Northern Village of Kuujjuaraapik

Community Master Plan 2025-2045

ADOPTED OCTOBER 2, 2025
BY-LAW NO. 2025-61

BYLAW CONFIRMING THE ADOPTION OF THE MASTER PLAN

NORTHERN VILLAGE OF KUUJJURAAPIK

By-law No. 2025 -61

Concerning the adoption of a new Master Plan for the municipal territory.

Whereas pursuant to subsection 176 (1) of *An Act respecting Northern villages and the Kativik Regional Government* (CQLR, c. V-6.1; hereinafter the Kativik Act), the Municipal Council (hereinafter the Council) may adopt a by-law for the making of a Master Plan for the municipal territory, specifying the purposes for which each portion of the territory included in the plan may be used, and to enact that such a Master Plan become obligatory;

Whereas pursuant to section 167 of the Kativik Act, the Council may provide for the issuing of permits or certificates in relation to the application of a by-law contemplated in section 176 of the Kativik Act;

Whereas pursuant to By-law No. 2002-03 concerning the adoption of the current Master Plan for the municipal territory, which is in force since September 27th, 2002. The master plan currently in effect shall be replaced by the master plan set forth in this by-law.

Whereas the ongoing development and anticipated expansion of the Northern Village within municipal boundaries necessitate the adoption of a new Master Plan. This updated plan is required to reflect the numerous changes that have occurred since the previous plan was adopted, including newly available data, revised expansion zones, and upcoming projects

Whereas a new Master Plan has been drafted, a copy of which has been appended to and forms an integral part of the present by-law;

Whereas the appended Master Plan is the result of comprehensive community planning exercise, initiated in 2019, aimed at providing the community with a roadmap to achieve its desired vision for the future;

Whereas the Council has reviewed the new Master Plan and deems it necessary to adopt it in order to update the orientations that will guide the harmonious development of the community;

Whereas a notice of motion for this by-law was duly given during the preceding sitting of the Council held on September 18, 2025.

THEREFORE, the Council of the Northern Village of Kuujjuaraapik, by this by-law, enacts and decrees as follow:

1. the preamble is an integral part of this by-law;
2. the appended 2025-2045 Master Plan for the municipal territory be adopted;
3. the poster (*Land Use Plan 2025-2045*) is an integral part of the Master Plan;
4. the appended Master Plan replaces any previous Master Plan adopted by the Council;
5. this by-law shall come into effect the date of its publication in accordance with section 138 of the Kativik Act;

6. once published, the Secretary-Treasurer shall transmit a copy of the present by-law without delay to the Kativik Regional Government as per section 160 of the Kativik Act.

MOVED BY: Mary Angatookalook
SECONDED BY: Mary Sala
IN FAVOUR: 4
OPPOSED: 0
ABSTENTIONS: 0
ABSENTEES: 0
DATE OF ADOPTION: October 2, 2025
MAYOR'S SIGNATURE:
SECRETARY-TREASURER'S SIGNATURE:
DATE OF PUBLICATION: October 6, 2025

Adoption by-law number	Date of Adoption
2025-61	October 2, 2025

List of Maps

List of Graphs

List of Images

List of Tables

Table of Contents

List of Acronyms

CLSC	CENTRE LOCAL DE SERVICES COMMUNAUTAIRES
CEN	CENTRE D'ÉTUDES NORDIQUES (CENTRE OF NORTHERN STUDIES)
FCNQ	FÉDÉRATION DES COOPÉRATIVES DU NOUVEAU-QUÉBEC
ISQ	INSTITUT DE LA STATISTIQUE DU QUÉBEC
JBNQA	JAMES BAY AND NORTHERN QUEBEC AGREEMENT
KI	KATIVIK ILISARNILIRINIQ
KRG	KATIVIK REGIONAL GOVERNMENT
LHC	LANDHOLDING CORPORATION
LIDAR	LIGHT DETECTION AND RANGING
MELCCFP	MINISTÈRE DE L'ENVIRONNEMENT, DE LA LUTTE CONTRE LES CHANGEMENTS CLIMATIQUES, DE LA FAUNE ET DES PARCS
MRNF	MINISTÈRE DES RESSOURCES NATURELLES ET DES FORÊTS
MTMD	MINISTÈRE DES TRANSPORTS ET DE LA MOBILITÉ DURABLE
NAICS	NATIONAL AMERICAN INDUSTRY CLASSIFICATION SYSTEM
NHB	NUNAVIK HOUSING BUREAU (FORMERLY KMHB KATIVIK MUNICIPAL HOUSING BUREAU)
NRBHSS	NUNAVIK REGIONAL BOARD OF HEALTH AND SOCIAL SERVICES
NV	NORTHERN VILLAGE
SHQ	SOCIÉTÉ D'HABITATION DU QUÉBEC

Statement From the Council

ᐊᐃ

We are pleased to present our long-awaited 2025 Kuujjuaraapik Master Plan.

This document is an update to our previous Master Plan. As a holistic planning tool, the Master Plan will help us guide and manage development projects with a vision for the next 20 years.

The Land Use Plan and proposed new development areas reflect the community needs and wishes expressed during the community consultations. At the same time, we want future projects to respect Inuit values and cultural traditions. The Northern Village is responsible for making sure we, as a community, follow and put into action the new Master Plan. We are committed to work in the best interest of our Kuujjuaraapik community.

We dedicate this Master Plan to:

all our ancestors and elders for holding and sharing historical and cultural knowledge so we may continue to preserve and pass on Inuit ways of living ; to our youth who embody the hopes and dreams for our collective future ; and to all Nunavimmiut, near and afar.

ᓇᓂᕆᑦ

Introduction

This document represents a new edition of the Master Plan of the northern village of Kuujjuaraapik, replacing the last master plan adopted by the northern village council in 2002.

As Kuujjuaraapik's population continues to increase and the village expands, it is important that land use planning tools support the development of an economically, environmentally, and socially resilient community that meets the needs of current and future generations. The Master plan represents a contemporary planning approach for the village of Kuujjuaraapik. Rooted in consultation and a holistic understanding of the community's context, this Plan outlines the preferred direction for growth and development for Kuujjuaraapik.

The Master Plan incorporates elements from the 2002 Master Plan and Zoning Bylaw, providing updates where necessary and when data was available. This Master Plan is applicable only within the municipal boundaries of the northern village of Kuujjuaraapik.

To facilitate the use of the document, the Master Plan is divided in two main sections :

- The first section provides a comprehensive overview of the Kuujjuaraapik community context and needs.
- The second section defines policies, processes and how they will be implemented.

This section also includes the land use map, which summarizes the constraints and potential for community development on a 20-year horizon.

Image 1 — Aerial Photograph of the Village[1]

1 Unless otherwise cited, photographs in the master plan were sourced from the KRG

PLANNING APPROACH

The planning approach used for this Master Plan is based on a comprehensive community planning approach, a holistic process that enables a community to build a roadmap to achieve its desired community vision. It is an important tool on the path to sustainable growth. This approach leads to community-driven documents which are adapted to their local contexts. Furthermore, Master Plans address a range of important aspects of community life, from governance to infrastructure development, social and, environment and resources, and culture. The Master Plan is a planning tool used to integrate these elements into a cohesive planning approach and set objectives for concrete actions. These objectives are presented in detail in Chapter 5.

This Master Plan was developed collaboratively with the Kativik Regional Government's (KRG) land use planning section and the Northern Village of Kuujjuaraapik to ensure that the community's needs are reflected, and that objectives set are feasible. The Master Plan represents not only a planning vision, but a working document that can be adapted to the community's evolving circumstances as new projects and initiatives continue to evolve.

Graph 1 — Elements of the Master Plan

Inspired by the Comprehensive Community Planning wheel from Indigenous Services Canada

PURPOSE

- To build a community that is safe, accessible, and vibrant, and where community traditions and culture are respected.
- To identify opportunities for improvement of services and amenities.
- To determine objectives for policy and program interventions to support community well-being.
- To adopt a land use planning approach that is adapted to the community's needs and context.
- To give Council a tool for making the best use of the space available in the village.
- To identify appropriate areas for different land uses to ensure that they improve community life and do not conflict with other land uses.
- To protect significant (cultural or environmental) areas from development and to protect access to the land, the water, and the sea ice.
- To guide Council in designing, locating, and timing the building of new infrastructure.
- To allocate sufficient land for different land uses in the community and accomodate population growth.
- To create new neighbourhoods for housing, businesses, and community uses.
- To encourage construction on existing vacant or underutilized lots within the village core.
- To identify natural hazards in the village (flood, avalanche zones, erosion, and unstable grounds).

DOCUMENT STRUCTURE

SECTION A - BACKGROUND INFORMATION

1. **Community Context**
   Provides a brief overview of the community.
2. **Cultural Context**
   Discusses the cultural ties that exist between community members and the land, pointing to the importance of a land management approach that responds to cultural needs and perspectives.
3. **Existing Conditions**
   Details the existing conditions of the community, from environmental to infrastructural.
4. **Community Perspectives and Needs**
   Provides a brief overview of recent community consultations, as well as a needs assessment.

SECTION B - LAND USE POLICIES

5. **Land Use Plan**
   Presents an impact-based (flexible) zoning approach to planning for the village, and a Development Strategy.
6. **Implementation**
   Provides an overview of the process to implement and amend the Master Plan.

Image 2 — Photograph of a Street in Kuujjuaraapik

Section A
Background Information

01

Community Context

Map 1 — Location of Kuujjuaraapik Within its Regional Context

Image 3 — Satellite Photograph of Kuujjuaraapik

1.1 LOCATION

The village of Kuujjuaraapik is located in the Nunavik region of the province of Quebec, which begins north of the 55th parallel. Kuujjuaraapik is one of 14 NVs in the region. The village is directly adjacent to the Cree First Nation of Whapmagoostui. Kuujjuaraapik's coordinates are 55.2746° N and -77.7638° W; and its administrative area is 7.09km^2.

Kuujjuaraapik is situated on the northwestern shore of the Great Whale River. The village sits on sand dunes at the mouth of the river, which is a tributary to Hudson Bay. The area is characterized by relatively leveled topography of moss and rock. The northern coastal region boasts views of the Hudson Bay and the Manitounuk Islands where a multitude of birds, seal, whale, and beluga are known to take refuge.

1.2 HISTORY

Kuujjuaraapik has numerous archaeological sites along the coast and river that serve as evidence of the presence of Inuit and Cree occupation in the region dating back to 3800 BCE throughout the Pre-Dorset and Classical-Dorset eras. Table 1, provides a chronology of the evolution and development of Kuujjuaraapik since the 18th Century.

Image 4 — Coastal landscape of Kuujuaraapik

Table 1 — Evolution and Development of Kuujjuaraapik

18th Century	Hunters travelled throughout the region, setting up camps on Richmond, Little Whale River and Great Whale River.
1820	The Hudson Bay Company established a trading post called Great Whale River, which was used primarily for processing whale products and trading fur.
1882	An Anglican mission was established.
1890	A Catholic mission was established.
1895	The Canadian Government set up a weather station.
1930s	The settlement of the village began.
1939 - 1945	The US Government built a military base and airport in the village, which they turned over to the Canadian Government in 1948.
1955	The military base became a control station of the mid-Canada line – a line of military radar stations constructed along the 55th parallel.
1961	The first Government of Quebec presence was established in Northern Quebec. Furthermore, the FCNQ was created
1971	The Whapmagoostui-Kuujjuaraapik Research Station was established by Université Laval. The centre conducts key research on the environments of both communities.
1975	The James Bay and Northern Quebec Agreement (JBNQA) was signed.
1978	In accordance with the JBNQA, the KRG was formed to provide public services and technical assistance to the NVs.
1980	Kuujjuaraapik was legally established as a municipality. This same year, the Avataq Cultural Institute was created at the request of Inuit elders in Nunavik to specifically protect, promote and preserve Inuit culture and the Inuktitut language.
1980 - 1982	The Société d'habitation du Québec (SHQ) took responsibility for housing in the NVs and started implementing a major social housing program with an emphasis on improving the quality of units and providing larger dwellings.
1983	Adoption of the first Master Plan
1982 - 1986	In response to the anticipated impact of the planned hydroelectric works on the Great Whale River, a referendum was held and the Inuit of Kuujjuaraapik decided to relocate to Umiujaq (160 km away). This resulted in a significant decline in Kuujjuaraapik's population.
1990	Adoption of the second Kuujjuaraapik Master Plan
1998	Makivik Corporation and the Canadian Government reached an agreement to fund an infrastructure program for Nunavik. This included funds for wharves, breakwaters, and related access facilities.
2002	Adoption of the third Kuujjuaraapik Master Plan and the Zoning Bylaw. Both are still in effect today.
2005	A new airport was constructed in Kuujjuaraapik and the construction of an underground water and sewage system is completed
2006	A search and rescue boat shelter is constructed
2011	Kujjuarapik's marine infrastructure was completed, including a boat access ramp and access road.
2013	Consultations were held in Kuujjuaraapik for the Parnasimautik Report. This report was prepared to consult Nunavik Inuit on a comprehensive vision of regional development. The report was released the following year (2014).
2013	A community freezer is built and the building numbering system is revised as new street names are approved
2017	The Katittavik Multidisciplinary Cultural Centre was constructed, and childcare facilities undergo major renovations
2018	The upgrading of the driking water plants is completed and the planification for a new landfill site is underway. The local master plan and the zoning by-law are updated
2022-2023	The thermal generating station is upgraded to increase the electricity production and meet growing energy needs

Source: Kativik Regional Government, 2005; Kativik Regional Government, 2006; Kativik Regional Government, 2011; Kativik Regional Government, 2014; Kativik Regional Government, 2017; Kativik Regional Government, 2018; Kativik Environmental Quality Commission, 2021; Makivvik, 2024; Makivvik Corporation et al., 2014; Société d'habitation du Québec, 2014)

1.3 GOVERNANCE

1.3.1 Territorial Framework of the Kativik Region

The *James Bay and Northern Quebec Agreement* (1975, JBNQA) established the first modern land claims settlement for Inuit communities north of the 55th parallel within the province of Quebec (the Kativik region)[1] . Section 7 of the JBNQA divides the territory into land categories and defines ownership and hunting, fishing, and trapping exclusivity for each category.

- **Category I lands are under the ownership of the Landholding Corporation of each Inuit community, except for subsurface rights, which belong to the Quebec Government.**
- **Category II lands refers to lands in the public domain on which Inuit retain exclusive hunting, fishing, and trapping rights, and the right to establish and operate outfitting facilities.**
- **Category III lands are publicly owned lands, on which Inuit, Naskapi, Cree, and non-Indigenous people share uses.**

Beyond the establishment of land categories, the JBNQA includes provisions for environmental and social impact assessments and review procedures applicable in the Kativik region for projects under the jurisdiction of Quebec and Canadian governments. Section 23 of the Agreement further outlines a series of guiding principles that must be taken into consideration during project planning and analysis. These are responsive to the need for protecting Indigenous societies and economies, mitigating impacts on Indigenous peoples, protecting hunting, fishing, and trapping rights, and ensuring the participation of Indigenous peoples and regional residents.

Furthermore, the JBNQA (Section 12) and the Act respecting Northern Villages and the Kativik Regional Government (Kativik Act, 1978) (Section 13) permitted the establishment of a municipal system in the Kativik Region. Today, the 14 villages (except for the village of Puvirnituq) are located within Category I lands. Map 3 illustrates the municipal boundaries of the village of Kuujjuaraapik in relation to Category lands.

1.3.2 Kativik Regional Government

The Kativik Regional Government (KRG) was created in 1978 pursuant to the James Bay and Northern Québec Agreement to deliver public services to Nunavimmiut. Many of the KRG's responsibilities are stipulated in the Act respecting Northern Villages and the Kativik Regional Government (Kativik Act), such as transportation, police, sustainable employment, renewable resources, municipal public works and civil security. Other mandates have been delegated to the KRG by the region's municipalities and the Québec government. The KRG is also mandated to provide technical assistance on land use planning matters for the region's 14 northern villages. This role includes the production of maps and the creation of planning decision-making tools for the villages (master plan, zoning by-law, basemaps, etc.)

1.3.3 Northern Villages

Nunavik's 14 northern villages operate as municipalities, each being governed by an elected Mayor and Municipal Council. The powers and responsibilities of the NVs are stipulated in the *Kativik Act*. Pursuant to Section 176 of the *Kativik Act*, the roles and responsibilities of the NV include the following:

- **Creating and adopting a Master Plan and zoning bylaw covering the municipal territory.**
- **Regulating land use within the municipal territory.**
- **Granting permits for development.**
- **Reviewing permit applications for development**

1.3.4 Landholding Corporations

Landholding Corporations (LHCs) are governed by the Act respecting the Land Regime in the James Bay and New Québec Territories. LHCs are non-profit entities which, pursuant to this Act, receive and hold Category I lands. LHCs are composed of the Inuit beneficiaries affiliated to their respective community.

The purpose of LHCs is to administer lands on behalf of community members and promote the cultural, environmental, and social well-being of beneficiaries. In Kuujjuaraapik, Category I lands are held by the Sakkuq LHC. It is governed by a Board of Directors

As landowners, LHC responsibilities include the following:

- **Establish and administer policies and guidelines for the development of Category I lands.**
- **Identify and allocate Category I lands for use and occupancy purposes.**
- **Grant easements, usufruct rights, leases, as well as other use and occupancy rights, on Category I lands.**

1.3.5 Nunavik Housing Bureau

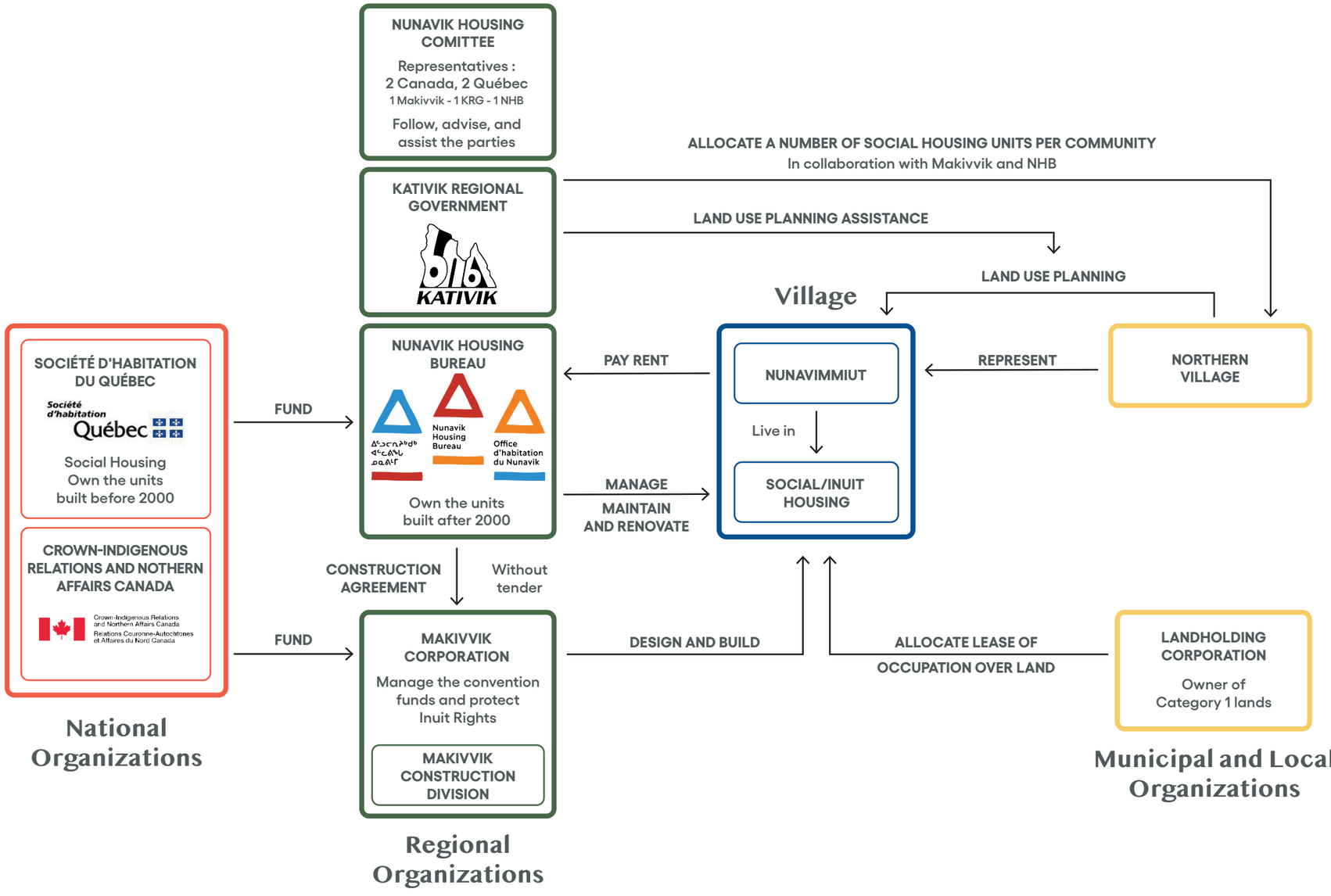
The Nunavik Housing Bureau (NHB), established under Article 57 of the SHQ Act (S-8 – Act respecting the Société d'habitation du Québec), was created in 1999 at the request of the Kativik Regional Government to manage and maintain the social housing in the Northern Villages of the Kativik region. It became operational in 2000. Today, the NHB acts as the designated representative of the Société d'habitation du Québec to ensure the management of the social housing stock and its maintenance. Housing stock consists of 3550 housing units spread over the 14 communities of Nunavik. NHB houses 98% of the population of Nunavik, a total of nearly 14,000 people.

The NHB is managed by a board of directors. It has seven members, three selected by the KRG, two by NHB tenants and two by the Québec Minister of Municipal Affairs and Land Occupancy.

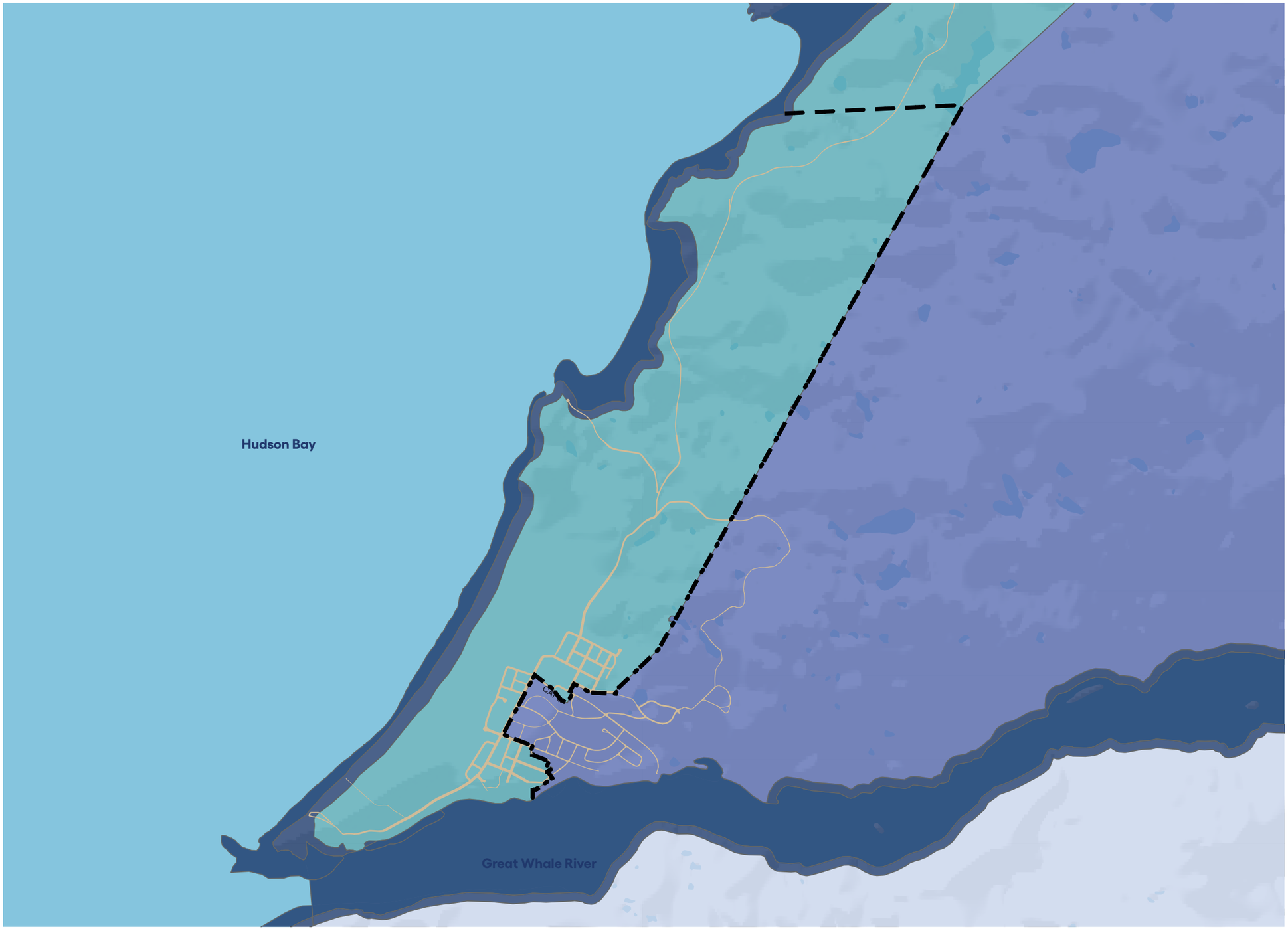
The organization also manages a Program Promoting Home Ownership and Residential renovation in the Kativik region that allow Inuit families to benefit from a Québec government subsidy covering 75% of the cost of building a private home (non social-housing).

1 The Kativik Region refers specifically to the Territory made of portions of the Nunavik region within the Province of Quebec, as defined in the *Kativik Act* (Section 2(v)). It excludes all offshore areas, islands, and the land areas under the jurisdiction of Nations, the Government of Canada, the Government of Nunavut or the Government of Newfoundland and Labrador.

Graph 2 — Inuit Housing Governance Schematics



Map 2 — Category Lands in Kuujjuaraapik



LEGEND

- Municipal Boundary
- Category I
- Category II
- Category IA
- Category IB

NOTES

Data Source: KRG (2024), CRGH AG(2024), MERN (2021)
Date: 2026-05-31

1:28,000
0 590 1,180 1,770 m

02

Cultural Context

2.1 APPROACH

Cultural perspectives in Nunavik's northern villages are highly intertwined with the land, water, and local ecosystems. In this way, the land forms the cultural foundation of nothern villages. To plan for the future land uses of these communities, it is essential to have a firm understanding of local perspectives of the land and how these intersect with community well-being.

In the development of the Master Plan, the KRG worked closely with the community of Kuujjuaraapik to better understand the cultural context. As part of this process, the NV was approached in order to determine which persons may be most appropriate to interview. Potential participants received information relating to the Master Plan project and examples of questions they would be asked. Participants were compensated for their time and knowledge. Interviews took place in person where a representative from the KRG confirmed the interview details with all participants before proceeding with the formal interview. Interviews were recorded and transcribed; the following summarizes the information shared by interview participants.

2.2 UNDERSTANDING OF LAND AND LAND USE

Land surrounding Kuujjuaraapik is inherently tied to the community's way of life through traditional subsistence activities including hunting and harvesting. A deep understanding of these cultural practices at different times of the year has allowed community members to leverage the land to obtain food and resources for generations. Map 3 displays significant traditional hunting routes in Kuujjuaraapik.

Interview participants spoke of the various marine and terrestrial species that are hunted in and around Kuujjuaraapik. These include, for example, seal, beluga, and caribou. Participants reported that hunting practices often change depending on seasonal changes. Similarly, participants spoke of berry harvesting practices in the late summer, and of the year-round mussel harvest. According to interview participants, wildlife plays an important role in providing access to nutritious traditional foods. Respondents also spoke of the importance of seal skins and fox furs for clothing, as well as Labrador tea, lemming, and rabbit skins for medicinal properties.

2.3 UNDERSTANDING OF COMMUNITY AND WELL-BEING

Interviewees spoke of the important role of elders in community life, as well as the role that younger generations play in supporting elders as they participate in traditional activities. Caring for the needs of elders is a priority. In turn, elders share important traditional knowledge and stories with younger generations. Furthermore, when discussing community wellbeing, interview participants emphasized that traditional food plays a role in strengthening the wellness of community members.

When leveraged appropriately, land use planning tools have the potential to support community well-being, including their efforts to preserve their traditional knowledge and cultural practices as the villages continue to grow. Traditional knowledge, cultural practices, and cultural understandings of the land should be central considerations in the land use planning process.

Image 4 — Photograph of an Inukshuk in Kuujjuaraapik

Map 3 — Cultural Heritage Sites in Kuujjuaraapik

LEGEND

- Municipal Boundary
- Archaeological Site

NOTES

Note: The archaeological sites in this map are presented for informational purposes only. Their location is therefore approximate. Anyone interested in building near an archaeological site should communicate with the Avataq Cultural Institute

Data Source: MCC (2024), NRCAN(2023), KRG (2024), CRGH AG(2024), MERN (2021)

Date: 2025-07-02

1:20 000

0 150 300 450 m

03

Existing Conditions

3.1 DEMOGRAPHICS

3.1.1 Population Overview

According to revised data from the 2021 Census, the population of Kuujjuaraapik is approximately 723 people. 2021 Census data for Kuujjuaraapik also indicates that 33% of the population is between 0 and 14 years of age, and 62% of the population is between the ages of 15 and 64. This suggests that the proportion of children in Kuujjuaraapik is much higher than at the provincial level, where only 16% of the population is comprised of individuals between the ages of 0 to 14 years.

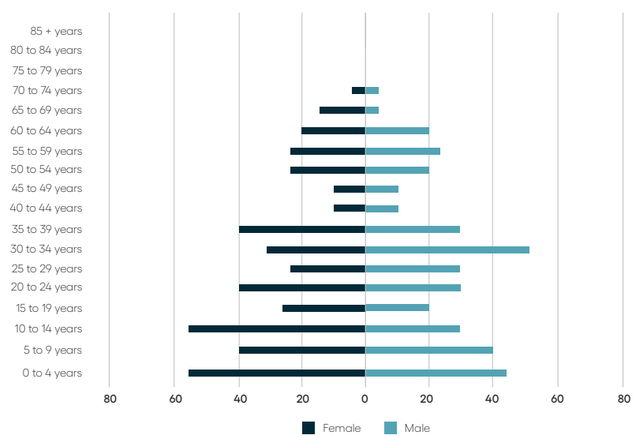
Furthermore, according to the 2021 Census data for Kuujjuaraapik, only 4% of the population is comprised of individuals over the age of 65. The median age of Kuujjuaraapik is 26.4, which is significantly lower than the median age of the Province of Quebec (43.2). The median age for Kuujjuaraapik is in line with that of other Nunavik communities such as Inukjuak (22.2), Ivujivik (23), and Kangiqsujuaq (23.9). While these statistics illustrate the village's relatively young population, projections conducted at the regional level show a significant increase in the senior population (ages 65 and over) by 2041. This presents important considerations for housing and age-appropriate facilities and services, both for youth and elders. This is further discussed in Section 4.2 of the Master Plan.

3.1.1.3 Household and Family Sizes

In 2021, most census families in private households in Kuujjuaraapik were comprised of one or two persons (43%). However, Kuujjuaraapik also has a significant proportion of families comprised of five or more persons (23%), which is much higher than the provincial average (8%).

The average household size in Kuujjuaraapik was 3.2 in 2021, which is higher than the provincial average (2.2) for the same period. Furthermore, per 2021 Census data, the average census family size for Kuujjuaraapik is 3.4, whereas the provincial average is 2.8. These relatively large household and family sizes have implications for the housing types required to accommodate the existing population, as well as anticipated future growth.

Graph 3 — Population Pyramid, Kuujjuaraapik, 2021 Census

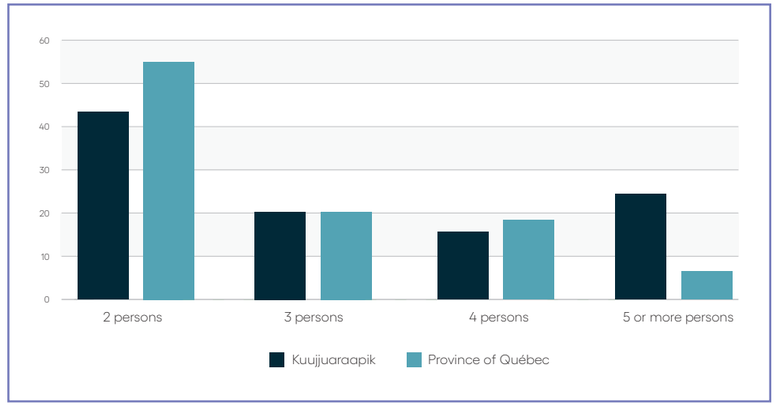


Source: (Statistics Canada, 2023a)

3.1.2 Population Growth

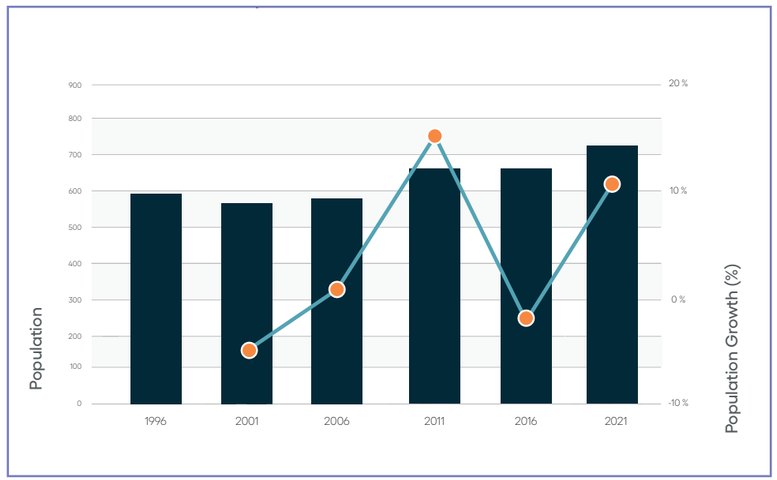
Between 1996 and 2021, Kuujjuaraapik's population increased by 24.9%. This is significantly higher than the rate of growth for the Province of Quebec during that same period (18.7%) (Institut de la statistique du Québec, 2022); However, this rate is relatively low compared to Nunavik as a whole (65.1% since 1996) and to other larger villages such as Puvirnituq (56% since 1996) and Kuujjuaq (53% since 1996).

Graph 4 — Census families in Private Households by Family Size



Source: (Statistics Canada, 2023a, 2023b)

Graph 5 — Population Growth, 1996 to 2021, Kuujjuaraapik



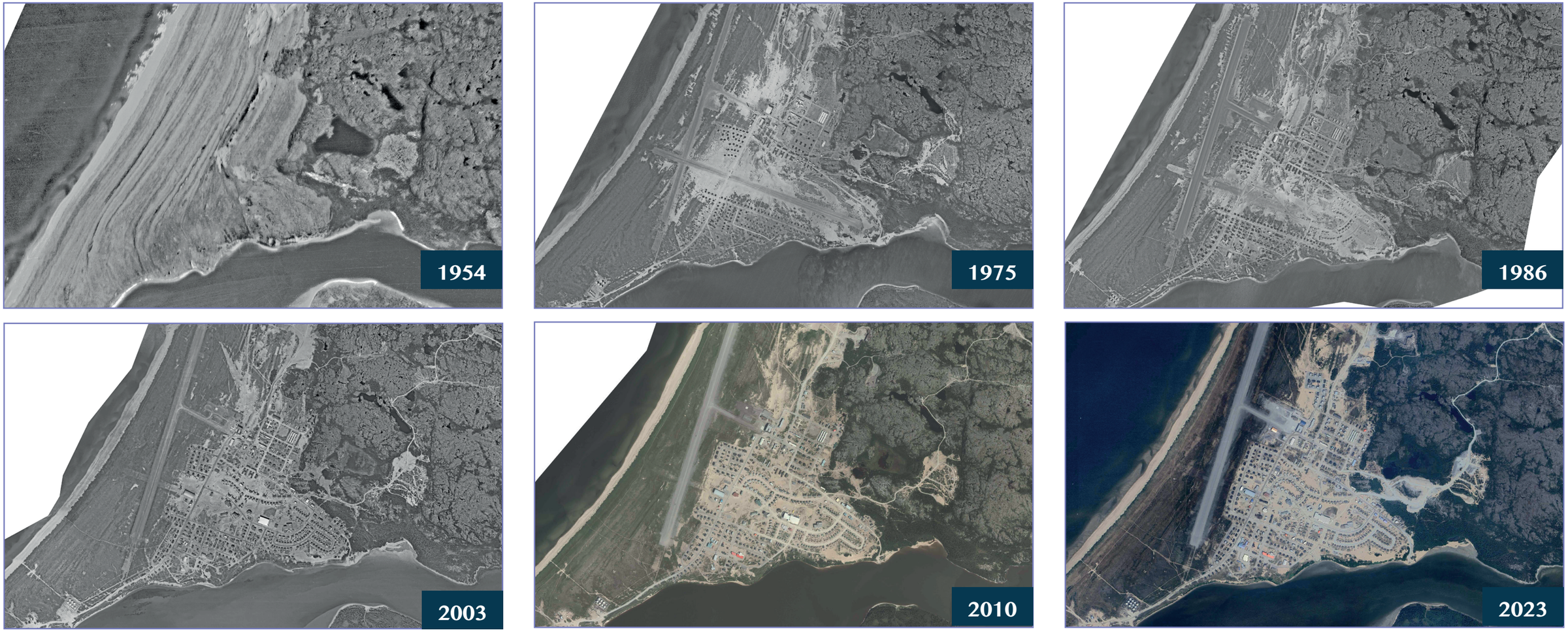
Source:(Statistics Canada,1996, 2001, 2007, 2012, 2023a)

3.2 URBAN DEVELOPMENT

3.2.1 Evolution of the Local Urban Context

The evolution of built form in Kuujjuaraapik from 1954 to today is illustrated in the aerial imagery presented in Map 4. These images show significant transformation between the 1950s and 1970s, marked with the development of two airstrips, perpendicular to one another as well as the construction of road and several dwellings. By 1975 a formal north-south road connects the two communities. It is noted that the neighbouring community of Whampagoostui developed at a similar pace, in parallel to Kuujjuaraapik, during these years. Between 1990 and 2003, there is a notable increase in urbanization. The east-west airstrip is removed, which opens land for development.

Map 4 — Aerial Imagery of Kuujjuaraapik from 1954 - 2023



3.2.2 History of Master Planning in Kuujjuaraapik

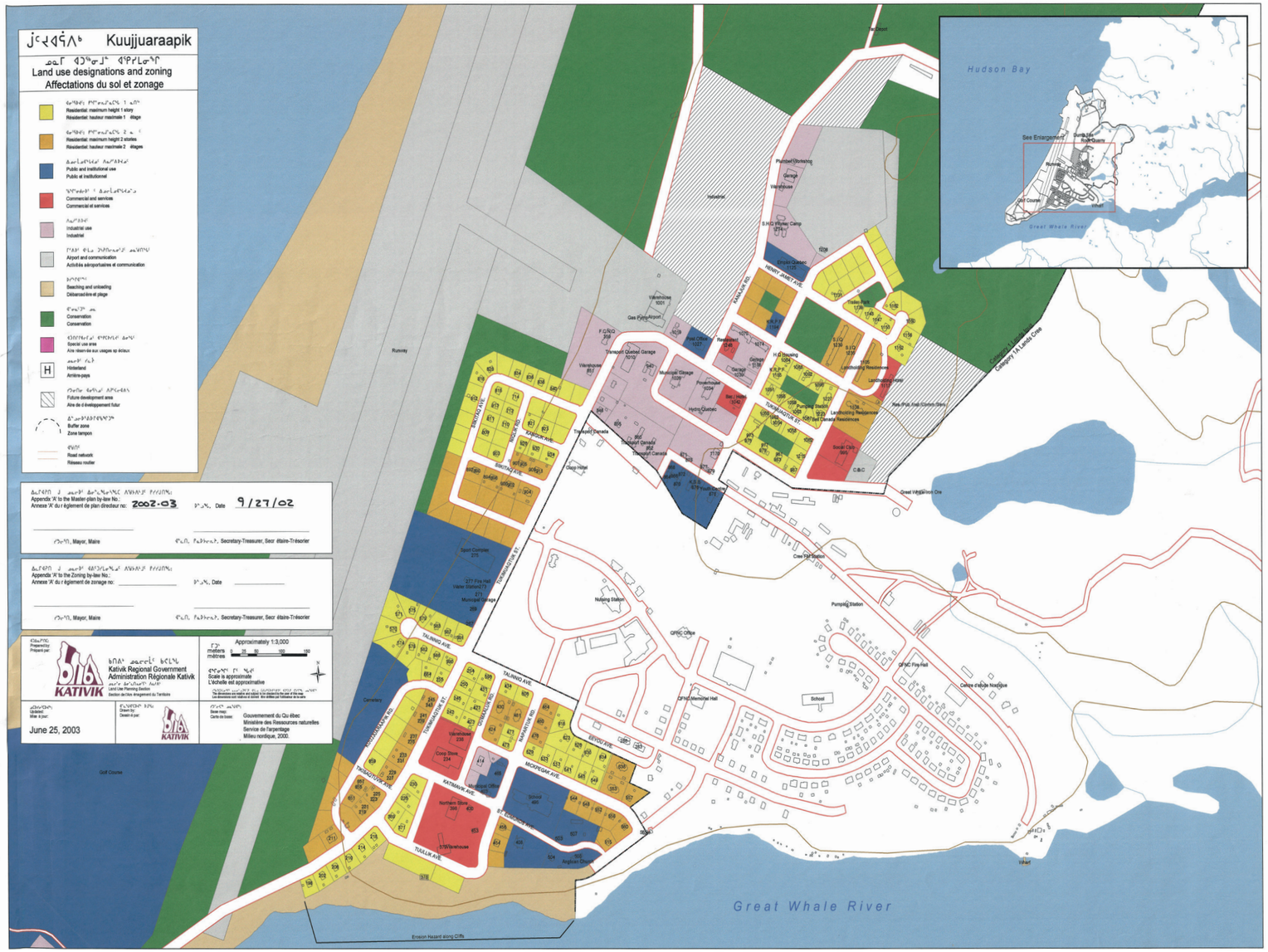
Master planning exercises have been ongoing in Kuujjuaraapik for several decades. The first master plan was adopted in 1983, the second in 1990, and the third in 2002. The 2002 master plan is still in effect today, along with a zoning bylaw that was adopted in 2002. These documents have sought to formalize the development of the community, to plan for future needs and aspirations, and to ensure that growth and development is carried out in a coherent and consistent manner. The community's master plans and zoning bylaw reflect planning perspectives and approaches of the time when they were created. Reviewing the previous master plans, as well as the existing zoning bylaw, help develop a better understanding of how the community has changed over time. It can also offer a perspective as to how the village could evolve in the future.

The Kuujjuaraapik 2002 Master Plan displays the current land use as depicted by a standard land use planning approach, with permitted uses being defined for each land use designation. The zoning designations labeled in the legend are as follows:

- Yellow and Orange = Residential
- Blue = Public and institutional use
- Light gray = Light Industrial
- Purple = Industrial
- Gray = Transportation and communications
- Green = Conservation (development prohibited)
- Red = Commercial and services

The community noted issues with the standard zoning approach when applied to the local context. The strict limitations to uses made responding to local needs and opportunities in an efficient manner difficult. The proposed zoning designations allow for more flexibility in the types of uses within each designation and within each sector of the village while maintaining a compatibility of uses. This new approach will enable Kuujjuaraapik to exercise greater agency to determine how it wants to guide future development of the village and take advantage of opportunities that will benefit the community as a whole.

Map 5 — Kuujjuaraapik 2002 Master Plan



3.2.3 Key Stakeholders in Urban Development

Several key stakeholders are involved in ongoing development projects in Nunavik's nothern villages, including Kuujjuaraapik.

Table 2 — Overview of Key Organizations and Typical Construction Activities

KATIVIK REGIONAL GOVERNMENT	› Municipal service infrastructure › Other community facilities	› Offices and warehouses › Staff housing
MAKIVVIK	› Social housing and Offices	› Construction camps
SAKKUQ LANDHOLDING CORPORATION	› Office	
NUNAVIK HOUSING BUREAU (NHB)	› Warehouses	
KATIVIK ILISARNILIRINIQ (KI) SCHOOL BOARD	› Education facilities, residences, and administrative buildings	› Warehouses and other storage › Staff housing
NUNAVIK REGIONAL BOARD OF HEALTH AND SOCIAL SERVICES	› Health and well-being facilities (ex. CLSC) › Staff housing	
FÉDÉRATION DES CO-OPÉRATIVES DU NOUVEAU QUÉBEC (FCNQ)	› Hotels › Stores	› Warehouses › Construction camps › Tank farms
MINISTÈRE DES TRANSPORTS ET DE LA MOBILITÉ DURABLE (MTMD)	› Airport terminal infrastructure and buildings › Airport roads	
HYDRO-QUÉBEC	› Power plants and energy infrastructure	› Staff housing › Transit house
OTHER	› Office buildings	› Other community assets

Source: (Allard et al., 2023).

3.3 HOUSING

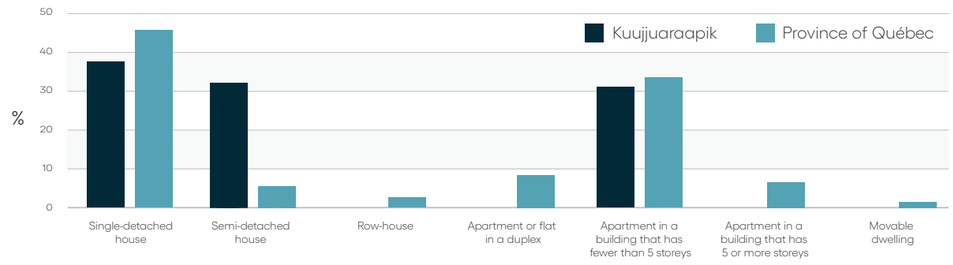
3.3.1 Housing system

The Sociéte d'habitation du Québec has been responsible for providing social housing services in Nunavik since 1981. Makivvik Corporation's construction division has built all social housing in Nunavik since 2000, funded by the Government of Quebec or Canada. The property rights are then transferred to the Nunavik Housing Bureau (NHB) once the units are built. The NHB's mandate is to manage and maintain the social housing in all Nunavik communities. NHB and KRG have an annual selection process to determine which communities get allocated social housing, and how much.

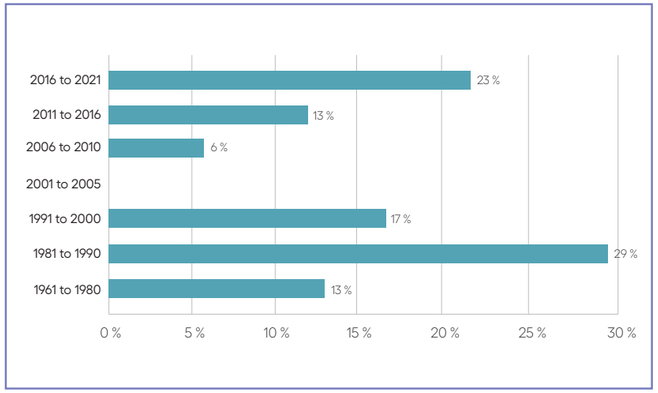
3.3.2 Overview of Housing Stock and Conditions

According to 2021 Census data, there is a total of 267 private dwellings in Kuujjuaraapik. The majority of dwellings in the village are comprised of single-detached houses (37%), semi-detached houses (33%), and apartments in buildings with fewer than five stories (31%). The 2021 Census reports that the construction of private occupied dwellings in Kuujjuaraapik has occurred from 1961 onwards, with significant construction occurring between 1981 and 2000, and more recently between 2011 and 2021. Furthermore, the 2021 Census data shows that 33% of total occupied private dwellings need major repairs, which is more than five times the percentage for the Province of Quebec (6%) for the same period. This is reflective of region-wide housing issues. As stated in a 2014 report by the Société d'habitation du Québec (SHQ), the lack of appropriate housing is one of the most significant challenges facing the Inuit population of Nunavik.

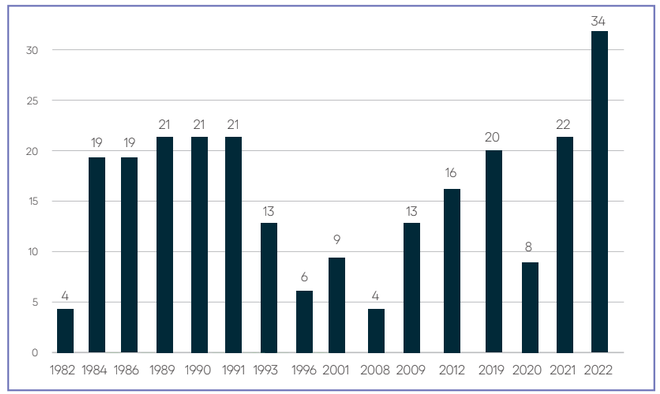
Graph 6 — Occupied Private Dwellings[3] by Structural Type of Dwelling



Graph 7 — Total Occupied Private Dwellings by Period of Construction



Graph 8 — Social Housing by Year of Construction, 1981 to 2022



3 Statistics Canada (2023a) defines a private dwelling as a «separate set of living quarters with a private entrance either from outside the building or from a common hall, lobby, vestibule or stairway inside the building.»

3.3.2.1 Social Housing Stock

The latest data published by the NHB shows that there were 232 social housing units administered by the NHB in Kuujjuaraapik as of 2021. This is approximately 87% of the village's total occupied dwelling count reported by the 2021 Census (267 dwellings). The construction of social housing in the village has mainly occurred in the 1980s and early 1990s, and again in 2009 and 2012. The KRG's internal documents show that the following construction of social housing has occurred in Kuujjuaraapik between 2019 and 2022:

- 20 units in 2019;
- 8 units in 2020;
- 22 units in 2021; and
- 34 units in 2022.

3.3.3 Planned Construction of New Housing Units

Residential development in Kuujjuaraapik is ongoing and is being undertaken by a number of agencies, such as Makivvik, the Kativik Ilisarniliriniq (KI) School Board, and the NRBHSS. In a report detailing their material resources investment plan for 2021-2031, KI School Board has announced the following construction of housing for staff in Kuujjuaraapik:

- 12 units in 2028 (Dionne, 2021).

3.4 COMMUNITY ASSETS

Community assets and infrastructure in Kuujjuaraapik includes community and institutional buildings, recreation facilities, space of semi-public use, transportation infrastructure, and municipal service infrastructure. Kuujjuaraapik's community assets, services, businesses, and infrastructure are outlined in the Table 3 and illustrated in Map 6.

The Isurruutiit Program is a partnership between the KRG and the Province of Quebec that has contributed to the building and upgrading of infrastructure in Nunavik communities. Phase I of the program started in 1999, Phase II in 2006, Phase III in 2011, and Phase IV in 2016. The Isurruutiit Program (Phase V) was renewed in 2023.

The three components of the Isurruutiit Program are as follows.

- Infrastructure upgrading work (for drinking water, wastewater, solid waste and roads);
- Buildings and other municipal facility construction and renovations (offices, garages and outdoor recreation infrastructure); and
- Vehicle and heavy equipment purchases and overhauls (for drinking water, wastewater, solid waste and roads).

Phase V of the program will allow the KRG to continue to invest in municipal infrastructure and to conduct studies, including the evaluation and identification of sustainable solutions to water and wastewater management issues in the nothern villages.

Table 3 — Kuujjuaraapik Community Assets

COMMUNITY ASSETS			INFRASTRUCTURE	
CULTURAL	**HEALTH AND WELL-BEING**		**STORAGE**	**WATER TREATMENT AND MANAGEMENT**
Katittavik Hall Multidisciplinary Cultural Centre	CLSC (health clinic)		Garages (6)	Water treatment plant
Church	Social services complex		Municipal storage	Reservoir
Historic church	Foster home		Warehouses / Cold storage	Underground pipelines system
Sewing centre	**WORK, COMMERCE, AND FOOD SERVICES**		Boat storage	**WASTE MANAGEMENT**
Community freezer	Co-op Store		**ENERGY**	Landfill
RECREATIONAL AND LEISURE	Northern Store		Tank farm	Wastewater treatment ponds
Sports complex	Local employment centre		Gas pump	**ENVIRONMENTAL**
Pool	Workshop		Power plant	Atmospheric radionuclides monitoring station (Health Canada)
Playground	Restaurant		**AIR**	**COMMUNICATIONS**
Outdoor ice rink	**SECURITY & EMERGENCY RESPONSE**		Airport	Satellite dishes and communication towers
EDUCATIONAL	Rescue boat and its shelter		**MARINE**	FM Radio
Asimauttaq primary school	Fire station		Port	**GRANULAR RESOURCES**
Asimauttaq secondary school	Police station		Boat launch	Pits and quarries
Adult education centre	**ACCOMODATION**			
Daycare	Co-op hotel			
INSTITUTIONAL	Construction camps			
NV office				
LHC				
Post office				

Source: (Allard et al., 2020).

Map 6 — Community Assets in Kuujjuaraapik

LEGEND

- Cultural
- Recreational and Leisure
- Educational
- Institutional
- Health and Well-Being
- Work, Commerce, and Food Services
- Security and Emergency Response
- Accomodation
- Playgrounds

NOTES

Data Source: KRG (2024), NRCAN (2023), CRGH AG(2024), MERN (2021)
Date: 2025-09-29

1:7 500
0 150 300 450 m

3.4.1 Community Facilities

Among other community facilities, Kuujjuaraapik has a sports complex, playground, NV Office, childcare centre, social club, and a cultural centre. Updates to community facilities are ongoing in the village. In 2022, it was announced that Kuujjuaraapik (and five other communities) would receive federal and provincial funding for upgrades to sports and recreational funding. As a result, Kuujjuaraapik received $4.6 million for the construction of a service building and a new roof for the outdoor ice rink.

3.4.2 Education Facilities

The KI School Board was created in 1975 after the signing of the JBNQA. The Board is authorized to deliver educational programs in Nunavik at the pre-kindergarten, primary, secondary, and adult education levels. It is also responsible for designing programs and teaching material in Inuktitut, French, and English; training Inuit teachers consistent with Quebec standards; and organizing and supervising postsecondary education. KI is non-ethnic and manages at least one school in each of Nunavik's 14 communities. Given the size of most schools, the limited number of pupils, and the trilingual nature of programs and staff, most classes encompass more than one grade. Asimauttaq School is the exclusive educational facility in Kuujjuaraapik and provides all educational services (primary and secondary). The school opened in 1985, was later destroyed in a fire, and rebuilt, with two storeys, in 2006. The new facility has 13 classrooms, 11 specialty rooms, and a total square footage of 1,533 square meters. This analysis shows that the percentage of existing school space, relative to the required capacity, is at 59%. In order to address this issue, an enlargement of the Asimauttaq School is planned, with a projected 2027-2031 timeframe. Furthermore, the construction of an adult education centre, as well as student residences, are also planned, with a similar projected timeline.

3.4.3 Health and Well-Being Facilities

The NRBHSS is responsible for the delivery of health services in the Nunavik region. Services are organized locally and by sub-region. Kuujjuaraapik has a local health care centre (CLSC), which includes a team of professionals from various fields and disciplines. These teams provide a range of health care and social services to the population. Kuujjuaraapik also has a Youth Rehabilitation Centre, and the Tasiurvik Family House to support families in crisis. Broader health services are delivered through two multi-purpose facilities outside the village, the Inuulitsivik Health Centre in Puvirnituq and the Ungava Tulattavik Health Centre in Kuujjuaq. These institutions provide general hospital services and specialized care as well as long-term hospital care. Both centres also offer midwife care services and child and youth protection services.

Secondary health care services are limited in Nunavik. The use of resources outside of the region is the norm for almost all specialized examinations and treatments. Some services are offered at the two health centres by visiting specialists such as gynecologists, psychiatrists, orthopedic specialists, etc. If specialized or ultra-specialized services cannot be provided in the North, the patient will be referred to resources in the south. Given that many health and well-being services are provided outside the village itself, access to services can be a challenge as it requires air travel.

Source: Katittavik Multidisciplinary Cultural Centre

3.5 INFRASTRUCTURE

3.5.1 Transportation Infrastructure

3.5.1.1 Ground

Kuujjuaraapik's road network consists principally of a street grid that responds to the natural structure and constrains of the region. This network has evolved based on the needs of the community and the distribution of soil types that could accommodate development.

Ground-based transportation networks in Kuujjuaraapik have benefitted from the ongoing Road Paving Program, which took place between 2002 and 2007. This program was created through an agreement between the KRG and the MTMD. It aims to improve the quality of life of Northern residents by lowering the amount of dust generated by vehicles travelling along sand and gravel roads. The program has the added benefit of increasing the lifespan of vehicles, which reduces the burden of maintenance fees on residents and local organizations. Currently, some roads in Kuujjuaraapik are surfaced with asphalt, while others are surfaced with gravel. The Road Paving Program was extended in June 2012 to prioritize communities with at least three kilometres of new roads. Also of note is Kuujjuaraapik's public transit network. Since 2005, services are delivered through the Usijiit para- and public-transit program, operated by the NV and funded by the KRG. In 2014, new buses were purchased and delivered to Kuujjuaraapik.

3.5.1.2 Marine

Since 1998, the Makivik Corporation and the Quebec government have been funding improvements to marine infrastructure facilities via an agreement on the matter. The first phase funding, comprised of $ 91.5 million, was released from 1999 to 2011; Makivik was tasked with coordinating projects in each northern village.

These projects have had a net positive impact on communities by improving the safety of marine access and creating greater efficiency for harvesters and sealift operations.

This agreement is currently in its second phase of funding. 2014 saw investments made to access ramps and service areas in a majority of nothern villages. The second phase of this agreement includes investments in docking facilities for community vessels as well emergency response vehicles, such as sealift and search and rescue boats.

Kuujjuaraapik has a harbour located in the southern part of the village along Great Whale River and a second boat ramp 14 km north of the village, which was constructed following an economic partnership between the Government of Quebec and the northern village of Kuujjuaraapik in 2003. According to the 2019 KRG Annual Report, it has been close to a decade since any major work has been undertaken to improve Kuujjuaraapik's marine infrastructure. As of 2019, the village's marine infrastructure was under review, along with other northern villages.

3.5.1.3 Air

KRG is responsible for managing, operating, and maintaining the airports in all 14 Nunavik communities in accordance with all applicable federal and provincial laws and regulations.

Kuujjuaraapik's airport was reconstructed in 2005 and is equipped with a single 1,549-metre-long gravel airstrip. It is a relatively busy airport and was among the first constructed in Nunavik. In 2016, improvements were made to the airport's runway including apron and pad expansions. In 2019, the latest available data, Kuujjuaraapik's airport handled a total of 8, 392 passengers. According to the KRG's 2019 Annual Report the MTMD has planned for a 2020 completion of the garage and runway, taxiway and apron regeneration in Kuujjuaraapik. Further work includes the installation of a motorized vehicle gate and a video surveillance and access control system in Kuujjuaraapik. Construction of a new maintenance garage at the airport was initiated, as was the rehabilitation of airfield surfaces.

3.5.2 Municipal Service Infrastructure

Some municipal infrastructure in Kuujjuaraapik is shared with neighbouring Whapmagoostui. This includes water and wastewater infrastructure, as well as the waste disposal facility. The following section details key information regarding existing municipal service infrastructure in the village.

3.5.2.1 Water Supply, Storage & Treatment

Kuujjuaraapik is the only village in Nunavik with a piped service system for water and sewage[4]. In 2006, Kuujjuaraapik, in collaboration with Whapmagoostui, upgraded their 50-year-old water distribution system to a new water and wastewater system following agreements between the Société Immobilière du Quebec, the KRG, Whapmagoostui First Nation, and the NV. The costs were shared amongst Kuujjuaraapik and Whapmagoostui.

3.5.2.2 Wastewater Treatment

Kuujjuaraapik has a piped wastewater system in which the wastewater is piped to two pumping stations and then sent to three aerated sewage treatment cells. The wastewater treatment cells are located approximately 1.2 kilometres north of the village.

3.5.2.3 Solid Waste

Kuujjuaraapik's solid wase disposal facility (landfill) is located approximately 500 to 600 metres north of the village core. This facility has been operational since the 1950s and will soon reach capacity. A new solid waste landfill site – for the shared use of both Whapmagoostui and Kuujjuaraapik – will be constructed approximately seven kilometres north of the community of Whapmagoostui, on Category IA (Cree) lands. The expected lifespan of this facility is between 25 to 35 years. The project also involves the construction of an access road, which will traverse both Cree and Inuit lands.

4 In the 13 other northern villages, water is delivered by truck. The presence of permafrost in the other northern villages makes piped water delivery expensive and difficult to maintain.

3.5.2.4 Granular Resources

Various pits and quarries have been operated in the past in Kuujjuaraapik, although no documentation has been obtained. There appears to be an active quarry and borrow pit, however the current status of pits and quarries is unknown.

3.5.2.5 Energy

Energy for both Kuujjuaraapik and Whapmagoostui is currently provided by a diesel-powered generating facility operated by Hydro-Québec. The tank farm that supplies the needed diesel fuel is located southwest of the airport runway. In 2011, a Whapmagoostui Kuujjuaraapik Hybrid Power Plant Project was initiated by the First Nation of Whapmagoostui. The purpose was to research and develop hybrid renewable energy projects for community consumption in Whapmagoostui and to create economic and job opportunities for the communities of Whapmagoostui and Kuujjuaraapik. Following a ruling rendered in December 2017, Hydro Québec was mandated by the Quebec Energy Board to work collaboratively on a power purchase agreement with Whapmagoostui and Kuujjuaraapik to ensure the development of a suitable project for all parties concerned. A joint Eeyou-Inuit Steering Committee was set up in February 2019 This led to the incorporation, in June 2020, of of the Kuujjuaraapik Whapmagoostui Renewable Energy Corporation, owned equally between Nimschu Iskudow Inc. and Sakkuq LHC. The The Kuujjuaraapik-Whapmagoostui Renewable Energy Corporation is presently pursuing wind power generation and may study other sources of renewable energy to eventually replace fossil fuel as the main source of energy.

3.5.3 Economic Sectors

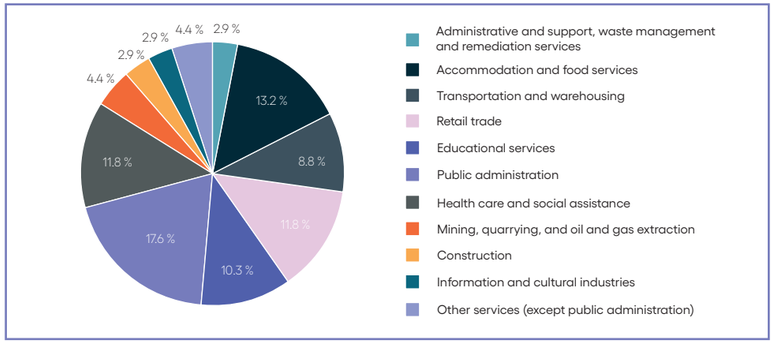
Kuujjuaraapik's economic activities can be divided into two economic sectors: formal and informal. The informal economic sector is centred around land-based, largely non-monetized activities such as hunting, fishing and trapping.

This sector is supported by programming funded by the KRG through the Inuit Hunting, Fishing and Trapping Support Program. The diversify economic sector is the wage economy. Graph 9 illustrates the main industries employing residents of the village, based on the latest available Census data (2021). These are classified using the North American Industry Classification System (NAICS). According to this data, public administration, accommodation and food services, health care and social assistance, retail trade, and education services are all important industries in Kuujjuaraapik.

3.5.4 Commercial Infrastructure

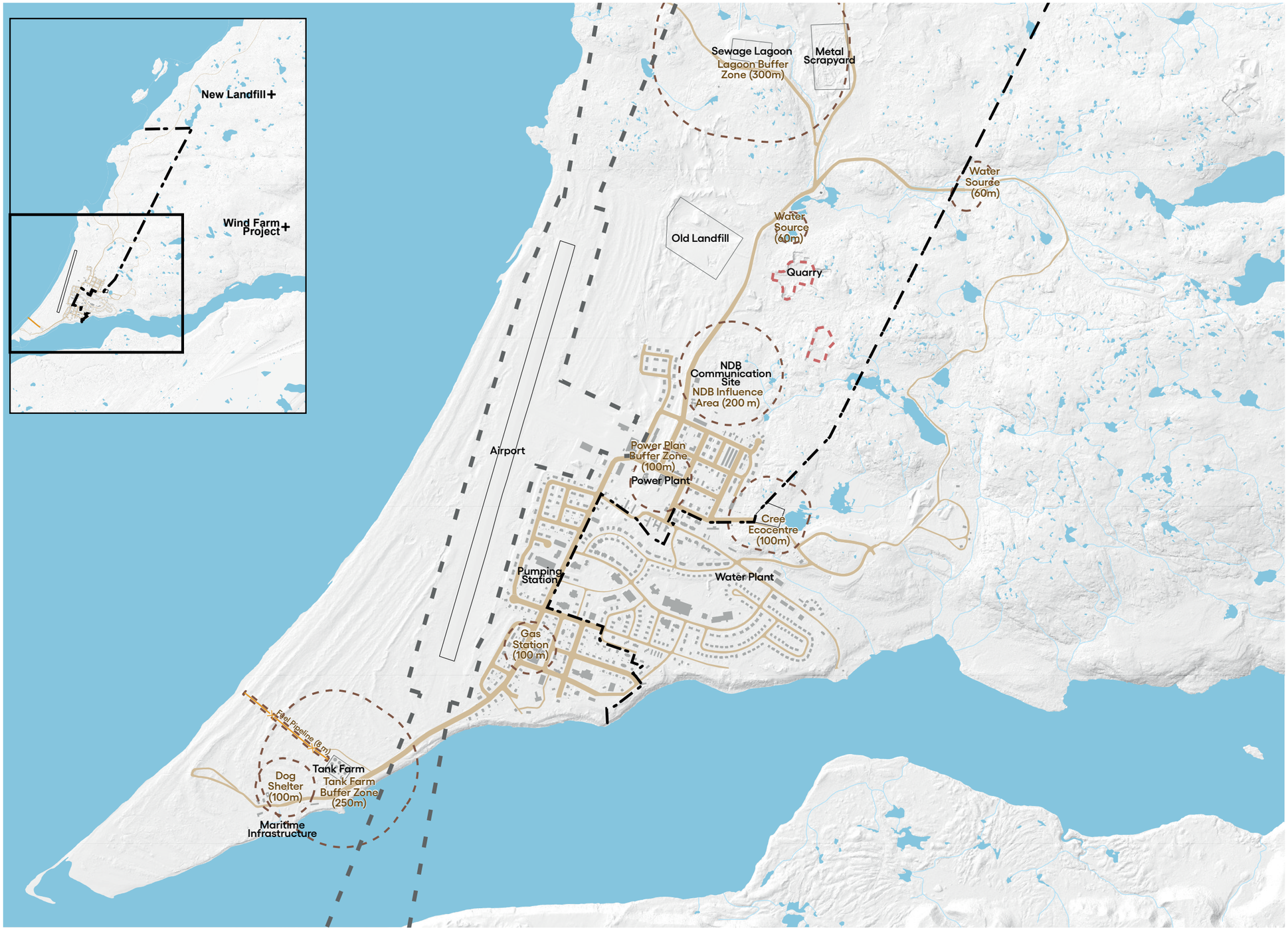
Sakkuq LHC are the land managers of Category I lands in Kuujjuaraapik and have the right to lease lands to people and organizations and form business partnerships for economic development. Through the corporation, one business, 'Qilalugaq Resto Pub' has been formed and operates in Kuujjuaraapik. Fédération des coopératives du Nouveau-Québec (FCNQ) remains one of the most important private economic drivers in Nunavik communities. FCNQ runs the Co-op Hotel, Co-op Store, the Cable TV service, and distribution of petroleum products. FCNQ has also created Nunavik Financial Services Cooperative, which provides financial services throughout the entire Nunavik region.

Graph 9 — Distribution of Total Labour Force Aged 15 Years and Over



Source: (North American Industry Classification System (NAICS); 25% Sample Data, 2021 Census.)

Map 7 — Infrastructure in Kuujjuaraapik



LEGEND

- Municipal Limits
- Constraints Buffers
- Quarry and Borrow Pit
- Airport Takeoff & Landing Zone
- Fuel Pipeline

NOTES

Data Source: KRG (2024), CRGH AG(2024), NRCAN (2023), MERN (2021)
Date: 2025-11-20

1:15 000

0 320 640 960 m

Map 8 — Topography in Kuujjuaraapik

LEGEND

Contour (5m)

Elevation

119 m

0 m

NOTES

Data Source: KRG (2024), CRGH AG(2024), MERN (2010)
Date: 2025-06-16

1:15 000

0 320 640 960 m

Data source: (Aubé-Michaud & Allard, 2019)

3.6 GEOPHYSICAL PROFILE

3.6.1 Topography and Watershed

Kuujjuaraapik is situated in the James Bay and Hudson Bay water basin, and more specifically located in the watershed of the Great Whale River. In the region, there are many streams, which are intermittent in the summer. There are also several small and medium-sized lakes on the territory.

Run-off in the region occurs during the spring and the waters of the region undergo only one flood period beginning in June. Rivers and streams empty about half of their annual flow during flood periods. Early November is when the winter freeze begins resulting in winter being a low-water period. Rivers and streams empty only 10% of their annual flow during this time.

The developed area of Kuujjuaraapik is relatively flat and has an altitude ranging from 10 and 15 metres above sea level. The topography of the larger municipal boundary is between zero and approximately 60 metres above sea level. The terrain's general profile inclines toward the coast with a slight to average slope over a distance of about two kilometres. The region's shoreline is characterized by the presence of prograding spits, marshes, and erosion-caused microcliffs in the Manitounuk Strait, cuesta topography, and a number of sandy beaches intersected by rocky outcrops.

3.6.2 Geology and Terrain

The community itself sits on a permafrost-free terrace of coarse river sand deposited at the mouth of the Great Whale River. There are some rock outcrops at the northern and eastern limits of the built-up area. The bedrock is generally found at a depth of more than 7 metres. The coarse sand soils mean that the terrain is well drained and not susceptible to frost.

Coastal Landscapes in Kuujjuaraapik

3.6.3 Natural Hazards

Researchers from the Centre for Northern Studies at Université Laval have identified a number of natural hazard risks in Kuujjuaraapik. This includes a high risk of marine surge in coastal areas of the village, which can lead to coastal flooding and erosion. In addition, wind erosion west of the airstrip and north of the existing built-up areas of the village had been identified as a significant risk. Furthermore, windstorms, ice storms, and blizzards are also risks in the village, as identified by the CNS. These natural hazards need to be considered as the village continues to expand, and particularly in the context of climate change, which should be taken into account further when conducting risk assessments.

Map 9 — Soil Deposits in Kuujjuaraapik

LEGEND

Surface Deposit

- **5 Marine Deposit**
- 5A Deep water facies
- 5S Shallow water facies
- 5A_9A Deep water facies with presence of active aeolian features
- **6 Coastal Deposit**
- **9 Aeolian (wind-driven) Deposit**
- 9A Active aeolian features
- **R Bedrock**
- RR Bare Bedrock
- **AN Anthropic Deposits**

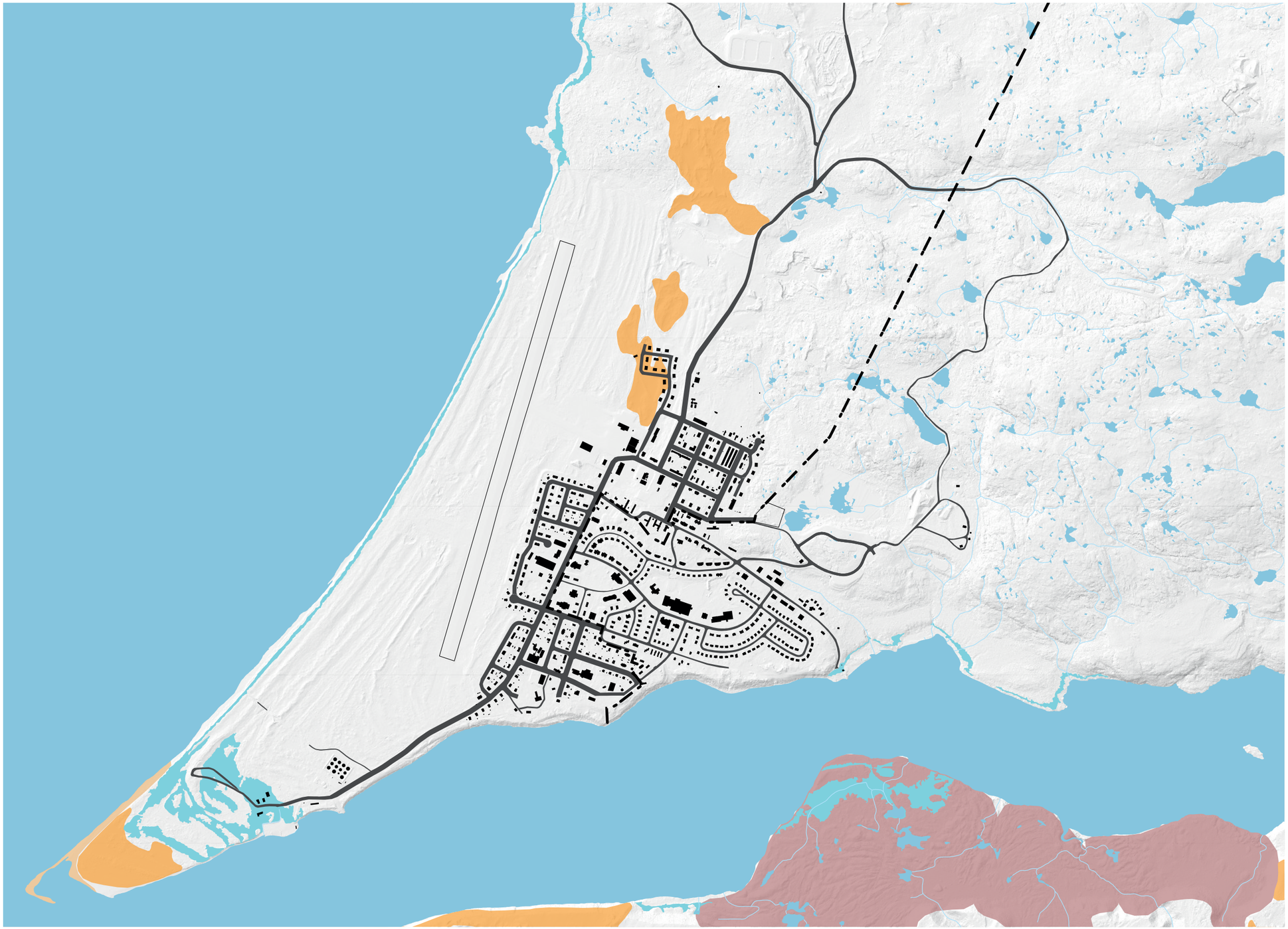
NOTES

Data Source: MERN (2024), KRG (2024), CRGH AG(2024), MERN (2021)
Date: 2025-07-16

1:15 000
0 320 640 960 m

Data source: (Allard et al., 2020)

Map 10 — Natural Hazards in Kuujjuaraapik



LEGEND

Landslide

A landslide is the downslope movement of a mass of soil under the influence of gravity.

Coastal Erosion

Coastal erosion is the wearing away of land along the coast by waves and tides.

Fluvial Erosion

Fluvial erosion is the wearing away of land by rivers and streams.

Wind Erosion

Wind erosion is the removal of soil or sand by strong winds.

Storm surge

A storm surge is an abnormal water level rise caused by strong winds from a storm pushing water toward the coast. It can lead to dangerous coastal flooding.

NOTES

Data Source: CEN (2018), NRCAN (2023), KRG (2024), CRGH AG(2024), MERN (2021)
Date: 2025-09-29

1:15 000

0 320 640 960 m

Data source: (Aubé-Michaud & Allard, 2018)

3.7 CLIMATE

Kuujjuaraapik is located in the tundra. As is the case across Nunavik, winters are generally long, cold, and dry, whereas summers are short, cool, and wet. Winds are strong year-round, and temperatures are low. Table 4 provides some key climate facts for Kuujjuaraapik based on historical data published by Environment Canada.

Table 4 — Climate Data, Kuujjuaraapik

CLIMATE INDICATORS	AVERAGE FOR THE 1981-2010 PERIOD
Average annual temperature	-3,6 (± 0,4 °C)
Average winter temperature (November to April)	-13,6 (± 1,2 °C)
Average summer temperature (May to October)	6,3 (± 0,9 °C)
Number of freezing degree-days	2,435 (± 33 days)
Number of thawing degree-days	1,283 (± 79 days)
Start date of the frozen season	Octobre 24 (± 1 days)
Start date of the thaw season	June 7 (± 2 days)
Duration of the thaw season	138 (± 4 days)
Annual precipitation	787 mm
Annual average – rain	292 mm (78%)
Annual average – snow	495 cm (88%)

Source: (Allard et al., 2020)

3.7.1 Climate Change

The impacts of climate change are being felt around the globe in a variety of ways. Multiple studies have suggested that Northern regions will be highly impacted by climate change, with accelerated warming expected during the 21st century. In addition to increases to air temperature, climate change is expected to impact precipitation, snow cover, wind, lake and sea-ice cover throughout Nunavik. In the period between 1987 and 2016, the region has displayed winter temperature increases by approximately 2 degrees Celsius per decade and summer increases of 0.5 degree Celsius per decade. This aligns with further evidence of the poleward amplification of climate change impacts. Current models suggest that mean annual temperatures will increase by 2-8 degrees Celsius by the end of this century, with most pronounced impacts occurring in the winter months. Precipitation in the region is expected to increase by 20-30%, which is expected to have significant impacts on coastal regions and related transportation infrastructure. Nunavik is expected to see a significant decline of winter sea ice concentration, with concentrations reaching 10% by 2040-2070, in contrast to the current 60-80% concentrations. Improved management of snow removal, analysis of the effect of warming on the existing and planned infrastructure as well as training on maintenance and overall education on the topic is required in the short term in order to properly address the situation.

Community perspectives on climate change in the region have been recorded through various workshops and interviews with community members from several villages. Among many concerns and observations noted were changes in berry and animal distribution, fish abundance, ice coverage, as well as shifts in weather patterns and a lower abundance of snow.

Environmental changes have direct implications for Nunavik's communities and their communities' way of life. For instance, as weather patterns become more unpredictable and difficult to discern, local travel can become more challenging. Climate-related shifts are linked to increased risks for winter season travel in particular, as the ice thickness and snow amounts become less stable. This often results in a shorter hunting season and may have implications for other subsistence activities.

Communities in Nunavik have noted the impacts of climatic changes on their food security. Certain important food sources are particularly vulnerable. Artic char, for instance, prefer cold water conditions, and could change their migration patterns due to warming temperatures. Changes in weather have also reported negative effects on berry growth and distribution patterns. Furthermore, shifts in certain mammal population levels and migration patterns are also an issue of particular concern. For example, a decline in the population of caribou in Nunavik has been observed since the 1990s. This could have negative social and economic effects in the long term, as many communities rely on caribou as a food source. These changes have increased communities' reliance on store-bought foods, which are often costly and less nutrient dense.

Community members from the villages have noted numerous adaptive behaviours arising as a response to environmental changes, such as shifts in meat drying practices due to weather changes; a greater emphasis on local food exchanges due to the decreasing availability of country foods; increasing sun protection methods; and changes in hunting and travel routes. In the coming years, it will be essential for the village of Kujjuuaraapik to identify and understand the potential impacts of climate change and prepare to respond quickly and effectively. Information on impacts specific to Kujjuuaraapik will be essential to inform decisions and build adaptive capacity. Furthermore, the village must assess how it can adapt to climate change. Adaptive capacity is the ability of a community to cope with or adjust to the impacts and risks of climate change. By building adaptive capacity, communities develop practical ways to cope with climate uncertainty and reduce their vulnerability.

In 2013, the KRG published a study which issued recommendations for climate change adaptation across Nunavik (Barett et al., 2012). This includes best practices for snow removal, road construction and maintenance, drainage and water management, and other infrastructure design and maintenance. These recommendations should be integrated into planning and development in Kujjuuaraapik.

04

Community Perspectives and Needs

4.1 COMMUNITY CONSULTATION SUMMARY

To inform and guide the Kuujjuaraapik master plan update process, community engagement sessions were held in the village in 2022. The KRG land use team organized three engagement sessions with residents and elected officials from the LHC and the NV. The principal objective of workshops was to identify community needs and aspirations regarding the village land uses, issues and possibilities for development.

4.1.1 Overview of Public Consultation Activities

- Workshops at Asimauttaq school with four groups of students
  - Discussion with students about land use planning;
  - Participatory exercise aimed at envisioning the future;
  - Participatory exercise to identify community assets.
- Presentation to NV and LHC elected members
  - Presentation and explanation on the consultation process;
  - Explanation of the utility of a master plan and a zoning bylaw;
  - Discussion with elected members of LHC and NV on current concerns and potentials for development.
- Open house at Katittavik Centre with various participatory activities aimed at soliciting community input on the following elements to guide the master plan update:
  - Envision the future of the village;
  - Identify assets of the community;
  - Receive feedback on three potential expansion areas within the village and proposed housing layouts;
  - Receive feedback on whether to continue sharing the cemetery with Whapmagoostui.

In total, 59 people participated in the engagement session activities. This represents 9% of the population of Kuujjuaraapik, which is considered a significant participation rate for public consultation activities.

Image 5 — Photograph of Community Engagement in Kuujjuaraapik

4.1.2 Community Perspectives, Aspirations, and Values

Through these public consultation activities participants were invited expressed their thoughts on what they enjoyed about Kuujjuaraapik, what they envisioned for the future of their community, things they dislike, and opportunities. Table 5 reflects the aspirations of the students at Asimauttaq school and Table 6 shows the results from the Open House, which included a question about what they value.

The consultations also focused on capturing what community members identified as community assets. Tables 7 and 8 capture those assets (feel proud of) in addition to other perspectives on what they dislike or fear about their community, places they play and gather, and potential opportunities and ideas for Kuujjuaraapik. Table 7 reflects highlights these perspectives for the Asimauttaq school students and Table 8 shows the results from the Open House.

Table 5 — Asimauttaq School Responses

LIKE ABOUT MY COMMUNITY	DREAMS FOR MY COMMUNITY
School	Bigger healthcare center
Pool, Triple Gym	More jobs for youth
Shared culture : open-minded	More vegetation
Hockey rink	Dog shelter where dogs can be safe
Camping	Arcade
Inuit culture	Larger ice rink
Youth center	Community centre for elders
Biking	Bigger pool
Winter sliding	Art gallery / Museum
Hunting / Fishing	Recycling facility
Airport	More modern houses
Family	Walking trail / sidewalks

Table 6 — Open House Responses

LIKE ABOUT MY COMMUNITY	DREAMS FOR MY COMMUNITY
Joint activities for recreation and culture	Bowling alley
Great community center	Greenhouse / food security / shared for the two communities
Community spirit	Food bank / Soup kitchen for both communities
Cooking	Library
One big family	Wi-fi service
Shared CLSC	Build a church
Ice rink	Incinerator for garbage disposal and heating houses
Going to family house	Less alcohol
Gym	To have an arena in the Inuit community
Joint activities for recreation and culture	Dog shelter

VALUES
Traditions
Peace amongst cultures
Acceptance of self and others
Family
United communities

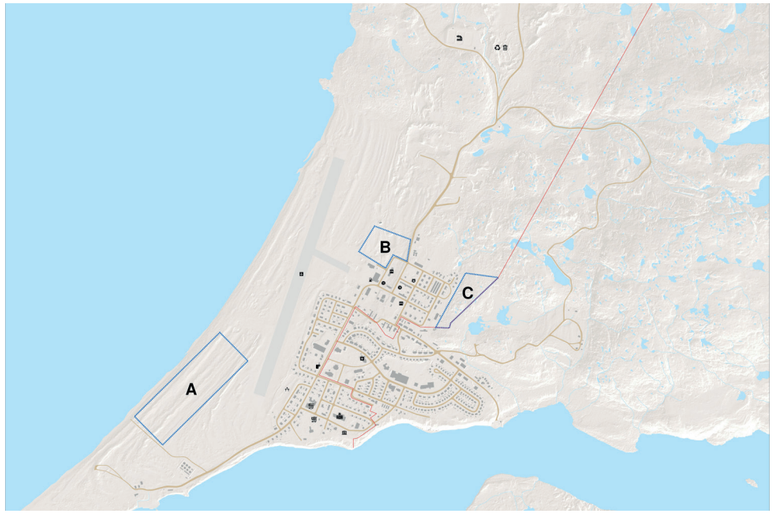
Table 7 — Community Perspectives for Asimauttaq School students

FEEL PROUD OF	DON'T LIKE/FEEL AFRAID
Inuksuk point	Pollution / trash in the village
Beach	Dump
Youth centre	Oil tanks
Land	Bar
Noah Lake	Speeding near main road / airport
PLAY/GATHER	**OPPORTUNITIES/IDEAS**
Inuksuk point	Protect inuksuk area
First point / Picnic	Dog shelter
Gym	BMX park near gym
Pool	Food bank near freezer
Katittavik Centre	Recycling center

Table 8 — Community Perspectives from Open House

FEEL PROUD OF	DON'T LIKE/FEEL AFRAID
Inuksuk point	Pollution / trash in the village
Picnic area (First point)	Dump
Youth centre	Oil tanks
Land	Bar
Gym	Speeding near main / airport
Golf course	Road between gym and rink is dangerous
Community centre	No basement
Berry picking	Daycare too small
	Landfill too close to the community
OPPORTUNITIES/IDEAS	**PLAY/GATHER**
Protect inuksuk area	Inuksuk point
Trail around the two communities	First point / picnic
BMX park near gym and freezer	Gym
Food bank near freezer	Pool
Recycle centre	Kattitavik centre
Incinerator for garbage	Second point
Many unused spaces behind houses	Fourth point
Healing center near Inuksuk	School
Reopen golf	Arena
Library	

Map 11 — Proposed Expansion Zones



During the Open House, participants were also asked to comment on three additional topics that were presented at the public consultations: 1) potential expansion areas for the community, 2) optional housing/lot layouts, and 3) the possibility of continuing to share a cemetery with Whapmagoostui.

Feedback on the potential expansion areas was divided into benefits and disadvantages for each area. Zone A, near the beach, was considered spacious with nice views, but concerns about proximity to the airport, disruption of hunting, and distance from the village core were noted. Participants noted that the benefits of the Zone B location included its proximity to the co-op hotel, the village centre and stores, as well as access to berry picking sites.

Disadvantages noted for Zone B included noise and dust from the airport as well as potential contamination from the nearby landfill site. The proposed expansion area indicated as Zone C, located near the social club, was favoured for its proximity to nature and for its views, however, nuisances from the social club and closeness to the Cree junkyard were noted as main disadvantages of this site.

Map 11 is a photo of the consultation activity poster showing a plan view of a typical residential lot layout in the village (Actual layout) with two proposed lot configuration options (Shared backyard layout 1 and 2). Participants were asked to provide their opinions on the benefits and disadvantages of each. The stated benefits highlight the more efficient use in the shared backyard options, which would allow for more housing; more space for kids to play, and more storage space overall. Concerns about privacy and the potential for more friction between neighbours were also raised regarding the proposed shared backyard scenarios. Participants also expressed concerns about the potential issues with the sheds being situated close together as well as the risk of vandalism.

Regarding a shared cemetery with Whapmagoostui, a majority of respondents were favourable to the idea, however, concerns were raised about mixing Inuit and Cree and keeping an Inuit cemetery on Inuit land. Key findings noted by the public consultation facilitators are summarized below.

Housing

- Desire to use the free space between houses;
- Smaller lots could allow for more shared space for communal use;
- Shared backyard layout allows for more and smaller houses.

Recreation

- Desire for more recreation infrastructure (playground, baseball, etc.)

Natural landscape and protected area

- Protect natural areas (i.e., Inuksuk point, berry-picking areas, beach).

Sharing infrastructure and services between communities

- Use synergy and investment power of both communities to have better infrastructure.

Environment and pollution

- Ecocentre;
- Control pollution from dump (i.e., incinerator).

Pedestrian safety

- Pedestrian sidewalk or trail for safety.

Overall, the responses demonstrate a very communal-focused perspective and desire for community well-being. There is a strong expressed desire for investment in elements that promote community, culture, and cohesion as well as opportunities to expand entertainment, recreation, and leisure activities. Community members value and enjoy activities in both natural and structured environments and expressed the desire to protect, beautify, and improve those environments.

4.1.3 Community Needs Identified by the NV

In February 2020, representatives from the KRG met with the NV of Kuujjuaraapik to discuss the role of the master plan and zoning by-laws as well as to discuss the issues, needs and aspirations of the community in relation to land use planning. Overall, the NV agreed that the community needs a more clearly defined land use and development plan. In 2023, the NV also met with representatives from the KRG to conduct a similar exercise and to review a preliminary draft of the Master Plan. Below is a summary of the notes taken during these discussions with the NV.

Zoning

- Need for a development plan to mitigate unanticipated impacts from changes or additions to municipal infrastructure;
- Propose a short-term housing development in area by airport;
- Possibility to move NDB communications tower and guidewires;
- Elevated canoe and boat storage to mitigate tidal effects;
- Recommend centralizing heavy industrial uses by lagoon/landfills;
- Would like more playgrounds and parks;
- Need to integrate sidewalks into the street plan for pedestrian safety.

By-laws and Regulations

- By-law for accessory use setbacks of sheds from houses to avoid fires;
- Need a by-law to ensure developers to protect existing vegetation (trees) and replenish if removed during construction;
- Interest in including basements for houses;
- CBC tower guidewires had to be moved;
- Guidewires are an issue around town.

Collaboration with the Crees of Whapmagoostui

- Opportunity to develop more shared infrastructure/ services / facilities with the Cree;
- Need to improve communication with Cree more when issuing permits;
- Create a Whapmagoostui/Kuujjuaraapik trail.

4.2 POPULATION GROWTH

4.2.1 Population Projections

The following analysis utilizes a population projection to estimate housing needs and other land use needs in Section 4.3.

4.2.1.1 Kativik Region

Based on the Insitutut de la statistique du Québec (ISQ)'s 2021-2041 population projections, the total population of the Kativik region is estimated to increase by 22.7%. Graph 11 illustrates the projected population growth per age category.

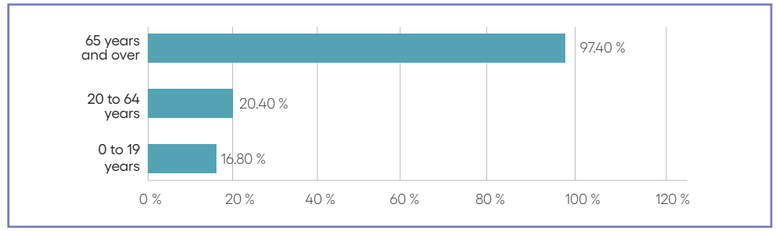
4.2.1.2 Kuujjuaraapik

Three population projection scenarios were developed to present a range of low, medium, and high population growth scenarios for Kuujjuaraapik in the long-term.

- The low projection is based on the ISQ rate for the Kativik region between 2021 and 2041 (22.7%), divided by four to arrive at a five-year incremental rate (5.7%).
- The medium projection is based on the rate of population growth between 1996 and 2021 from the Statistics Canada population data (36.8%), divided five to arrive at a five-year incremental rate (7.4%).
- The high projection is based on the five-year rate of population growth for Kuujjuaraapik between 2016 and 2021 from the revised 2021 Census data (10.6%).

Note that these projections are for general estimate purposes and provide a range given the various data available. Basing estimates off historical rates assumes that similar rates will occur in the future.

Graph 11 — Projected % Change in the Population per Age Category

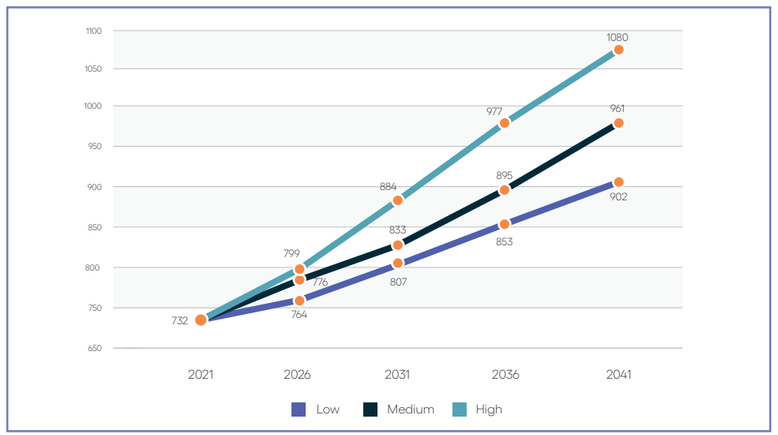


Source : (Institut de la statistique du Québec, 2022).

Table 9 — Population Projections for Kuujjuaraapik, 2021-2041

	YEAR	LOW	MEDIUM	HIGH
5-YEAR RATES	2011-2016	5,7%		
	ISQ 2021-2041		7,4%	
	1996 - 2021			10,6%
POPULATION PROJECTION	2021	723	723	723
	2026	764	776	799
	2031	807	833	884
	2036	853	895	977
	2041	902	961	1080

Graph 12 — Population Projections for Kuujjuaraapik, 2021-2041



4.3 LAND NEEDS ASSESSMENT

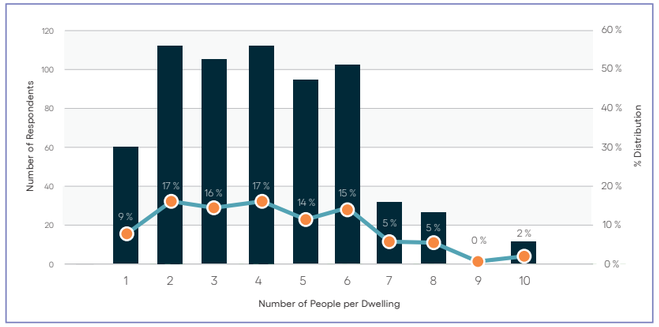
Using the population projection data from Section 4.2, the following section presents estimates for housing needs and other land use requirements to accommodate population growth. It is important to note that while using population data can provide useful projections, this assessment cannot account for all future projects in the community. Future projects to be implemented by various organizations may increase the need for housing or other types of development.

4.3.1 Housing Needs Assessment

4.3.1.1 2021 Social Housing Needs Report

In 2021, the NHB published a report on social housing needs for all 14 nothern villages, based on a survey conducted throughout Nunavik. The report shows that the majority of households are comprised of 1 to 6 persons. Furthermore, based on 2021 Census data, 49% of dwellings in Kuujjuaraapik contain 2 bedrooms, 18% contain 1 bedroom, 16% contain 3 bedrooms, and 16% contain 4 or more bedrooms. Since almost half of the community's housing stock is comprised of 2-bedroom dwellings, this suggests that there is potentially a mismatch in the number of bedrooms within occupied dwellings versus the number of bedrooms needed, indicating potential overcrowding issues. More data is needed to better understand the mismatch of housing sizes and family sizes that may exist. The 2021 social housing needs report estimates the housing needs for each of the nothern villages, based on the number of families and the existing number of units in each village. The report estimates a shortfall of 47 units in the village. The social housing needs report specifies how many units and how many bedrooms are in deficit, balance, and surplus for 2021. The report indicates a deficit of 96 bedrooms in 68 units.

Graph 13 — Number of People Living in the Same Dwelling



Source: (Nunavik Housing Bureau, 2021)

Table 10 — Kuujjuaraapik Housing Needs, 2021 NHB Report

Number of housing units	**224**
Number of families	271
Ratios (%)	0.67
Housing needs	**47**

Source: (Nunavik Housing Bureau, 2021)

Table 11 — Number of Units and Bedrooms in Deficit/Surplus,

EXISTING		NUMBER OF UNITS		NUMBER OF BEDROOMS	
Total dwellings	Deficit	Balance	Surplus	Deficit	Surplus
224	68	67	96	96	90

Source: (Nunavik Housing Bureau, 2021)

4.3.1.2 Estimate of Projected Housing Needs (2041)

Table 12 presents an estimate of long-term housing needs (2041) for Kuujjuaraapik, based on anticipated population growth – per the population projections from Section 4.2. This estimate uses data from both the KHMB 2021 social housing needs report and 2021 Census data. Both reported the same average household size for Kuujjuaraapik (3.2). This calculation uses two different numbers for the total number of existing dwellings in Kuujjuaraapik: the total number of housing units reported by NHB (224) and the total number of private dwellings reported by the 2021 Census (267).

The various scenarios indicate a range of estimate housing needs into 2041, from a surplus of 24 units, to a need for 105 additional units to meet projected population growth

4.3.1.1 Units in Need of Replacement

As previously mentioned in Section 3.2.3, 33% of Kuujjuaraapik's existing housing stock is in need of major repairs. Furthermore, since 42% of the housing stock was constructed before 1991, which could further indicate that a certain proportion of the housing stock is in need of replacement. Therefore, the total housing units needed in the long-term is likely greater than the estimates calculated, given the probable need of replacing the significant portion of the housing stock. Further research could be undertaken to quantify the dwelling units in need of repairs or replacement as well as to better understand how this issue impacts housing in the village of Kuujjuaraapik.

Table 12 — Long-Term Housing Needs Estimate (2041), Kuujjuaraapik

SCENARIO 1 : USING NHB REPORT DATA FOR TOTAL NUMBER OF UNITS					
	PROJECTED POPULATION 2041	AVERAGE HOUSEHOLD SIZE	PROJECTED HOUSING NEED 2041	TOTAL HOUSING UNITS	ADDITIONAL UNITS NEEDED BY 2041
Low	778	3.2	243	224	19
Medium	988	3.2	309	224	85
High	1052	3.2	329	224	105
SCENARIO 2 : USING CENSUS DATA FOR TOTAL NUMBER OF UNITS					
	PROJECTED POPULATION 2041	AVERAGE HOUSEHOLD SIZE	PROJECTED HOUSING NEED 2041	TOTAL PRIVATE DWELLINGS	ADDITIONAL UNITS NEEDED BY 2041
Low	778	3.2	243	267	-24
Medium	988	3.2	309	267	42
High	1052	3.2	329	267	62

Section B
Land Use Policies

05

Land Use Plan

This section presents the core elements of the Land Use Plan, outlining how the community envisions the management and development of land within the village. It provides land use designations, policies, construction potential and constraints mapping, development processes, and implementation strategies. This framework is designed to ensure that the land use plan and map aligns with the community's goals by respecting its context and promoting sustainable growth.

LAND USE PLANNING OBJECTIVES

Based on the 5 aspects of community planning presented in the introduction and below, objectives have been identified to ensure the sustainable development of the village of Kuujjuaraapik for the next 20 years. These objectives have guided the design of this present section of the Master Plan, but they are also objectives to keep in mind when making land-use planning decisions.

Inspired by the Comprehensive Community Planning wheel from Indigenous Services Canada

INFRASTRUCTURE DEVELOPMENT

Ensure that best practices, standards, and local knowledge are applied for all new infrastructure, renovations, demolitions etc. (Standard CAN/BNQ 9701-500, Housing Construction in Nunavik Guide to Good Practices, CSA S503, etc)

Adapt construction techniques to the specific location, surface deposits, permafrost conditions, topography, wetlands, and snow accumulation

Provide civil infrastructure guidelines to take into consideration the existing natural and built environment

Promote and share community knowledge on land-use planning practices

Require environmental and geological assessments to be completed and verified before the approval of any new development project.

Optimize all-year round comfort by using adequate building orientation and configuration

GOVERNANCE

Ensure the adoption and application of planning tools to help guide and manage the realization of the Master Plan.

Identify in advance a sufficient number of buildable lots to accommodate the projected needs for all the different uses

Reserve specific areas for snow dumps, paths, parks, and playgrounds in new development areas

Maximize the use of already developed areas to increase housing in the village centre (near services)

Encourage the use of repurposed contaminated lots or soils for new uses or buildings

Plan development to reduce nuisances for residents and provide a quiet, safe environment.

Maximize slopes as opportunities to offer views on valued elements of the landscape

LAND AND RESOURCES

Ensure a sustainable use of natural resources, like granular resources and water

Minimize the impact of development on local vegetation and wildlife

Adapt civil infrastructure to take into consideration the existing natural and built environment (slopes and drainage)

Encourage scientific research on climate change and keep decision-makers up to date

Promote energy conservation awareness and develop energy-saving strategies and encourage renewable energy (solar panels on buildings)

Protect hunting grounds, fishing spots and berry picking areas around the village

CULTURAL

Ensure the identification and protection of cemeteries and archeological sites

Plan spaces for equipment storage in new development areas

Include gathering spaces designed specifically to respond to needs and interests of the youth in the planning process

Protect access to and views of the waterfront

Integrate cultural heritage knowledge into the process of identifying potential conservation areas of value to Inuit.

Protect existing hunting routes and improve access points to the land and water from the village centre.

SOCIAL

Encourage creation and conservation of recreational trails

Ensure sufficient space around buildings for hunting equipment and vehicles for hunters' families

Encourage adaptation of buildings to the local community context (typology, spaces around buildings)

Maintain communication with the community regarding upcoming/proposed projects in the village.

Ensure the design and construction of quality, multi-use outdoor spaces, especially to serve children and youth.

Encourage self-building initiatives and renovation

Graph 13 — Criteria for impact level evaluation

	Low Impact				High Impact
Traffic	○	○	○	○	○
Dust	○	○	○	○	○
Pollution (smoke)	○	○	○	○	○
Permafrost deterioration	○	○	○	○	○
Noise	○	○	○	○	○
Potential soil contamination	○	○	○	○	○
View	○	○	○	○	○
Safety risks	○	○	○	○	○
Wildlife	○	○	○	○	○

5.1 IMPACT-BASED ZONING CONCEPT

The Land Use Plan is inspired by the impact zoning concept. Impact zoning designates areas to include specific types of land uses (example: residential, commercial, industrial, etc.) based on their anticipated impact on the local environment. For applicability in Nunavik's northern villages, the anticipated impact considers certain environmental conditions and risks unique to the North, such as permafrost, icing/flooding, avalanches, unstable soils, and storm surges.

The main objective of the impact zoning approach is to allow for more flexibility in the planning and development of the village, while ensuring the safety and well-being of residents. The zones presented consist of three main categories structured by anticipated impact level (low, medium, and high), plus two additional zoning categories: Conservation, and Nuna.

Although each zoning category (low, medium, high) corresponds with recommended uses, impact zoning allows for more flexibility in terms of allowing a greater variety of types of uses in each zone, assuming the proposed use meets certain compatibility criteria. Impact zoning, therefore, gives the NV more discretion to act in the interest of the community.

However, it is understood that residential neighbourhoods must be protected from nuisances generated by certain land uses, specifically those situated near high-impact zones. The Land Use Plan reflects the need to protect residents from potential nuisances and environmental risks. It is therefore recommended that residential areas remain separated from high-impact, industrial use zones. Conservation areas consist of areas identified by the community as holding significant cultural heritage value as well as areas which pose significant environmental risk or fragility. These areas within the municipal boundary of the village are not intended for development in the next 20 years.

NV council members may select which approved land use designation is most appropriate for a certain site, based on community needs and criteria to evaluate the impact level of each use (see Graph 12 on the previous page). This approach directly responds to the unique contexts of Nunavik's northern villages where topography, climate, and community needs are not adequately addressed by the rigid land use designations used in conventional land use planning.

Table 13 — Impact Zones and Their Permitted Uses

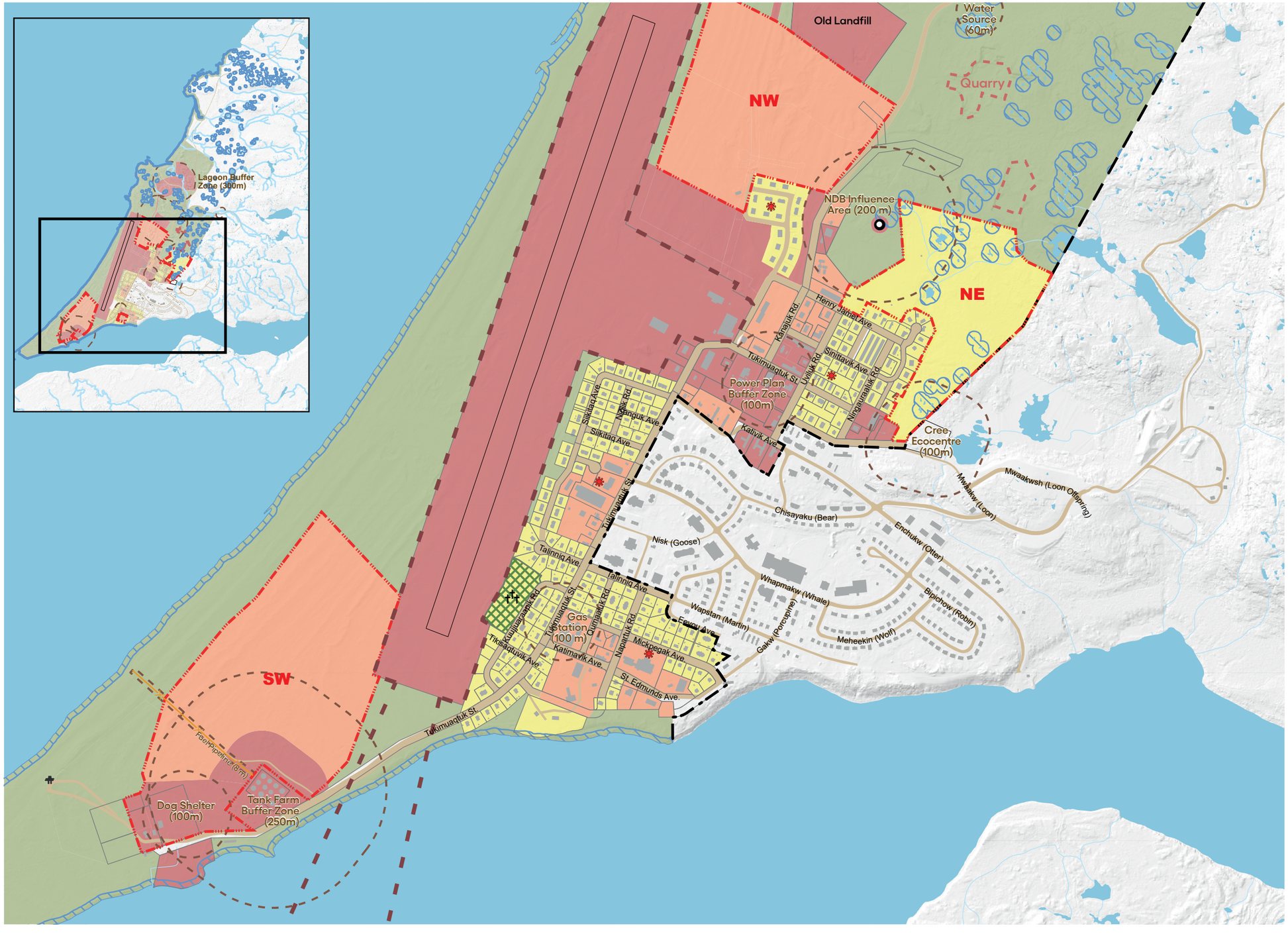
ZONING DESIGNATION	RESIDENTIAL (LOW IMPACT) ACTIVITIES	VILLAGE CORE & MEDIUM IMPACT ACTIVITIES		INDUSTRIAL & HIGH IMPACT ACTIVITIES	NUNA	CONSERVATION

Permitted Uses	› Residential/Housing
	  › Single-family, duplex, multiplex
	› Light Commercial/Retail
	  › Convenience stores, small shop, restaurant, laundromat, hairdresser
	› Small Community Amenities
	  › Small workshop, community freezer
	  › Library, daycare, FM radio
	  › Youth house, Elder house, sewing centre
	  › Museum
		› Residential/Housing
		  › Single-Family, Duplex, multiplex
		› Small Community Amenities
		  › Small workshop, community freezer
		  › Library, daycare, FM radio
		  › Youth house, Elder house, sewing centre
		  › Museum
		› Medium Commercial/ Retail
		  › Co-op, Northern store
		  › Hotel
		  › Bar, pub, social club
		  › Office
		› Large Community Amenities
		  › Schools
		  › Health centre; hospital
		  › Arena; recreation centre
		  › Church
		  › Building Office
		  › Church
			› Light Industrial
			  › Boat Storage
			  › Water treatment plant storage
			  › Construction camp, transit house
			  › Warehouse
			  › Community freezer, Green house
			  › Workshop, Garage
			  › Firehall
			  › Gas Station
			› Telecommunications
			  › Satellite, equipment buildings
			› Light Commercial/ Retail
			  › Convenience stores, small shop, restaurant, laundromat, hairdresser
				› Medium Commercial/Retail
				  › Co-op, Northern store
				  › Hotel
				  › Bar, pub, social club
				  › Office
				› Light Industrial
				  › Boat Storage
				  › Water treatment plant storage
				  › Construction camp, transit house
				  › Warehouse
				  › Community freezer, Green house
				  › Workshop, Garage
				  › Firehall
				  › Gas Station
				› Heavy Industrial
				  › Quarry, sandpit
				  › Land fill
				  › Wastewater treatment
				  › Tank farm
				  › Power plant
				  › Windmill
				  › Transportation
				  › Airport, Marina
				› Telecommunications
				  › Satellite, equipment buildings
					› Community Activities
					  › Dog team
					  › Cabins and camps
					  › Harvesting
					  › Berry picking
					  › Shooting range
						› Protected Natural Areas
						  › Cultural heritage sites identified by community
						  › Ecologically sensitive areas
						  › Zones for natural hazard risk mitigation and management

USE PERMITTED IN ALL ZONES						
OPEN SPACE (PARK, HOCKEY RINK, BEACH, PLAYGROUND, GOLF COURSE, PICNIC AREA, CEMETERY, MONUMENT, SPORTS FIELD, GATHERING AREAS)						

IMPORTANT TO NOTE: To ensure the safety and security of village residents and to protect the environment, certain land uses, such as playgrounds, industrial uses, and dog teams, must adhere to additional, specific constraints that will limit the uses to particular sites. See the zoning bylaw for specifications.

Map 12 — Land Use Plan, Kuujjuaraapik



LEGEND

LAND USE DESIGNATIONS (impact-based)

- High Impact (Industrial)
- Medium Impact (Village Core)
- Low Impact (Residential)
- Conservation
- Nuna

CONSTRUCTION PROHIBITED

- Shore Protection Strip
- Quarry and Borrow Pit
- Constraints Buffers
- Fuel Pipeline

TRANSPORTATION

- Airport Takeoff & Landing Zone
- Existing Road

OTHER

- Municipal Limit
- Expansion Zone
- Open Space
- Cemetery
- NDB Communication Site
- Playgrounds
- Monument

NOTES

Data Source: KRG (2024), CRGH AG(2024), NRCAN () MERN (2021)
Date: 2025-11-20

Adoption Date: _____
Modification Date: _____

1:10 000

0 200 400 600 m

5.2 LAND USE DESIGNATIONS AND DESCRIPTIONS OF TYPES OF USES

5.2.1 Low

The Low Impact land use designation, comparable to a Residential land use designation in conventional master plans, refers to areas that pose relatively minor impacts on the environment and generate minimal nuisances or potential hazards for residents. The Low Impact zones indicate residential neighbourhoods which may be comprised of a variety of housing types (single-family, duplexes, or multi-family). Some small retail and community amenities intended to support daily activities of residents, such as corner stores and daycares, are also permitted. Areas dedicated to Open Space are also allowed in the Low Impact zones as they facilitate outdoor recreation, communal gathering, and contribute to the quality of life of residents.

5.2.2 Medium

The Medium Impact land use designation, comparable to a Village Core land use designation in conventional master plans, refers to areas that pose moderate impacts on the environment and generate some nuisances or potential hazards for residents. Medium Impact zones are characterized by the co-occupation of residential and commercial spaces, plus the significant activity stemming from the density and diversity of buildings and their associated uses. These zones favour increased density of housing development (multiplexes of 8 units or more), greater intensity and variety of commercial activities, and the installation of large community facilities, such as an arena or community centre, that tend to generate a lot of activity. Medium Impact zones can also accommodate some light industrial uses, such as warehouses, as well as telecommunication installations. The zoning bylaw will outline regulations to ensure the harmonious co-habitation of various uses in these areas.

5.2.3 High

The High Impact land use designation, comparable to an Industrial land use designation in conventional master plans, refers to areas that pose significant impacts on the environment and generate elevated nuisances or potentially dangerous hazards for residents. High Impact zones are characterized by large sites, excessive noise and dust pollution, and the frequent circulation of heavy trucks. The associated activities could also pose a more elevated risk for residents and the environment, including potential chemical or fuel spills and the risk of fire or explosion. Therefore, High Impact zones are not compatible with residential, commercial, or community uses. It is recommended that future developments maintain a significant buffer between High Impact zones and other uses. However, some Medium Impact uses, such as Light Industrial occupation, could be situated within a High Impact zone, thereby creating a buffer from residential neighbourhoods and community facilities.

5.2.4 Nuna

The Nuna land use designation applies to all unsurveyed land within the municipal boundary that does not already hold another land use designation. The intention of the Nuna land use designation is to protect the natural beauty, integrity, and cultural resources of the land – 'Nuna' – while enabling access for traditional, recreational, and community activities. The Nuna designation generally permits community and passive recreational uses. Permitted uses also include the presence of dog teams as well as local community activities, such as berry picking, harvesting, and camping and cabins. Over time, the community may decide to extend development projects into the areas currently zoned Nuna. This could be for granular resource extraction (quarries); installation of telecommunications equipment; or future expansion zones. At that moment, the community can amend the Master Plan to change the allocated land use designation to reflect their needs and desires. It is the responsibility of the NV council to ensure that future development minimizes the negative impact on wildlife, habitat, and harvesting.

5.2.5 Conservation

The Conservation land use designation identifies specific areas to protect from development. The allocation of this land use designation for a certain area may be due to a notable environmental risk present, such as flooding, erosion, or avalanche, in which protection from development serves as a mitigation measure. A Conservation zone may also include areas that hold ecological importance and/or cultural heritage value, which necessitates its preservation for future generations. Complementary low-impact installations may be allowed if they align with the community's interests. These include formalized walking trails, snowmobile trails, interpretive signage, and picnic amenities. In general, all development is prohibited in areas zoned Conservation. However, some small developments, such as snow fences or public utilities may be required to ensure an essential service. If this is the case, the NV may consider it as an exception and allow the construction of such installations if certain protective measures are respected.

5.2.6 Types of Land Uses

HOUSING

Housing is a fundamental element of the Land Use Plan. Types of housing allowed in the Low Impact zone include single-family homes; duplexes; and multi-family homes. The social housing allotments include space for parking and a storage unit for each housing unit. Staff housing is also permitted in this zone. Details regarding the size of buildings, number of units, and spatial organisation for housing lots will be addressed in the zoning bylaw.

LIGHT COMMERCIAL & RETAIL

Light Commercial refers to small-scale businesses, such as local retail and restaurants, which have a minimal impact on the environment and generate minimal nuisance for residents in the area. Small businesses, such as corner stores and cafes, are allowed in both Low and Medium Impact zones. It is favourable to situate a variety of small businesses near one another to create social and economic activity nodes within the village that serve the community and are easily accessible year-round for residents.

SMALL COMMUNITY AMENITIES

Community Amenities in the Low Impact zone encompass all small-scale community buildings that generate minimal nuisances and improve the quality of community life for residents. Examples of acceptable occupation include a workshop, sewing centre, community freezer, library, daycare, Youth houses, and Elder houses. This occupation is also permitted in Medium Impact zones

MIXED USE

The Mixed-Use component refers to a variety of complementary uses (residential, commercial, and community) concentrated in a particular area to create a neighbourhood that favors social and economic exchanges. Mixed-Use developments may constitute several individual lots, each with a distinct use, situated near each other. A village centre is an example of mixed-use area, where the co-op, hotel, and housing are all located in the same area, ideally within walking distance. Alternatively, a mixed-use development may also refer to a single building on one lot which accommodates more than one type of occupation. An example would be an apartment building with commercial spaces on the ground floor and housing on the upper floors or a hotel with a cultural centre or museum integrated into the built form. It is favourable to promote mix-use development in the village core where infill developments could improve the accessibility of many services while increasing the amount of available housing for residents.

MEDIUM COMMERCIAL

Medium Commercial constitutes business that require more space and generate significant activity, such as offices, hotels, retail spaces, and restaurants. Given the size and activity around these establishments, they have a greater impact on their surrounding environment, which could pose a nuisance to residents. It is favourable to prioritize future Medium Commercial occupation within the village core where a variety of uses is already in place. The zoning bylaw will specify regulations to ensure a compatibility of uses to mitigate potential nuisances for residents.

LARGE COMMUNITY AMENITIES

Large Community Amenities refers to buildings that contribute to essential community services and require substantial space and utilities to function. Examples include a fire hall, community centre, arena, health centre, hospital, school, etc. These amenities also tend to generate significant activity, whether as a destination for many people at once, like an arena during a scheduled event, or as a site that results in the circulation of heavy trucks, as is the case with the fire hall and water storage.

These community amenities can generate conflicts in the area where they are located. The zoning bylaw will specify the space required around such amenities to mitigate associated nuisances for neighbourhood residents and ensure a compatibility of use.

LIGHT INDUSTRIAL

Light Industrial occupation includes buildings and/or sites that generate minor industrial activities. Such activities, though they tend to require significant space, have a relatively minor environmental impact, and pose a low safety risk in terms of fire, explosion, vibrations, noise, dust, smoke, or odour. They do tend to generate heavy truck traffic and could create some nuisances related to noise, dust, or odor, which may impact the quality of life of residents. Potential occupations include repair garages, warehouses, construction camps, workshops, and research and development centres. The zoning bylaw will specify regulations to ensure potential risks and nuisances are mitigated in the location and operations of such facilities.

TELECOMMUNICATIONS

The Telecommunications category encompasses all infrastructure and equipment to accommodate the distribution of phone and internet services. To ensure the provision of digital telecommunication services, certain interventions may be required within the village. These include the installation of cellular towers, satellites, and linear infrastructure.

HEAVY INDUSTRIAL

Heavy Industrial occupation poses a significant risk and impact on the environment and quality of life of residents. Due to the level of noise, heavy truck traffic and dust generated by heavy industrial facilities, it conflicts with other land uses and activities in the village. However, Light Industrial occupation is compatible with this type of use and therefore can be situated within the Heavy Impact zone. Examples of Heavy Industrial uses include heavy equipment maintenance and storage; waste management and recycling facilities; wastewater treatment and sewage lagoons; quarries or pits; storage of potentially dangerous substances; tank farms; and power plants.

TRANSPORTATION

Transportation infrastructure provides essential services for the village. Examples of Transportation occupation within the village include the airport and marine facilities, such as the breakwater, boat ramp, and sealift staging area on the waterfront. Categorizing Transportation within the Heavy Impact designation ensures the safe operation of the airport and marine facilities. Some of the key uses needed for operating the airport include a terminal building, communications facilities, weather-monitoring equipment, garages, storage warehouses and structures for fuel delivery. A quarry or pit for the purpose of airport or marine facility maintenance or improvements is also permitted within the Heavy Impact zone.

OPEN SPACE

The Open Space use refers to outdoor space dedicated to communal use. Areas with the Open Space occupation may be completely natural and free of installations, or they may contain equipment to support that use, such as playground equipment, picnic tables, a basketball court, or washroom facilities. Examples of Open Space occupations include parks, playgrounds, ball fields, beaches, and cemeteries. Open Space areas may also include waterfront areas where small docks, boat storage, temporary material storage, and sheds may be located. Open Space areas tend to be located within the built-up areas of the village, contributing to the quality of life of residents, with a special emphasis on recreation for children and youth.

Table 14 — Main Construction Constraints

PERMAFROST AND TERRAIN CONDITIONS	Kuujjuaraapik is in a permafrost free zone and therefore does not face many of the challenges that other Nunavik communities face regarding building construction. The lands to the north of the built-up community feature exposed bedrock or very shallow bedrock with many depressions where water gathers, and drainage may be an issue. Since the community uses underground piped water and sewer for servicing, the shallow bedrock will be costly to blast to create new development areas.
WATERSHED PROTECTION	The watershed of the potable water source and intake should be protected from incompatible land uses (such as industrial and commercial) in order to minimize the chances of contamination. A minimum distance of 60 metres must be respected around a potable water source. This distance must be calculated from the perimeter (high watermark). The CNS has identified a high flooding risk and erosion risk in coastal areas of Kuujjuaraapik (Allard et al., 2020).
WASTEWATER LAGOON AND LANDFILL	The wastewater lagoon and landfill facilities are located at a distance from the village. However, appropriate buffers should be applied to ensure no incompatible development occurs within proximity to these facilities. No land use other than industrial is allowed inside the 300-metre buffer zone of an existing solid waste disposal site and a sewage lagoon. Solid waste disposal sites and sewage lagoons must be located at least one 150 metres from all streams and lakes and at least 500 metres from any drinking-water intake point. Solid waste disposal sites must respect the Regulation respecting the landfilling and incineration of residual materials (CQLR Q-2, r.19) and the Environment Quality Act.
AIRPORT	Land use in the vicinity of airports is governed by Transport Canada Aerodrome Standards and Recommended Practices and Transport Canada publication TP1247 (Land Use in the Vicinity of Airports). Both documents describe the approach surfaces and other obstacle limitations that must be respected to ensure the continued functioning of any airport (landfill, building height, etc.). Mitigation measures should also be put into place to limit negative impacts on surrounding uses due to the noise, dust and pollution produced by the airport.
PROTECTION OF NATURAL FEATURES	The village council can identify natural elements to be protected and maintained for ongoing community use. Easy access, view and preservation of the waterfront should be kept in mind when expansion options are being considered.
ARCHEOLOGICAL AND HISTORICAL SITES	Several archaeological sites have been identified within Kuujjuaraapik's municipal boundaries in recent decades. Most of these sites are listed in the Inventaire des sites archéologiques du Québec (ISAQ) at the Ministère de la Culture et des Communications. When a listed or/and known archaeological site is located in a new development or expansion zone, a study must be carried out by Avataq Cultural Institute to propose a conservation status and recommend preservation measures, when necessary. This study will then be presented to the village council and the Landholding corporation board members for a decision on applicable preservation measures.
QUARRY, GRAVEL, AND SAND PITS	Any quarry must be located a minimum 600 metre distance from any Residential, Commercial or Community amenities uses. Any new pit (ie. gravel or sand) must be located a minimum 150 metre distance from any Residential, Commercial or Community amenities uses. Quarries and borrow pits must respect the Regulation respecting pits and quarries (CQLR Q-2, r.7.1) and must have a certificate of authorization from the Ministere du Developpement durable, de l'Environnement, de la Lutte contre les changements climatiques (MDDELCC). The 600 metre distance can be reduced if an third-party impact study proves the absence of nuisance, based on CQLR Q-2, r.7.1
TANK FARMS	In order to reduce potential nuisances (odours, traffic, fumes, spills, etc.) associated with oil deposit activities (tank farms), a minimum distance of 250 metres must be maintained around the installations. This distance must be calculated from the outer perimeter of all tanks. Tank farms must be located at least 100 metres away from streams, lakes and any drinking water intake point.
SHORE PROTECTION STRIPS	In accordance with provincial regulations and in order to ensure an adequate protection of the shoreline, a minimum of 15-metre buffer is required between the shoreline (high water mark) and any construction, works (including pad foundation and roads), excavations, land cutting and filling
NBD (NON-DIRECTIONAL BEACONS) COMMUNICATION ANTENNA	Based on the TP1247E (Transport Canada), Section 2.4.2, all proposed structures or buildings within 200 m of an NDB antenna should be assessed prior to construction to determine the potential impact on navigation signals from an NDB. NDB antenna are usually use for airport activities and communications. All construction projects within this perimeter must therefore be analyzed by Transport Canada.
POWER PLANT (HYDRO-QUÉBEC)	No residential, community and commercial uses are allowed within 100 metres of a power plant to reduce nuisances (noise, odour, smoke or incidents) or a greater distance where maximum noise levels as established by the «Note d'instructions 98-01 (2006) sur le bruit» based on the LRQ (c. Q-2), articles 20 and 22, are exceeded for the proposed use. Every effort should be made to design and upgrade power plants in a way that minimizes impacts on surrounding uses and reduces the need to set back sensitive land uses (eg. residential uses) more than 100 metres. This distance must be calculated from the power station's building perimeter. This distance must be increased when the power plant is enlarged, or its power is increased (eg. additional generator).
WATER AND GAS PIPES	Drinking water and gas distribution pipes must be kept clear to allow repairs and reduce the risk of accidents. A distance of 8 metres on each side must be respected for all constructions.
GAS STATION	To reduce traffic and odour nuisances, a distance of 100 metres must be maintained between a gas station and any building used for residential or small and large community amenities purposes (daycare, elders' home, school, etc.).

5.3 DEVELOPMENT STRATEGY

5.3.1 Development Guidelines

Proponents should consult the KRG's Guide for Construction in Nunavik, the SHQ's Housing Construction in Nunavik, and other reports published by the KRG regarding climate change adaptation. New development projects should also take local construction constraints into consideration. These are outlined in Table 14. While this table provides an overview of construction constraints, it is important to bear in mind that other constraints can exist, even if they are not in the table. Additionally, the constraints, regulations, and laws detailed are subject to change. As such, it is important to verify existing constraints before undertaking any construction projects.

5.3.2 Ongoing or Upcoming Community Projects

Table 15 outlines ongoing and upcoming projects within the community. These projects have been considered and integrated into the updated community zoning concept as described in Section 5.2.

5.3.3 Applicable Zones for Land Use Needs

Section 4.3.2 calculated a general estimate for the hectares needed by 2041 for permitted land uses to match the growth of Kuujjuaraapik. Table 16 outlines key development constraints in Kuujjuaraapik. Table 15 summarizes which zones apply to each of the permitted land uses.

Table 15 — Land Needs Assessment by Land Use and Intensity Zone

		APPLICABLE ZONE		
Land use	**Hectares**	**Low impact**	**Medium impact**	**High impact**
Residential	3.2	X	X (mixed-use)	
Commercial	1.0	X (small scale)		
Industrial	2.4		X (light)	X (heavy)
Institutional	1.2		X	
Total land requirement	**7.8**	N/A	N/A	N/A

Table 16 — Upcoming Projects in Kuujjuaraapik (2023-2031)

PROPONENT	TYPE OF PROJECT	ESTIMATED END DATE	IMPACTS
NRBHSS	**Staff housing 8 units**	December 2025	Increase housing
NRBHSS	**Staff housing 1 unit**	2028	Increase housing
MPW	**Renovation of St. Edmund's Church**	Spring 2026	Preservation of a historic building
MPW	**Arena renovation**	Summer 2027	Increase use of arena
MPW	**Firehall renovation**	December 2027	Upgraded firehall
KI	**Education Centre**	2031	Increase amount of educational space
KI	**Student residence**	2033	Increase housing
KI	**Transit House 3 units**	July 2029	Increased housing for KI visitors
NV / Makivvik	**Arena**	December 2027	Improve recreational offer

5.3.5 Potential Expansion Zones

5.3.5.1 Northwestern (NW) Sector

The Northwestern (NW) sector is located to the north of the village core and north of the airport terminal. This site has been zoned medium impact and should be prioritized for mixed-use development allowing for a mix of residential, office, commercial and community services. The NW sector's proximity to the village centre, stores, and berry picking sites, make it an attractive site for future development. Should residential development take place, duplexes and family-sized homes (3+ bedrooms) are recommended. Buildings should be oriented to capitalize fully on passive solar energy to minimize energy use, to maximize natural sunlight, and to maximize views of the waterfront. The NW sector presents potential to accommodate the foreseen KI development projects, including the new head office, additional housing, and education centre. Concetrating the KI development in the NW sector could result in a multi-use campus near the village centre.

The terrain is relatively flat and made up of coarse sand soils with small patches of grass. Besides a defunct military bunker, there are no other existing structures on the site. Removal of the military bunker would create an additional vacant lot for development. There are some constraints associated with this sector. Revegetation measures and conservation policies and practices to protect the sand dunes, which would help mitigate this erosion around the development area, are recommended. As well, it is important to use foundation types that are proven to be suitable for the soil type in this area. A second constraint is the site's proximity to the airport. There may be development limitations that need to be taken into consideration to ensure the continued functioning of the airport. While the sector has been zoned medium intensity, it is directly bordered to the south and west by a high intensity zoned area for the airport terminal and runway strip. To the north is also the decommissioned landfill site and to the northeast is the quarry. Given the location of these heavy-industrial uses and their proximity to this sector, it is recommended to implement measures to mitigate potential impacts due to noise, vibrations, and pollution. The possibility of soil contamination due to the nearby industrial activities should also be studied before any development takes place.

5.3.5.2 Northeastern (NE) Sector

The Northeastern (NE) sector measures approximately 6.1 hectares and is located north of the village core; on the eastern perimeter of the community. The area has been zoned low intensity and residential development should be prioritized. The low-impact zoning corresponds with the area immediate south, which is a residential area. It is zoned for conservation to the north. This conservation zone contains one small lake adjacent to the NE sector. The entire site is currently undeveloped with the most eastern part of the area being made up of bedrock and the remainder being sandy and flat with moss, small shrubs, and conifers. While the NE sector is in close proximity to existing roads, the topography of the eastern side is made of bedrock, a characteristic which may require some blasting intervention to enable construction of street infrastructure and development lots in that area.

Development constraints must also be considered. For instance, the existing antenna infrastructure posses a significant constraint. Although construction can take place within the 200m buffer the proposed structures must not impact the aviation navigation signals. Despite the building height limits, construction is still possible in this area. Seasonal water runoff from the small lake in the area could pose an issue for future development in this sector as fluctuating seasonal water levels could contribute to soil erosion and possibly impact housing infrastructure footing. Therefore, it is important to study the water runoff to better understand the site conditions prior to construction.

This area is favoured for its proximity to nature, its views, and its relatively flat terrain which makes the construction preparation work less cumbersome. However, water, sewer, and roadway infrastructure will need to be installed. The construction of single-family homes and duplexes would be appropriate in this area. As with the previous sector, buildings should maximize natural sunlight to minimize energy use. While the Northeastern Sector has been zoned low impact, it is directly bordered by the Social Club to the west and a metal scrapyard to the east. Given the location of these uses and their proximity to this site, it is recommended to implement measures to mitigate potential nuisances and pollution.

5.3.5.3 Southwestern (SW) Sector

This site is located to the southwest of the existing built-up areas of the village. It measures approximately 32.6 hectares. Map 13 shows that both areas have been zoned medium intensity to encourage a mix of uses, from medium-scale residential, community services, open space, commercial, institutional, and light industrial (where appropriate). Providing a mix of uses in this area is favourable given its is already located near some high intensity activities. The site has the lowest elevation of all the sites proposed and is virtually flat aside from small, dispersed mounds spread throughout the area. The topography is also made of moss and grass thinly layered over coarse sand soils in addition to sparse conifers.

Although the proposed site sits outside of the airport constraint buffer, the sector is relatively close to the airport strip; therefore, development limitations must be taken into consideration to ensure the continued functioning of the airport as well as the safety of residents.

This includes building heights and proximity of housing to the airstrip. Based on this, it is recommended that development in the SW+ sector should be more for community services, open space, commercial, institutional, and light industrial rather than housing. The Sector is vacant with beautiful views, nevertheless it is distant from the village core and accessible by one road only. This can be problematic in an emergency—especially since it is not possible to add an additional road entrance to the area due to the airway strip. As well, new water, sewer, and roadway infrastructure will be required. An additional concern voiced by community members was the disruption of hunting in this Sector if it is developed.

5.3.6 Projected Land Needs by 2041

This is a general estimate based on anticipated population growth rates and assumes that increasing land needs are in proportion to population growth. For the purpose of the land needs assessment, the medium scenario for population growth was used. For the number of additional housing units needed by 2041, an average of the two medium estimate was used, which amounts to 55 units. The amount of land needed for each permitted use was taken into consideration in Section 5 when identifying potential expansion zones.

Table 17 — Land Needs Assessment

Existing population (2021)	723
Projected population (2041) - Medium scenario	961
% projected increase in population 2021-2041	32.9%
Existing dwelling units (2021) - Estimate	245
Existing density of development (units/ha) - 2021	11.6
Additional dwelling units needed by 2041	64
Assumed density of development (units/ha) - 2041	20
Existing residential land (ha) - 2021	21.2
Additional dwelling units needed by 2041	64
Assumed density of development (units/ha) - 2041	20
Additional residential land needed (ha) - 2021-2041	**2.8**
Existing commercial land (ha) - 2021	4.1
% Projected increase in population 2021-2041	32.9%
Projected commercial land needed (ha) - 2041	5.4
Additional commercial land needed (ha) - 2021-2041	**1.3**
Existing industrial land (ha) - 2021	9.5
% projected increase in population 2021-2041	32.9%
Projected industrial land needed (ha) - 2041	12.6
Additional industrial land needed (ha) - 2021-2041	**3.1**
Existing community services/institutional land (ha) - 2021	3,8
% Projected increase in population 2021-2041	32.9%
Projected public/institutional land needed (ha) - 2041	5.1
Additional community services/institutional land needed (ha) - 2021-2041	**1.7**
Additional residential land needed (ha) - 2021-2041	3.2
Additional commercial land needed (ha) - 2021-2041	1.3
Additional industrial land needed (ha) - 2021-2041	3.1
Additional community services/institutional land needed (ha) - 2021-2041	1.7
TOTAL LAND REQUIREMENT (ha)	**8.9**

Map 13 — Potential Development Areas

LEGEND

Expansion Zones

NOTES

Data Source: KRG (2024), CRGH AG(2024), NRCAN (2023)
Date: 2025-07-16

1:10 000

0 210 420 630 m

06

Implementation

The following chapter outlines the next steps that are necessary to implement and enforce the Master Plan and, if needed, amend the Master Plan. It also explains the difference between the Master Plan and the zoning bylaw, as well as the role that each document plays in the community's development. The specific roles of each document are stipulated in the Act Respecting Northern villages and the Kativik Regional Government from 1976.

6.1 IMPLEMENTING THE MASTER PLAN

6.1.1 Who is responsible for implementing and enforcing the Master Plan?

The NV is responsible for implementing and enforcing the Master Plan. For the Master Plan to be effective, it must be followed by all parties: municipal council and staff, the LHC, organisations, companies, and residents. However, the council is ultimately responsible for enforcing the Master Plan. The NV will do this by granting permissions, through permits or authorizations, only for projects that respect the Master Plan and the zoning bylaw.

6.1.2 How does the enforcement process work?

Although the municipal council makes the decisions and grants the permissions, they need the assistance of their employees to review projects and draft recommendations to Council. When the council adopts a zoning bylaw, council members must appoint one or more staff members to help enforce the rules and review projects. The staff member appointed to enforce the Master Plan and the zoning bylaw is the Development officer. The Development officer receives permit requests from applicants seeking Council's permission to construct on a lot, renovate, move a building or change the use of a building. They will review the applications and submit recommendation to the Council that indicate whether the proposed projects meet the guidelines and regulations of the Master Plan and the Zoning bylaw or not.

The role of the Development officer and the process for issuing development permits is clearly outlined in the zoning bylaw. However, for informational purposes, a diagram of the development permit issuing process is also appended to this document. In the absence of a Development officer, the secretary-treasurer assumes the role.

In order for a project to obtain approval from the municipality, it must satisfy the policies and directions established by both Master Plan and Zoning bylaw documents.

6.1.3 What is the difference between the Master Plan and the Zoning Bylaw?

When a northern village council decides to adopt a Master Plan it must also adopt a zoning bylaw. Based on community consultations, the Master Plan provides a general direction for the development and growth of the community as it continues to evolve for the next 20 years. However, it is not intended to enforce specific regulations. A zoning bylaw, on the other hand, lays out parameters for restrictive provisions such as permitted land uses, road dimensions, building height, density, setbacks, buffer zones, etc. A zoning bylaw outlines specific norms that community members and/or project promoters must respect throughout the development process. Inspections can be carried out by identified municipal employees to ensure compliance with the regulations, and in the case of non-compliance with the rules, the Council can issue fines.

Thus, the Master Plan defines the vision for the community, while the zoning bylaw serves as a complementary regulatory mechanism that makes the vision defined in the Master Plan a reality. These two documents work together toward the same vision, and must therefore be conform with each other. The Master Plan and zoning bylaw are both adopted by Council bylaw. However, only the adoption of the zoning bylaw requires the vote of the electors in order to come into force.

6.2 AMENDING THE MASTER PLAN

6.2.1 Why amend the Master Plan?

The Master Plan shows how the village of Kuujjuaraapik will continue to evolve over the next 20 years, based on its present situation and expected population growth. The views of the Council and residents may change over time as new information becomes available. Council should carry out regular updates and amendments to the Master Plan as new data becomes available, so that it continues to meet the needs of a changing community. It may also happen that a proposed project does not meet one or more criteria of the Master Plan, yet the Council and the community believe that it is a good project. In such cases, the Master Plan must be amended by bylaw before the project can be approved.

6.2.2 How to amend the Master Plan?

In general, it is recommended that the Master Plan be reviewed, and if necessary, amended, every five years.

Amendments to the Master Plan shall follow the amendment process as described in the appendix. An Amendment to the Master Plan does not require a Vote of the Electors. If the Master Plan is amended, for compliance purposes, the zoning bylaw must also be amended in order to incorporate the modifications

It is recommended that the northern village council create an action plan to outline priority projects over the short-, medium-, and long-term. Although this is not mandatory, it is recommended as a way to enable the northern village council to track and enforce the Master Plan.

References

Allard, M., Aubé-Michaud, Sarah, Mathon-Dufour, Valérie, Deslauriers, Catherine, & Chiasson, Alexandre. (2020). Identification of Current and Potential Risks from Climate Change for Nunavik Community Territory—Phase 2: Summary Document: Kuujjuaraapik (p. 57) [Climate Impacts]. Centre for Northern Studies, Université Laval.

Allard, M., Cohen-Fournier, N., St-Amour, A. B., & Roy-Léveillée, P. (2023). Construire durablement au Nunavik. Centre d'études nordiques (Chaire de recherche en partenariat sur le pergélisol au Nunavik).

Allard, M., & Lemay, M. (Eds.). (2012). Nunavik and Nunatsiavut: From science to policy: An integrated regional impact study (IRIS) of climate change and modernization. ArticNet Inc. https://arcticnet.ulaval.ca/wp-content/uploads/2022/06/iris4_report_complete_compressed.pdf

Aubé-Michaud, S., & Allard, M. (2018). Actual and potential natural hazards, Kuujjuaraapik, Québec [Map]. Centre for Northern Studies, Université Laval.

Aubé-Michaud, S., & Allard, M. (2019). Topography, Kuujjuaraapik, Québec, Nunavik [Map]. Centre for Northern Studies, Université Laval.

Barette, C., Brown, R., Way, R., Mailhot, A., Diaconescu, E., Grenier, P., Chaumont, D., Dumont, D., Sévigny, C., Howell, S., & Senneville, S. (2020). Nunavik and Nunatsiavut regional climate information update. 58.

Barrett, M., Gagnon, M., Gagné, F., Ricard, S., Nasak, M., Stéphane, C., Furgal, C., & Journeaux, N. (2012). Renforcement des capacités et sensibilisation face aux changements climatiques pour la gestion publique locale et la planification territoriale au Nunavik. Administration régionale Kativik.

Chesterfield, A. A. (1902). High angle shot, peering down on the Hudson Bay Company post [...]. Queen's University Archives. http://www.avataq.qc.ca/en/Collections/Library-and-archives/Historical-photos/detail/(page)/2/?id=1258

Comité d'exam des répercussions sur l'environnement et le milieu social. (2019). Development of a new landfill in Whapmagoostui. https://comexqc.ca/en/fiches-de-projet/developpement-dun-site-denfouissement-a-whapmogoostui/

Cuerrier, A., Brunet, N. D., Guérin-Lajoie, J., Downing, A., & Lévesque, E. (2015). The Study of Inuit Knowledge of Climate Change in Nunavik, Quebec: A Mixed Methods Approach. Human Ecology, 43(3), 379–394.

Dionne, J. (2021). Material Resources Investment Plan June 2021 Update. Kativik Ilisarniliriniq.

Hachem, S., & Bleau, S. (2020). Impact of Climate Change on Nunavik's Marine and Coastal Environment: Knowledge Synthesis. Report presented to the Ministère des transports du Québec. Ouranos. https://www.ouranos.ca/wp-content/uploads/RapportHachem2020_EN.pdf

Indigenous Services Canada. (2018). Comprehensive Community Planning (CCP) Handbook (Fourth Edition). https://www.sac-isc.gc.ca/eng/1377629855838/1613741744194

Indigenous Services Canada. (2021). CCP Handbook—Comprehensive Community Planning for First Nations in British Columbia Fourth Edtion [Indigenous Services Canada]. Government of Canada. https://www.sac-isc.gc.ca/eng/1377629855838/1613741744194

Institut de la statistique du Québec. (2022). Projections de population—Régions administratives et régions métropolitaines (RMR). https://statistique.quebec.ca/fr/document/projections-de-population-regions-administratives-et-regions-metropolitaines-rmr

Kativik Municipal Housing Bureau. (2021). Social Housing Needs Assessment Report for the 14 InuitCommunities of Nunavik.

Kativik Regional Government. (2019). Annual Report—2019. https://www.krg.ca/en-CA/publications/annual-reports

Nickels, S., Furgal, C., Buell, M., & Moquin, H. (2005). Unikkaaqatigiit: Putting the Human Face on Climate Change—Perspectives from Nunavik Communities. Joint publication of Inuit Tapiriit Kanatami, Nasivvik Centre for Inuit Health and Changing Environments at Université Laval and the Ajunnginiq Centre at the National Aboriginal Health Organization.

Nunatsiaq News. (2022). 5 Nunavik communities share $29 million for sports, recreation upgrades. Nunatsiaq News. https://nunatsiaq.com/stories/article/5-nunavik-communities-share-29-million-for-sports-recreation-upgrades/

Nunavik Regional Board of Health and Social Service. (2017). KUUJJUARAAPIK COMMUNITY PORTRAIT: Results from the Community Component of Qanuilirpitaa? 2017 Nunavik Health Survey. http://nrbhss.ca/sites/default/files/health_surveys/Kuujjuaraapik_Community%20Portrait_en.pdf

Nunavik Regional Board of Health and Social Services. (2022). Institutions. Nunavik Regional Board of Health and Social Services. https://www.nrbhss.ca/en/institutions#clsc

Portrait of a man seal hunting (Catherine Oberholtzer Collection). (1869). Avataq Cultural Institute. http://www.avataq.qc.ca/en/Collections/Library-and-archives/Historical-photos/detail/(page)/1/?id=25952

Société d'habitation du Québec. (2014). Housing in Nunavik. http://www.habitation.gouv.qc.ca/fileadmin/internet/documents/English/logement__nunavik_2014.pdf

Statistics Canada. (1996). Census Profile, 1996 Census of Population, Kuujjuaraapik [Village Nordique], Quebec. https://www12.statcan.gc.ca/English/census96/data/tables/Rp-eng.cfm?TABID=2&LANG=E&APATH=3&DETAIL=1&DIM=0&FL=A&FREE=1&GC=0&GID=201732&GK=0&GRP=1&PID=1019&PRID=0&PTYPE=89103&S=0&SHOWALL=No&SUB=0&Temporal=2006&THEME=18&VID=0&VNAMEE=&VNAMEF=&D1=0&D2=0&D3=0&D4=0&D5=0&D6=0

Statistics Canada. (2001). Census Profile, 2001 Census of Population, Kuujjuaraapik [Village Nordique], Quebec. https://www12.statcan.gc.ca/english/Profil01/CP01/Details/Page.cfm?Lang=E&Geo1=CSD&Code1=2499075&Geo2=PR&Code2=24&Data=Count&SearchText=Kuujjuaraapik&SearchType=Begins&SearchPR=01&B1=All&Custom=

Statistics Canada. (2007). Census Profile, 2006 Census of Population, Kuujjuaraapik [Village Nordique], Quebec. https://www12.statcan.gc.ca/census-recensement/2006/dp-pd/prof/92-591/details/Page.cfm?Lang=E&Geo1=CSD&Code1=2499075&Geo2=PR&Code2=24&Data=Count&SearchText=Kuujjuaraapik&SearchType=Begins&SearchPR=01&B1=All&Custom=

Statistics Canada. (2012). Census Profile, 2011 Census of Population, Kuujjuaraapik [Village Nordique], Quebec. https://www12.statcan.gc.ca/census-recensement/2011/dp-pd/prof/details/page.cfm?Lang=E&Geo1=CSD&Code1=2499075&Geo2=CD&Code2=2499&Data=Count&SearchText=Kuujjuaraapik&SearchType=Begins&SearchPR=01&B1=All&Custom=&TABID=1

Statistics Canada. (2022). Indigenous Peoples Reference Guide, Census of Population, 2021. https://www12.statcan.gc.ca/census-recensement/2021/ref/98-500/009/98-500-x2021009-eng.cfm

Statistics Canada. (2023a). Census Profile, 2021 Census of Population, Kuujjuaraapik [Village Nordique], Quebec. Statistics Canada Catalogue. https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/details/page.cfm?Lang=E&SearchText=Kuujjuaraapik&DGUIDlist=2021A00052499075&GENDERlist=1,2,3&STATISTIClist=1,4&HEADERlist=0

Statistics Canada. (2023b). Profile table, Census Profile, 2021 Census of Population—Quebec [Province]. https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/index.cfm?Lang=E

Taylor, Stephanie. (2022). Federal department questioned quality of 2021 Indigenous census data: Documents. CBC. https://www.cbc.ca/news/canada/north/indigenous-gaps-census-1.6419156

Appendix

Map 8 — Topography in Kuujjuaraapik

LEGEND

Contour (5m)

Elevation

119 m

0 m

NOTES

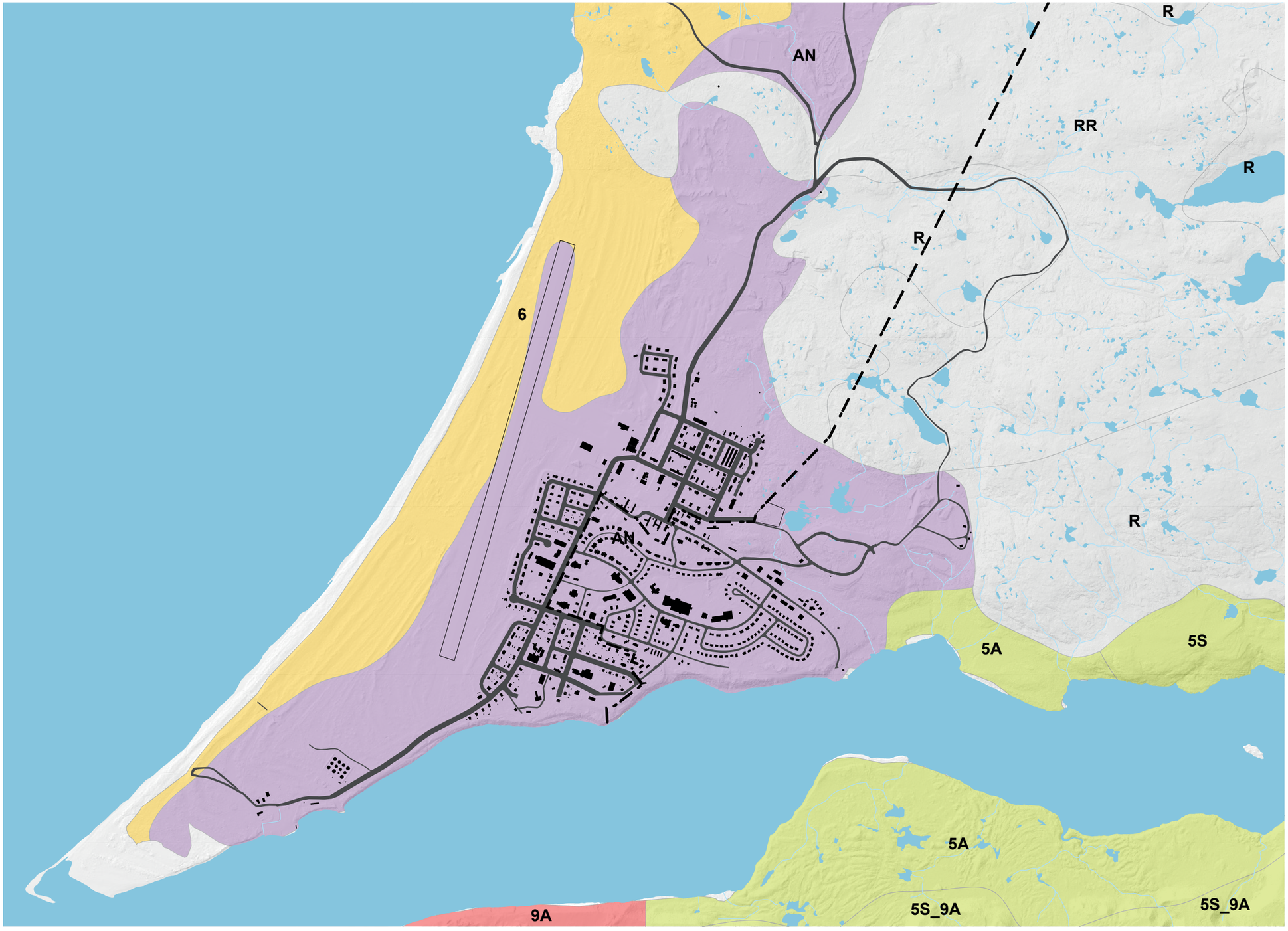
Data Source: KRG (2024), CRGH AG(2024), MERN (2010)
Date: 2025-06-16

1:15 000

0 320 640 960 m

Data source: (Aubé-Michaud & Allard, 2019)

Map 9 — Soil Deposits in Kuujjuaraapik



LEGEND

Surface Deposit

- **5 Marine Deposit**
- 5A Deep water facies
- 5S Shallow water facies
- 5A_9A Deep water facies with presence of active aeolian features
- **6 Coastal Deposit**
- **9 Aeolian (wind-driven) Deposit**
- 9A Active aeolian features
- **R Bedrock**
- RR Bare Bedrock
- **AN Anthropic Deposits**

NOTES

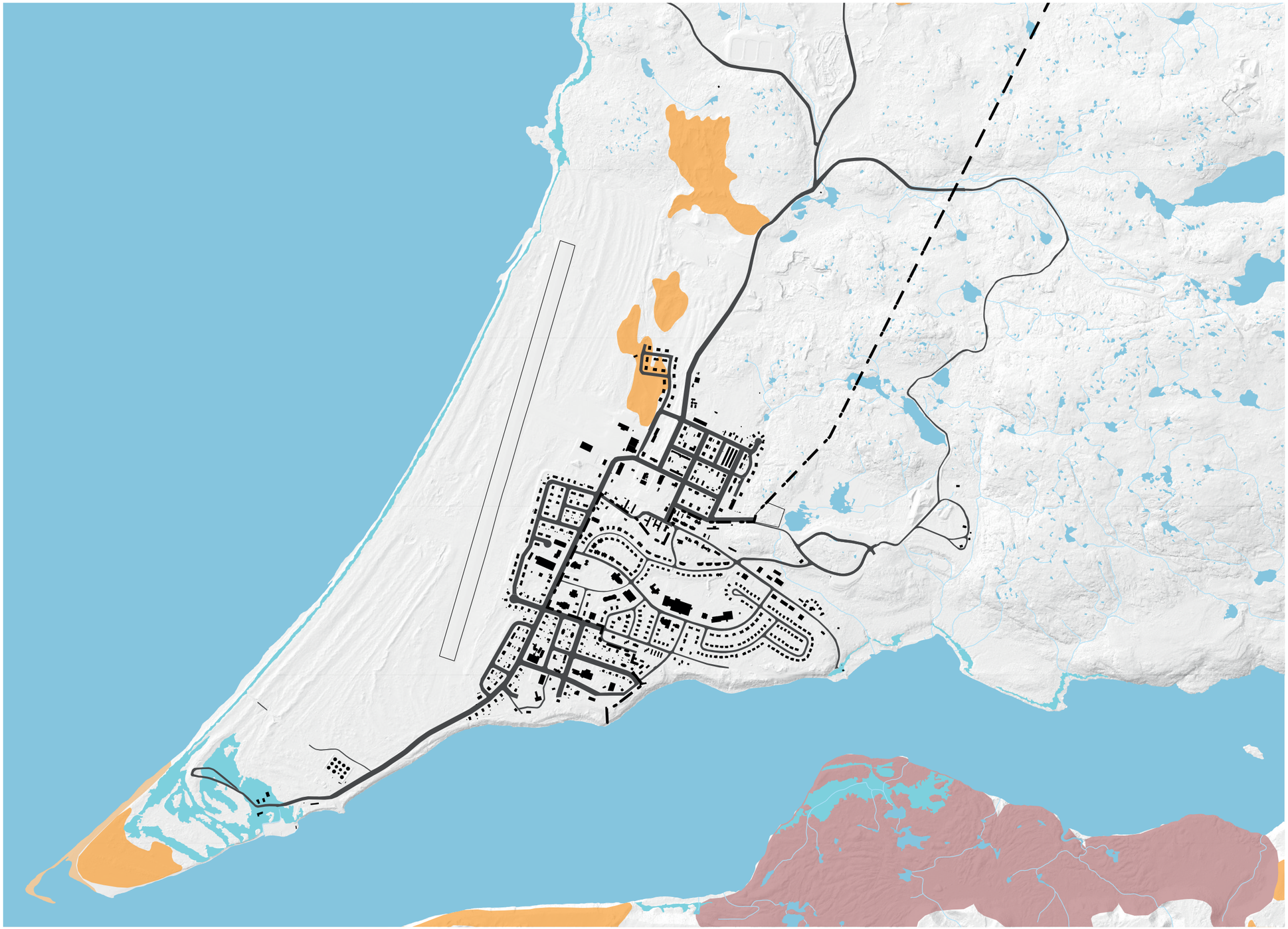
Data Source: MERN (2024), KRG (2024), CRGH AG(2024), MERN (2021)
Date: 2025-07-16

1:15 000

0 320 640 960 m

Data source: (Allard et al., 2020)

Map 10 — Natural Hazards in Kuujjuaraapik



LEGEND

Landslide

A landslide is the downslope movement of a mass of soil under the influence of gravity.

Coastal Erosion

Coastal erosion is the wearing away of land along the coast by waves and tides.

Fluvial Erosion

Fluvial erosion is the wearing away of land by rivers and streams.

Wind Erosion

Wind erosion is the removal of soil or sand by strong winds.

Storm surge

A storm surge is an abnormal water level rise caused by strong winds from a storm pushing water toward the coast. It can lead to dangerous coastal flooding.

NOTES

Data Source: CEN (2018), NRCAN (2023), KRG (2024), CRGH AG(2024), MERN (2021)
Date: 2025-09-29

1:15 000

0 320 640 960 m

Data source: (Aubé-Michaud & Allard, 2018)