting, but that they chose to do business with overseas companies once they attained the mineral rights at Raglan. In this respect, some people feel that Falconbridge took advantage of the situation. This notion is addressed in statements like:

As long as the question of whether they were given the right to extract the ore was up in the air, they were willing to work with regional businesses, you know, but once that was cleared, that's...(indiscernible)...we'll get our own aircraft. We'll get our own fuel from Finland, you know that....it's maybe a cost saving, but it's not beneficial for the region at all.

Interviewees also spoke of the idea that the JBNQA allows companies to take advantage of land that should belong to the Inuit. There is a perception among some community members that profits from the mine should be going to the Inuit people, not shareholders around the world. This idea is expressed in the following manner:

...they're making an awful lot of money up what should have been Inuit land before the land claims. All that wealth could have been shared in the north now it's going to the shareholders and all over the world. But that has also the price of the James Bay and Northern Québec Agreement, it made it possible for companies like that to go in and take advantage of the situations.

Finally, the issue of extending the airstrip in Puvirnituk was expressed as a way for both regional and local businesses to benefit from the Raglan mine. Some interviewees feel that Air Inuit and the local hotel would see increased business from Raglan employees if the community's airstrip was extended to accommodate larger airplanes. This idea is seen in statements like:

That mine is on Inuit land, but it seems to have quite a bit of autonomy. For example it could have been a pretty good benefit for Air Inuit, if only the community of Puvirnituk could get an airstrip that could service a jet. We have studied this option in recent past so we're trying to solicit support for the construction of an airport. And I believe that eventually they'll be able to be provided suitable airline services from Air Inuit, in the event Puvirnituk received a fully equipped airport and the Raglan Project contribution to the economy would be directed more toward the Inuit. So we need the support from the Raglan authorities to do this.

I know for a fact that if they started, let's say, at least landing through Puvirnituk, if there was a strip long enough, if the weather was bad in Donaldson, they'd have hotel space now for their staff, which they didn't have before, they used to have to go Iqaluit to overnight.

2.3 ECONOMIC IMPACTS SECTION SUMMARY

Some interviewees had not heard that compensation money from the Raglan Agreement was distributed. Others knew that families had found this money helpful in purchasing items that they previously had not been able to afford.

Concerning the way in which Falconbridge deals with regional businesses, many interviewees felt that the company was not involved enough. They spoke of Falconbridge committing to deal with regional businesses only when the future of the Raglan project was undecided, but once the mineral rights were granted, overseas businesses were used. Additionally, some interviewees felt that the company had an

obligation to deal with regional businesses because of the perception that the mine is on Inuit land.

Local businesses are predicted, by interviewees, to benefit if the community's airstrip is extended to allow for larger airplanes.

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3.0 IMPACTS ON THE SOCIAL ENVIRONMENT

The social impact section of this report describes impacts of the Raglan mining operation affecting the community of Puvirnituk. These impacts can be organized into specific subject areas, including those related to children, youth, elders, drugs and alcohol, education and qualifications, inter-community relations, job availability, and training.

3.1 CHILDREN

The issue of providing daycare at the mine site was raised by one interviewee. Presently there are no facilities for children at the mine, but some people feel that families would be well served if daycare was provided. The question of daycare is expressed in the following manner:

And not...going back to, like, usually there's some mothers...if...would I be able to go there with my baby? And if I do it, do they provide daycare? Would...because, I received a, maybe three weeks ago, a request asking if this has ever been considered before, if a daycare could be provided there. Because it's, mainly, just about every girl has a baby.

3.2 YOUTH

Concerning the lack of Inuit youth working at the Raglan mine, some interviewees spoke of the perception that there is little promotion of Raglan jobs for young people in Puvirnituk. One person spoke of this lack of information in the following way:

And I think it's probably due to lack of information that, particularly the young people, when Inuit are being hired to work there, there's been no real promotional effort for the people here.

Yet some community members still believe that young people are interested in mine work. One interviewee spoke of the community's youth inquiring about Raglan jobs. This person's testimony follows:

They're....mostly young people, they're looking for a job. And I would ask them, what kind of job would you like? They would say...anything, or is there any job at the Raglan?

Perhaps addressing this interest in mining jobs, one interviewee mentioned the need for more training among young people. His comment on the need for training is seen in his statement:

Now, for these youth, I would like to see them trained more, because they are not trained on how the mine works, looking at the way they're living just now, to give them more of an opportunity to learn, especially since that mine is on Inuit land which puts it right close to the proximity of Inuit. I would recommend that the youth be trained more.

3.3 ELDERS

It is not only the community's youth who might want to work at the mine; elders are also potential employees. Some interviewees thought that older community members should be given the opportunity to work at the mine. One person spoke of high unemployment in the "Inuit territory" as justification for allowing anyone to apply for work at the Raglan mine. This notion can be seen in the following statement:

I would like to see that too, that these older people, the ones that want to, should be given the opportunity, and no wonder, ways to earn income is always scarce on the Inuit territory and when job opportunities arise on site, Inuit who want to work should be given consideration.

3.4 ALCOHOL AND DRUGS

The issue of alcohol and drug use came up in relation to problems that arise concerning the training of mine workers. When asked about any problems that might occur when mine workers travel to Inukjuak or Montreal for training, one person responded by saying, "It's always an alcohol, drugs and alcohol."

3.5 EDUCATION AND QUALIFICATIONS

Some interviewees spoke of community members applying for mine work and realizing that specific qualifications or education was needed. In this way, professional hunters and others who may have dropped out of school find themselves at a disadvantage when applying for mining work:

People who try to obtain jobs will realize that they need training and they will be impacted that way. And when they go for jobs they'll need the qualifications. For example, a safety course, something like that. For instance, a lot of people have not finished school which is why they do not qualify for jobs. A lot of people have dropped-out of school. Most of them hunters. And the need to have taken the Safety Card Course [to work at the mine].

This lack of education may be one reason why there are not more Inuit working at the mine site. Trying to explain the numbers of Inuit employees at the mine, one interviewee places much of the blame on applicants who are not qualified:

If we were very good in obtaining our education, I would complain a lot more. But since we are less qualified or not as much educated, it's on our effort or lack of our effort where we don't have certain level of education. So it's really our problem that we couldn't obtain more qualified jobs. It's really our problem that we're not well educated.

Municipal jobs also require that workers be properly educated and qualified, and a few interviewees talked of families that were encouraging their children to stay in school, preparing them for the workforce:

Yes, yes, yes...lack of education is a big stumbling block in getting a job, either locally...if you want to get a job through the municipal office as a driver, you have to know how to drive...and people mention this once in a while saying that if you're not educated, you'll have problems getting a job. That is still the case today. I still hear families saying that, wanting their children to stay in school, because if they learn something, they will later know how to do it in life, once they get on their own.

Yet not all jobs require a high level of education or specific qualifications. One person in Puvirnituk maintains that there are still jobs available at the mine site for people without much formal education:

But there's a lot of other jobs that you can do from the project, like cleaning residence, doing dishes, sweeping the floor. That's a job.

3.6 INTER-COMMUNITY RELATIONS

One possible reason for the relative lack of interest regarding Raglan jobs in the community of Puvirnituk is that townspeople know that they are not part of the hiring priority at the mine. There is also a sense that townspeople are letting communities geographically closer to the mine site get jobs now, but that in the future Puvirnituk will want more mining jobs. One person voiced this idea in the following statement:

I know a bit about it...right now, the communities closer to the site are really interested in working there in a very big way, so the people here are giving them the opportunity, I feel, perhaps, once those communities have been working up there for a while, then the people from here will begin to show their interest.

On one hand, some people don't like the hiring priority that other communities receive, and feel that the most qualified applicant for a job should get it. This notion is seen in statements such as the following:

Because I'm always wondering if, I wonder if we can break that, being first priority thing... And just do what's, who's most...most qualified.

On the other hand, some people don't mind the hiring priority because the mine is located very far from their community. If the mine was closer, however, people might be more concerned about the hiring priority. When asked whether he disliked the priority, one interviewee spoke in the following manner:

No, personally it doesn't bother me too much. Because the mining project is sort of quite far from our area but it's still close enough where we just can't forget it. There's ...even though Salluit and Kangiqsujuaq are the two main communities where they're being mostly... or served most out of the project, I don't have complaints on that, because if it...if the mining project was a lot closer, I'm sure that our interest would be more.

3.7 JOB AVAILABILITY

A few interviewees stated that the lack of interest among community members regarding mine employment was due to the scant information that they received about available jobs. If no one heard about an available job, no one applied for work. The relationship between lack of information and lack of interest can be seen in statements such as the following:

For example, there's been no detailed advertisement on what's required by means other than job postings, not since I'm in the Mayor's office anyway. If there was much better dissemination of information on what the jobs are from the people on site, it's pretty certain that there would be a greater interest in people here trying to obtain jobs there. That's the last point I wanted to make.

...if we make, or if the community make the, or give out information stating that there's certain jobs available, I think people would go for it. But, since we've never, or the community has never really talked about attaining a number of jobs from the project, I don't think people ever went for jobs from there. But they tell us that if we look for a job, we could either get it now or a bit later whenever there's a position available.

Perhaps one way to generate more interest in mining work is to get the local employment officer speaking to more people about which jobs are available at the mine site. This idea was introduced in the following manner:

I've never known or seen an organization, either the council or the employment office, talking personally with the people, trying to get them interested into looking for jobs. I think someone should get together with someone and try and talk into having interest in obtaining a job from there. I've heard a few programs coming out of the employment office stating that a certain job is available. If the local employment officer talks with a few people who might be interested, I think she can convince a few people to look for a job from there.

In spite of this lack of interest in mine jobs, some interviewees said that jobs were available to those applicants who took the time to look for them. One person spoke in the following way:

I personally talked with a few people who has gone there. and they said that there are a few positions available if you look for one. I think that is still the case today. If people look for a job there. I think they can get it.

3.8 TRAINING

Interviewees spoke of the need for the youth of the community to be trained for mine work. The notion that the mine was situated on Inuit land was used as a reason for Inuit youth to take an interest in working there. This idea is seen in statements like:

Going to the South for training, however, was considered too far. The following comment reinforces this idea:

Some might feel that where the course is being held is too far away, but if they're really committed then the distance does not matter, especially if they really want the course. So, if they can have a place to take the training as long as it's not in the south, they won't consider it [taking a course] too far away.

Finally, as seen in section 3.4, some workers who go to training courses offered in Inukjuak or Montreal get involved with alcohol and drugs.

3.9 SOCIAL IMPACTS SECTION SUMMARY

During the interviews, a question arose concerning whether daycare is provided at the mine site: a large majority of Inuit women have children and, with daycare facilities, more could be employed.

Concerning the community's youth, the main idea that came out of the interviews was that more training and promotion of jobs is needed to get more Inuit youth interested in Raglan jobs. However, training courses in the past have resulted in some problems with workers getting involved with drugs and alcohol. Perhaps for this reason, some interviewees said that training courses in the south were too far away to consider attending.

Once community members are interested in working at the mine, they soon find out that specific qualifications are often required. Some interviewees said that this need for qualifications or an education is often a barrier to employment for many Inuit. There are, however, jobs that do not require much education, and these should be given to Inuit.

Many interviewees spoke about the hiring priority that Salluit and Kangiqsujuaq have for Raglan jobs. Some of them disapproved of this priority, while others had no problem

Once community members are interested in working at the mine, they soon find out that specific qualifications are often required. Some interviewees said that this need for qualifications or an education is often a barrier to employment for many Inuit. There are, however, jobs that do not require much education, and these should be given to Inuit.

Many interviewees spoke about the hiring priority that Salluit and Kangiqsujuaq have for Raglan jobs. Some of them disapproved of this priority, while others had no problem with it, saying that communities closer to the mine site are obviously more interested in working there.

When asked about their thoughts on job availability at the mine, most interviewees felt that there was a lack of information in the community regarding job openings.

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4.0 SUMMARY OF FINDINGS

The analysis of the environmental, economic, and social issues and concerns regarding the Raglan mine, as expressed in the interviews, can be summarized in the following manner.

Concerning the physical impacts of the mine, the majority of interviewees felt that few environmental impacts would affect their community due to its distance from the mine site. Others spoke of the fact that few hunters travel close to the mine for food, hinting that its affects on them might be limited. Yet despite the community's distance from the mine site, people spoke of the need to be aware of the way that the Raglan mine affects the environment. There was also a concern among some interviewees about the environmental contamination that may arise from prospecting operations in the area.

Because the Raglan mine is situated near the headwaters of the Puvirnituk River, which flows into Hudson's Bay near the village of Puvirnituk, community members had some concerns about the potential contamination of the river.

Asked about the mine's impact on wildlife, interviewees spoke mainly of caribou. Caribou are perceived to be eating food close to the mine site, and therefore being potentially contaminated. These animals may roam close to the village of Puvirnituk, and be eaten by community members. Therefore, the need to monitor caribou health was raised.

Concerning the economic impacts of the mine: when asked about the compensation money arising from the Raglan Agreement, some interviewees responded that they had never heard of this money. Despite this lack of information, some interviewees felt that this money could benefit the community. Others spoke of the good that the money was doing even if they themselves had not received it.

There is a perception that Falconbridge is not involved enough with regional businesses. Some interviewees felt that the company makes large profits, and that this money should filter back to the Inuit people through businesses. They also say that Falconbridge is somewhat obligated to deal with regional businesses because the mine is located on what is seen to be Inuit land. Finally, interviewees also spoke of the benefits that local businesses could gain if the town's airstrip was extended.

As for the social impacts of the Raglan mine, the issue of providing daycare at the mine site was raised by one interviewee. Presently there are no facilities for children at the mine, but some people feel that families would be well served if daycare was provided.

Interviewees felt that lack of education and qualifications represents a barrier to obtaining a jobs at the mine site. In light of the need for educated workers, families in the community are encouraging their children to stay in school. Despite the need for qualifications for some jobs, there was talk among interviewees of jobs at the mine site which don't require much education.

The major issue that came up in the interviews regarding Puvirnituq's relationship with other communities was the hiring priority for Raglan in Salluit and Kangiqsujuaq. One person said that few community members were interested in applying for mining jobs because they know that they don't have hiring priority. Another said that he disagrees with the concept of a hiring priority. A third interviewee said that he has no problems with the priority because the mine is located so far from his community.

One of the main topics that emerged related to mining job availability was the perception that few people in the community showed interest in available mine employment. One reason given for this lack of interest was the fact that people felt they were not receiving enough information about which jobs were available. One suggestion that arose as a way to generate more interest in mining work was having the local employment officer speak

with more people about working at the mine site. Some interviewees affirmed that there were available jobs, but that applicants had to be willing to look for them.

Speaking of training courses offered outside the community, one interviewee felt that committed applicants should go to these courses even if they were located far away. Going to the South for training, however, was considered too far. An additional problem associated with these training courses was that of alcohol and drug abuse. Some interviewees expressed concern that trainees on these courses often drink and use drugs.

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