



DEHCHO FIRST NATIONS
BOX 89, FORT SIMPSON, N.W.T. X0E 0N0
TEL: (867) 695-2355/2610 FAX: (867) 695-2038
dcfn@dehchofirstnations.com



Mackenzie Gas Project Regional Investment Plan for the Dehcho Region.

Draft Phase 2 Report

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Prepared by: Lutra Associates Ltd. in conjunction with
the Dehcho Regional Investment Plan Steering Committee

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- Fred Norwegian, Jean Marie River
- Joanne Deneron, Fort Liard
- Margaret Leishman, Kakisa
- Dennis Deneron, Trout Lake
- Ruby Jumbo (alt), Trout Lake
- Lawrence Nayally, Wrigley
- Rita Cli, Fort Simpson
- Andrew Johnston, GNWT
- Minnie Letcher, Dehcho Health and Social Services Authority
- Kathy Tsetso (alt), Dehcho Health and Social Services Authority

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1. Overview of Phase 1

The Government of Canada established the \$500 million Mackenzie Gas Project Impact Fund (MGPIF) in 2005. The Fund provides resources over a ten-year period to manage and mitigate socio-economic impacts anticipated to result from the Mackenzie Gas Project (MGP), should the Project proceed.¹ Funding will be provided to a territorial corporation, which will, in turn, provide funds to five regional corporations including one in the Dehcho, which will be responsible for managing and allocating funds. MGPIF funding is intended for use by regions to address socio-economic impacts arising from, or exacerbated by the MGP. It is estimated that the MGPIF will allocate some \$150 million to the Dehcho Region over a ten-year period. Priorities and decisions respecting the use of MGPIF monies will rest primarily with the Dehcho Regional Corporation, which will have a majority Aboriginal membership. A Regional Investment Plan (RIP) will guide financial allocations and expenditures. Three-phases of preparatory work are required to ready the Dehcho to receive MGPIF monies.

Phase 1 of the Mackenzie Gas Project Impact Fund (MGPIF) Regional Investment Planning (RIP) process began in the Dehcho Region in 2006. Indian Affairs and Northern Development accepted the Phase 1 report in September 2007. The intent of Phase 1 was to complete an environmental scan of socio-economic conditions in the Dehcho Region. The environmental scan provided an overview of existing social and economic conditions of the Region, including comparisons to Canada and the Northwest Territories. This analysis provided the context for decisions that are required during the MGP planning and priorities process. To complete the environmental scan the Dehcho First Nations undertook a community survey, a literature review, and an analysis of existing socio-economic data. The Phase 1 report is available under separate cover.

The Dehcho Region is the largest region in the NWT. In 2006, its population of 3,412 was spread over 10 First Nation communities - Fort Providence, Fort Liard, Wrigley, Nahanni Butte, Trout Lake, Jean Marie River, Kakisa, Hay River Reserve, Fort Simpson, and West Point First Nation. In addition to First Nation Councils there are also three Metis locals in the region, one in Fort Simpson, Fort Providence, and Fort Liard. The majority of regional residents (87%) are persons of Aboriginal ancestry.

The Phase 1 report shows that in the Dehcho Region:

- unemployment (19.7%) is high.

¹ The Mackenzie Gas Project Impact Fund (MGPIF) is contingent upon the MGP proceeding.

- personal incomes (\$31,804) are low but have increased by more than \$5,500 over the past decade.
- alcohol abuse is the most serious wellness issue. For instance, the incidence of hospitalization for alcohol-related illness is high and twice the NWT average in Fort Liard and Jean Marie.
- the incidence of sexually transmitted infections (STIs) is high and above the NWT average in Fort Simpson, Fort Liard, and Fort Providence. STI rates increased noticeably during recent hydrocarbon exploration and development activity.
- the incidents of injury related deaths are higher than the NWT average.
- crime and spousal assault rates are higher than the NWT average.
- violent crime rates are double NWT rates. 90% of Simpson detachment work is alcohol related.
- graduation rates and post-secondary education attendance are lower than elsewhere in the NWT.
- a high percentage of adults hunt, fish, and consume country food. Country food consumption has increased over the last decade.
- a high percentage of people are active trappers.
- a higher percentage of adults report that they can speak an Aboriginal language although language use has been declining over the last decade.
- a higher percentage of houses need major repairs than other regions in the NWT.

2. Existing Social and Economic Programming in the Dehcho

The Dehcho Region Phase 1 Regional Investment Plan report contained a somewhat dated profile of social and economic programming in regional communities. The socio-economic program and service profile was updated concurrent to Phase 2 activities. The updated profile is attached in Appendix B and summarized in this section. The profile was updated from information provided by Dehcho Health and Social Services, GNWT Health & Social Services Prevention Services and the Dehcho Divisional Education Council. Additional information was gathered in visits to each Dehcho community and from Internet research.

The program and service profile shows that each Dehcho community has access to some level of health, social, education, culture, shelter, and protection services.

Service delivery, however, differs for the five small communities² with populations less than 200 and the four communities³ with populations of more than 300. No information was available for West Point First Nation although it is understood that some human services are delivered by the First Nation while other services (e.g. health and education) are accessed through the Town of Hay River. In April 2007, Indian and Northern Affairs Department appointed an independent administrator to run the band's day-to-day administration and handle its financial records. Regional programs and services are briefly described below.

Education and Training

The Dehcho Divisional Education Council (DDEC)⁴ and Aurora College are central agencies supporting and delivering education and training in the Dehcho Region. DDEC works with community schools and District Education Authorities in each community. It is well represented by trustees from eight Dehcho communities. All Dehcho communities have local schools and offer kindergarten to grade nine education. Grades 10-12 are available only in the four larger communities. To complete a secondary school education, students from the smaller communities must move to a larger centre (e.g. Fort Simpson). In addition to academic programs, community schools are usually a main source of extra-curricular recreation, sport, and culture programming for children and youth.

Community learning centres and adult educators are located in each of the larger communities. The extent of adult learning in smaller communities depends on the innovation of First Nations' organizations. For example, in 2007/08 the Smbaa K'e Development Corporation and Aurora College delivered adult training in Trout Lake. The Corporation secured the services of a volunteer adult educator, and provided accommodation and a training site for the program. Aurora College provided the curriculum and a mobile facility.

² Jean Marie River, Kakisa, Nahanni Butte, Trout Lake, Wrigley

³ Fort Liard, Fort Providence, Hay River Reserve and Fort Simpson

⁴ South Slave Divisional Education Council (SSDEC) is responsible for Chief Sunrise Education Centre on the Hay River Reserve.



Early childhood development services are delivered in part by the GNWT and day care operators. GNWT Early Childhood Education (ECE), the federal Aboriginal Headstart Program, and federal Brighter Futures funding supports childcare and early childhood services in several Dehcho communities. In 2005, GNWT ECE licensed seven (7) childcare facilities in the Region. In 2008, six (6) licensed childcare programs⁵ in regional communities provide slightly more than 150 full and part-time spaces in nursery school, after school, or day care programs. Further, Trout Lake is expected to open a day care facility in 2008. Two other day care facilities are remained closed either because the facility (in Wrigley) does not meet fire standards or environmental health standards (in Fort Providence).⁶

⁵ Fort Simpson: Open Door Society nursery school has 16 preschool child care spaces and 19 after school child care spaces and the Kids Corner child care has 8 infant/toddler and 19 preschool spaces; Fort Providence: Dezoah Undaa Etleh Koke Aboriginal Head Start has 16 preschool spaces; Fort Liard: Acho Dene Koe Child Care Centre has 13 preschool spaces in the nursery school and 16 after school spaces; and the Hay River Reserve's Aboriginal Headstart has 20 preschool spaces and the Dene Ts'eh Ts'udaa K'ehondii Koe Daycare has 8 infant and 17 preschool spaces.

⁶ GNWT, Health and Social Services, 2006, *Early Childhood Development Report, 2005*

Health and Wellness

The Dehcho Health and Social Services Authority (DHSSA), First Nations and non-government organizations deliver health and wellness services in all Dehcho communities. The DHSSA board is well represented by trustees from each Dehcho community. The Integrated Services Delivery Model (ISDM)⁷ guides service delivery in regional communities. This team-based, client-centred approach seeks “better and more equal access to services” among all residents of the Dehcho Region regardless of where they live. The ISDM takes an integrated and collaborative approach to the delivery of six types of services:

1. diagnostic and curative (identification and treatment of physical symptoms or conditions);
2. rehabilitation (improvement and maintenance of independence for people with injuries, disability, or chronic disease);
3. protection (protect and take care of vulnerable people);
4. promotion and prevention (information and supports to improve health status and overall quality of life including life skills, healthy choices, education, interventions to prevent illness or accidents);
5. mental health and addictions (care and support to people who have a mental illness or an addiction); and
6. continuing care support (for people who can't fully take care of themselves and their family caregivers).

The Primary Community Care Team is usually the first point of contact for Dehcho residents. A diverse range of health and social service skills and knowledge are available through Primary Community Care Teams resident in the larger communities. In the smaller communities, a community health worker or wellness worker may be the only resident team member. Primary Community Care Teams work closely with regional and territorial support teams. Smaller communities usually have monthly access locally to additional services through regional health services, social services, and mental health and addictions staff. Emergency services are attended to as required by medical evacuation (medivac). Occasionally monthly and medivac services to small communities are interrupted by poor weather conditions that restrict air access.

⁷ GNWT, Health and Social Services, 2004, *Integrated Health and Social Services Model for the NWT Health and Social Service System, A Plain Language Summary*



Dehcho Health and Social Services Authority's (DHSSA) strategic direction seeks to 'work together for healthy lifestyles', focus on minimizing illness and increasing wellness, promote healthy living, and provide quality health care and social services to all Dehcho residents.⁸ DHSSA's long-term goals are consistent with the priorities of Dehcho communities including:

- healthy choices promotion and responsible self-care;
- public health protection and illness and disease prevention;
- children and vulnerable individuals protection from abuse, neglect, and distress; and
- integrated, responsive and effective health services and social programs delivery for those who need them.

DHSSA's service delivery to small communities is challenged by the availability of staff housing and the recruitment and retention of professional health care and social services staff. Resident DHSSA health and/or wellness staff are available in all regional communities except Kakisa. DHSSA is currently assessing ways to better integrate traditional Aboriginal healing practices in service

⁸ Dehcho Health and Social Services Authority, 2007, Strategic Directions 2007 to 2010

delivery, particularly in addiction services. The DHSSA continues to implement the territorial Mental Health and Addictions Strategy⁹, which seeks to strengthen community-based prevention and counseling services, increase addictions awareness programming, and place greater emphasis on prevention and counseling services for youth.



To supplement health and social services, annual project funding from Health Canada for Brighter Futures and the Canadian Prenatal Nutrition Program (CPNP) is available primarily to First Nations' and non-government organizations (NGOs) for community-based health, wellness, culture, and early childhood development programs. Project funding allows communities to design and delivery programs for unique local needs. However, small per capita allocations to small communities frequently challenge both the scope and longevity of supplemental programs. Small amounts of project funding encourage community innovation and efforts to consolidate resources, activities and expertise. For example, an employee of the Pehdzeh Ki First Nation coordinates as many as nine programs each with small per capita-based budgets to increase services to vulnerable community members. Further, the

⁹ GNWT Health and Social Services, 2004, *Framework for Action Mental Health and Addictions Services*

communities of Trout Lake, Nahanni Butte, and Jean Marie River are planning a joint venture project to address limited housing resources.

The Dehcho Region has a small number of NGOs. Some of the main NGOs providing social, cultural, and economic programs are the friendship centres in Fort Providence, Fort Simpson and Hay River, the Residential School Society in Fort Providence, and the Nats'jee Keh Treatment Centre and Dene Cultural Institute both on the Hay River Reserve. Depending on funding available NGOs may deliver health and wellness, healing, mental health and addictions residential treatment, youth drop-in, culture/language, and family violence services. Services tend to be limited to the community where the NGO is located and target vulnerable youth, families, and elders.

Community Justice and Policing

Community policing and highway patrol services are provided in the Dehcho by RCMP detachments located in Fort Providence, Fort Simpson, Hay River, and Fort Liard. Smaller communities do not have resident RCMP members. They are served by nearby detachments that provide scheduled patrols and emergency services as required. Communities without local policing services are frequently dismayed by the irregularity of patrols and slow response to complaints. Larger communities with resident officers often complain about the invisibility of police in the community.

Under the community policing model, the RCMP commits its members to:

- work together with community authorities and agencies;
- provide policing services in a culturally appropriate and sensitive manner;
- provide healthy alternatives, especially for youth;
- be involved in the schools with a view to educating children about healthy ways to live;
- make regular, personal contact with as many community members as possible;
- engage in the life of the community;
- work with the community regarding public awareness and crime prevention; and
- maintain public safety and security.¹⁰

The 20-year Federal Government-Government of the NWT Territorial Police Service Agreement due for renewal in 2012 guides the delivery of RCMP services throughout the NWT. This cost-shared arrangement for policing requires the

¹⁰ Scott Clark Consulting Inc. March 2006. *Policing In The Northwest Territories Report On A Public Consultation Process*

Government of Canada to cover 30 percent of costs while the GNWT covers the remaining 70 percent. RCMP members face significant challenges with their workload and the number of offences in their communities.

Bylaw enforcement and protective services supplement community policing services. The Village of Fort Simpson and Hamlet of Fort Liard staff community constable and safety and protective services positions. The Katlodeeche First Nation on the Hay River Reserve retains an on-reserve security force.

GNWT Justice helps communities develop alternative ways of dealing with justice issues. Program support is provided in three main areas -community justice activities, victim services, and community policing. There is an active community justice program in the Dehcho. Volunteer Community Justice Committees exist in most communities. RCMP members make referrals/ precharge diversions to Justice Committees. The majority of the cases diverted are minor offences committed by youth. Community Justice Committees can act as a liaison between the RCMP and communities, particularly on issues specific to certain individuals (especially youth) and families who are at risk of becoming involved with the justice system.

GNWT Justice supports the Dehcho community justice system primarily through a regional community court worker, probation officer, and community justice coordinator. These positions are located in Fort Simpson. The probation officer and regional community justice coordinator serve other Dehcho communities in addition to Fort Simpson.

Culture and Language

The Dehcho Divisional Education Council (DDEC) follows the GNWT Aboriginal Language and Culture Based Education directive¹¹ in the delivery of education programs in Dehcho schools. This directive sets out a framework for planning, developing, delivering, supporting, and evaluating Aboriginal language and culture-based education programming in the NWT schools.

To support Slavey language program in Dehcho schools, the DDEC's Teaching and Learning Centre develops materials; offers literacy courses for instructors; and helps to plan programs in the schools. DDEC's Slavey Language Consultant promotes and supports the Slavey language; and arranges and delivers language workshops and consultation services to the Slavey language/ culture programs in local schools and communities. Pending the

¹¹ GNWT ECE, 2004, Aboriginal Language and Culture-Based Education, Departmental Directive

availability of local resource people and funding, students may be exposed to a range of culture and language programming throughout the school year. Culture camps are an important planned activity combining youth and elders, language, and culture.

In addition to school-based programs, First Nation Councils may secure project funding to deliver language and cultural programs. For example, the First Nation in Jean Marie River recently held a drum making and storytelling workshop for students at Louie Norwegian School. In all Dehcho communities, schools and other culture and language programs seem to have difficulty engaging local resource people to lead cultural and language activities. Small amounts and insecurity of funding that may be interpreted as according low value and priority to these activities, are main reasons for this. Uncertain support for language and cultural activities is evidenced by the fact that the Deh Cho Language Working Group's¹² draft Dene Language Development Plan for 2006 to 2009, has not been finalized, resourced, or implemented.



¹²Deh Cho Language Working Group, 2006, Draft Dehcho First Nations 2006-2009 Dene Language Development Plan

First Nations, Metis Locals, and NGOs (e.g. harvester council in Fort Liard) are another source of cultural and language programming in Dehcho communities. Frequently these organizations organize summer camps as a way of engaging youth and elders. Other efforts include the collection of traditional knowledge and experiences as evidenced in the recently released Fort Providence Metis Council history book (2007). The Family Life program delivered by Zhahti Koe Friendship Centre in Fort Providence is another example of culture-based programming for families. Dehcho culture is also a main focus of the Open Sky Society in Fort Simpson. The Society coordinates a summer arts festival and from time to time conducts art and cultural workshops.

Housing and Infrastructure

Communities have a 'New Deal' with the GNWT's Department of Municipal and Community Affairs (MACA) for the planning and developing infrastructure. The New Deal gives local governments more decision-making authority over capital projects and gives communities the benefit of taxes raised locally (e.g. to support local priorities). The New Deal also provides a secure and predictable source of revenue, with which communities can make capital project decisions.

Communities in the Dehcho have significant public infrastructure needs that may be beyond the resources available through the New Deal.

Local housing organizations exist in larger Dehcho communities. In smaller communities, First Nations and their development corporations have the main responsibility for housing. Communities throughout the region have significant housing issues including affordability, adequacy, and condition of housing. Housing programs provided by the NWT Housing Corporation through the Dehcho Region office in Fort Simpson, are often inadequate to meet such needs as inadequate singles housing, housing for the hard to house, home ownership, and home maintenance and repair.

In summary, Dehcho residents have access to a range of human/social programs and services. However, in all communities there are concerns about the quality, scope, frequency, and/or availability of services. Disparities in services are a particular concern of residents living in small communities. Concerns about human services largely stem from inconsistent and insufficient human and financial resources and overall lack of capacity. These factors also impact on governance and spheres of life in the Dehcho. In all Dehcho communities, residents, service providers, and leaders emphasize that current poor socio-economic conditions and weaknesses in human services will only be exacerbated by MGP construction and operations activities and have significant outcomes. On

the other hand, the MGP proponents suggest that these impacts will not be significant.

3. Priority Areas for the Regional Investment Plan

The Phase 1 Dehcho Regional Investment Plan report states that the Socio-Economic Impact Assessment (SEIA) for the Mackenzie Gas Project rates the majority of the project impacts on Dehcho communities as “not significant”. This judgment is not substantiated and appears to contradict findings of several studies (see bibliography) and the perceptions of Dehcho residents. Despite discrepancies between the SEIA and other reports regarding the significance of the effects of the MGP, some anticipated impacts of the MGP stated in the Phase 1 report are as follows.

- Increased employment but concerns regarding loss of good people from the communities to the MGP, vacancies in local jobs and effects of short-term contract opportunities.
- Concern regarding increase in alcohol and drug abuse, communicable diseases, and stress on the families.
- Concern that increased population, employment, and earnings will lead to an increase in substance abuse and policing problems.
- Concern that relationships with the land will be negatively affected by resource development,
- Concern that there will be further erosion of culture, tradition, and role of elders.
- Concern that the current supply of housing will not meet the demand and will lead to crowding.

The above concerns contribute to the articulation of four priorities for investment. The investment priorities identified in the Dehcho Region Phase 1 Regional Investment Plan report are:

1. Population and Employment,
2. Social and Community Wellness,
 - Health
 - Social Wellness and Public Safety / Policing
 - Education
3. Traditional Culture, and
4. Housing and Community Infrastructure.

These priority areas correspond to five of the six project eligibility areas suggested in the Socio-Economic Impact Fund (SEIF) Management Framework.¹³ These priority areas also replicate themes raised in MGP consultations, JRP interventions, and community and regional planning activities undertaken in the past decade. The priorities were also confirmed during Phase 2 RIP activities. Updated information was gleaned during Phase 2 through conversations in each Dehcho community that involved 250 leaders, frontline workers, youth, and citizens and intensive work of the Dehcho Steering Committee. Updated information on priorities to be addressed in the Dehcho Regional Investment Plan is discussed here.

3.1 Population, Employment, and Training

The population, employment, and training priority area refers to conditions related to human resource capacity, income security, and access to employment, education, and training. Employment with the Mackenzie Gas Project and the potential for higher wages are expected to:

- drain skilled people from Dehcho communities;
- cause young people to leave school early to seek jobs; and
- increase the cost of living.

The MGP proponents and interveners in the project approval process agree that the MGP will increase out-migration from small communities, result in vacancies in local jobs, and draw skilled employees away from local organizations and regional communities. These project impacts will diminish capacity to deliver services in all Dehcho communities. Currently, human services agencies throughout the region are experiencing difficulty recruiting and retaining skilled workers for management and program and service delivery.

People throughout the Dehcho are sceptical about their access to employment and training opportunities with the MGP. It may be difficult to access appropriate training given that few opportunities exist locally. Skills training that may be offered locally depends mainly on opportunities for mobile delivery and on partnerships between First Nations, volunteers, and Aurora College. Other barriers that may block access to MGP related jobs and training include inadequate access to daycare, lack of adequate education, lack of confidence and support to pursue opportunities, and lack of accommodation of Dene language and cultural traditions in industrial training and work environments. Currently

¹³ Social Wellness, Education and Skills Training, Language and Culture, Community Social Infrastructure, Safety and Security

efforts to recruit local workers to oil and gas resource development projects in northern B.C. and Alberta has generally been unsuccessful.¹⁴

The future of, and opportunities for youth are a main concern in Dehcho communities. Youth are particularly vulnerable to negative impacts associated with changing socio-economic circumstances expected from the MGP. Their vulnerability increases if they are not engaged in learning and their communities, involved in sports and recreation, connected to their elders or supported by healthy parents and role models. Currently, the circumstances that increase youth vulnerability are present in all Dehcho communities and significant numbers of youth are at risk. Youth often lack supportive home environments. Youth workers do not always deliver stimulating, engaging programs and activities. Elders may not fulfill their role as knowledge keepers and storytellers and young people may not have access to supports needed to make informed decisions and fully participate in their communities. Youth are the future of the Dehcho Region. Well-educated, skilled, and engaged youth is a way to fill important community-based program and service delivery positions.

Throughout the Dehcho, residents are concerned about the already high cost-of-living. The MGP is expected to increase living costs. For individuals not employed with the MGP or in related higher income resource development jobs, the potential of becoming marginalized and vulnerable due to lack of economic and income security will increase. Already there are individuals and families in the region who are experiencing great difficulty meeting basic food, shelter and clothing needs. Others in the community endeavour to assist those in need by formally and informally sharing food. Food sharing occurs in a variety of ways including food hampers, breakfast programs, community hunts, organized meals, informal food sharing and in some larger communities, through informal food banks. Vulnerable populations including those on fixed incomes such as elders and youth, are a main target for food sharing activities.

3.2 Social and Community Wellness

Social and community wellness priorities refer to the basic conditions necessary for the social security and safety of individuals, families, and communities. In the Dehcho Region, these priorities tend to relate to healing, family relationships, and human safety. Currently, social and community wellness throughout the Dehcho communities is not strong and expected to worsen over the course of the MGP construction. Lack of current capacity to address social and community

¹⁴ personal communications: Chief Harry Deneron, Fort Liard

wellness needs will be exacerbated with the MGP. There will be fewer trained/ skilled people to address social issues and the workloads of existing frontline workers will be increased to a level where programs and services may be ineffective in addressing health and wellness needs. In order to achieve social security and safety in the Region, Dehcho communities see the need for more efforts and supports that empower local families and communities. These supports include more community education and awareness focused on youth, supports for families to help with healing and wellness needs, and addressing issues of substance abuse and violence.

Substance Abuse

Dehcho communities are very concerned that the cash infusion expected from employment and business involvement in the MGP will have catastrophic effects. Leadership, front line workers, youth and the general public engaged in conversations during Phase 2 of this planning process frequently pointed to the receipt of residential school common experience payments as an example of the alcohol abuse, tragedy, and family dysfunction that could be replicated and prolonged by the MGP. Substance abuse and associated undesirable behaviours are a source of individual, family, and community stress and insecurity and a potential strain on protection and wellness services.

A goal of the *GNWT Mental Health and Drug Addiction Strategy* is for individuals and families to have access to a continuum of core community-based wellness services through programs and services available at the community level. An integrated Community Counseling Program (CCP) for mental health and addictions supplemented by integrated mobile treatment programs for families and youth are key actions for realizing this goal. At the time of writing these core services were not fully implemented in all Dehcho communities. Staff recruitment and staff housing are two of the main barriers to implementing community based services and ensuring that all Dehcho communities have local access to wellness services. In some Dehcho communities, First Nations and/or their development corporations have assisted the Dehcho Health and Social Services Authority by providing accommodation, infrastructure, and funding (medical travel, emergency repair). Arrangements of this nature help to expedite wellness services delivery in smaller Dehcho communities.

A regional addictions counselor and community wellness workers employed by DHSSA provide substance abuse programming. Community-based workshops and one-on-one counseling are preferred methods of service delivery. These services tend to be available only on an itinerant basis when regional staff are in the community. Occasional workshops, gatherings and one-on-one counseling

are deemed inadequate to meet the need for consistent and regular access to wellness programs and services and aftercare for individuals returning from treatment programs.

In early 2008, Natse'je'ke, located on the Hay River Reserve, initiated a 'harm reduction' approach to substance abuse. Harm reduction is any program or policy designed to reduce substance abuse-related harm without requiring substance cessation. Harm reduction strategies prioritize each user's goals, emphasizing immediate and realizable goals. The eventual goal may be abstinence but the user does not have to begin this way. Individuals, who are experiencing some harm due to substance use, are the primary target of the harm reduction approach.

Currently Natse'je'ke is fully staffed with clinicians, councilors, and wellness workers who are in a position to deliver community outreach services. For example, Natse'je'ke staff could deliver outreach and mobile treatment services, and elder and family aftercare supports and training. While Natse'je'ke could provide much needed community-based substance abuse programming that could complement existing services available in Dehcho communities, local resources and plans to organize and mobilize these services may be lacking. Further, it may take sometime for regional communities to look beyond the institutional services that Natse'je'ke is well-known for, to take advantage of outreach and mobile services.

Family and Community Social Structure

Common concerns among Dehcho individuals and families, particularly in small communities, include limited social and family programs, poor access to programs and services, and insufficient trained personnel to deal with social problems. These concerns arise from stresses associated with changing lifestyles and expectations, poverty and marginalization. Stresses that impact on family and community life may be expressed by rates of violence, abuse, and other crime although often these incidents are not reported due to fear of reprisal or lack of hope that the situation can be addressed. Other stresses on family and community structure may be illustrated by family breakdown, child apprehension, and substance abuse. The challenges currently facing the social well-being of families and communities are expected to worsen with the MGP.

The MGP is expected to impact the most vulnerable family and community members (e.g. youth and children, women, elders, and people with limited education and awareness of an industrialized, market economy). The MGP is also

expected to strain fragile family relationships given that employment on the project may take workers away from the family for extended periods of time. To manage existing and expected stresses on families and communities, leaders and frontline workers stress the need for more family activities, social and youth programs (e.g. healing and well-being workshops and follow-up, parenting programs and workshops, support groups, cultural and on-the-land activities, and stimulating recreation activities). Consistently available, skilled workers are needed to offer these programs and services.



Public Safety and Policing

Violent crime is a significant issue in several Dehcho communities. The reported incident of crime may be greater than what is reported in current statistics due to under or non-reporting of family violence and abuse including elder abuse. Criminal activity and public safety risks arise from alcohol and drug abuse, more traffic on NWT highways, and limited community capacity to handle emergencies.

The proponents of the MGP acknowledge that risky/bad behaviour, criminal activities, and crime rates may increase as a result of higher income and expenditures on drugs and alcohol. Community members, leaders, and front line workers are already concerned about the lack of police presence in Dehcho communities. They are also concerned that the safety of victims of family violence continues to be at risk due to the lack of safe shelters in local communities and in the Region as a whole.

The twenty-year *Territorial Police Service Agreement* between the Government of Canada and GNWT shapes policing arrangements throughout the Dehcho and the NWT. In 2005 consultations, concern was expressed that the proposed MGP would result in serious problems for residents, particularly youth.¹⁵ At the time the RCMP were developing crime prevention and management plans although the nature of these plans were unknown to regional communities. Dehcho communities believe that there should be more engagement of communities in RCMP plans.

In late 2007, the RCMP's new backup policy for remote areas was initiated to ensure the safety of officers and improve response to the needs of local communities. The Government of the NWT has proposed the reinstatement of special constables to support the new backup policy. The thinking is that training local people to provide basic policing services would further address concerns about policing services. The special constables would with the exception of the investigative component, get the same enforcement training that regular police officers receive at the Regina RCMP training depot.

3.3 Traditional Culture and Language

Language is an expression of cultural identity. In all Dehcho communities the strength of Dene language is diminishing particularly among young people. The

¹⁵ Scott Clark Consulting Inc. March 2006. *Policing In The Northwest Territories Report On A Public Consultation Process*

loss of language contributes to a loss of identity and sense of place. Throughout the Dehcho Region, young people want to learn and use the Slavey language however there are few opportunities to develop these skills. Language specialists in the Dehcho are aging and qualified language instructors are difficult to recruit. Few supports are available to encourage language use and instruction in the home and elsewhere in the community including overcoming the residual effects of language and cultural devastation wrought by residential schools and a century of colonialism. More support and better coordination of language activities are needed. Some envision these activities occurring through a regional Dene language and culture school while others see the need to do intensive and consistent work in the communities and on the land.

Like language, cultural knowledge and practices are diminishing in all Dehcho communities including in the more traditional smaller communities. Despite various efforts to retain traditional Dene values, beliefs, and cultural practices, the speed and pace of change in communities is outstripping efforts to accord high value to and retain traditions. The proposed MGP will add to the pressures that diminish Dene culture and language. To counter efforts that diminish culture and language, many community members identify the need to embed culture in all local programs and services. Others suggest more concentrated and sustained efforts to value and teach traditional activities (e.g. trapping, sewing, games), engage elders and youth in cultural activities, and focus local energies on cultural enhancement and preservation projects. More effort and supports are also needed to engage families in language and cultural activities in the home and on-the land.

3.4 Housing and Community Infrastructure

In all Dehcho communities, there are concerns about the availability and quality of housing and community infrastructure. Lack of residential units for single adults is contributing to crowded conditions in family homes and a generation of 'couch surfers' even in small communities such as Wrigley. Single housing units are needed to deal with these issues as well as draw young people with higher-level education back to their community to provide much needed human resource capacity. In addition to singles' units, housing is needed for the 'hard to house' (e.g. persons with disabilities and persons with chronic housing issues including homelessness) and victims of violence (e.g. safe shelter). These needs are experienced in all communities although needs might be greater in some of the larger communities.

Inadequate investment in public housing and home ownership programs over a long period of time, has contributed to a range of other housing issues in Dehcho

communities. These issues include the need for timely and sufficient investment in maintenance and repair of elders' housing and public housing units; the need for retrofit programs to address mould (in Fort Liard) or costly energy consumption; and the need for locally run homeownership programs that encourage self-sufficiency rather than create barriers. While First Nation Councils/development corporations are endeavouring to respond to housing needs, the extent of housing demands exceeds both the mandate and capacity of these organizations. Frontline workers in at least one Dehcho community suggest that if housing issues were addressed, most social and community wellness issues would also be resolved. In another community, local residents suggest that giving priority to meaningful, realistic home ownership programs would provide local residents with safety and security because 'they own something' (have something of their own). Greater personal safety and security would go some distance in buffering Dehcho residents from the negative impacts of the MGP.

In all Dehcho communities, there is a shortage of infrastructure for social programming (e.g. cultural camps, childcare, youth programs, women's programs and elders' activities). There is also a shortage of staff housing to accommodate community program and service providers. While social infrastructure is mainly the responsibility of public governments at the territorial and community levels, there has been little investment in these facilities in recent years. As a consequence, most communities are unable to secure space for social programming or accommodation for program staff. This situation is expected to worsen with the proposed MGP.

4. Existing Mitigation Commitments for Social and Economic Impacts

The Dehcho Regional Investment Plan Phase 1 report provided a cursory overview of socio-economic commitments to mitigating negative impacts of the proposed MGP. These commitments are contained in the proponents' *Environmental Impact Statement* (EIS) for the Mackenzie Gas Project, and the *Socio-Economic Agreement* (SEA) between the MGP proponents and the Government of the Northwest Territories. Further work undertaken in Phase 2 involved a more thorough analysis of mitigations in light of the Dehcho's four priority socio-economic program areas and additional information on programs and services in the Region (see Appendix B). A summary of this analysis is attached in Appendix C. Highlights of this analysis are provided in this section.

The analysis of commitments and mitigations to address potential socio-economic impacts from the proposed MGP is limited by several factors and therefore is limited in its usefulness as a planning tool. These factors are:

- lack of detailed information in both the EIS and SEA with respect for example, to the scope of mitigations and intended investment,
- limited financial information available on socio-economic programs and services in Dehcho communities, and
- lack of information on the changing nature of socio-economic programs in the Dehcho Region for example, in light of changing public government fiscal priorities.

Population, Employment and Training:

Several mitigations are proposed to enhance education and access to training and employment. Few if any, mitigations are proposed with respect to managing potential increases in living costs and long standing barriers such as child care that prevent women from taking up education, training and employment opportunities. Further, few mitigations speak to the need for culturally relevant mitigations.

Community Wellness and Personal Safety:

Several mitigations are proposed to assist northern workers employed with the MGP to address wellness needs. Both the GNWT and MGP proponents are also committed to funding and/or implementing new initiatives to address wellness needs. Like many of the commitments, a lack of detail limits understanding of the scope, frequency and level of investment in wellness initiatives, and therefore, the extent to which these commitments will address wellness concerns in Dehcho communities exacerbated by the MGP.

Policing services to address public and personal safety issues are currently inadequate in the Dehcho. MGP proponents propose to negotiate a memorandum of understanding with the RCMP to address public safety needs related to the project. Lack of detailed information about the scope of services or the extent of investment limits the ability to determine if personal and public safety issues will be addressed by this MOU. The GNWT is also committed from time-to-time, to funding for policing. It is unknown what level of additional services, if any will be provided to the Dehcho.

Language and Cultural Preservation:

Several mitigations are proposed with respect to supporting cultural activities in Dehcho communities however the scope, extent and frequency of these endeavours are for the most part, unknown. No specific mitigations are

proposed to address concerns about the diminishing use and knowledge of the Slavey language.

Social Infrastructure and Housing:

In virtually all Dehcho communities, housing is inadequate to meet existing needs. No additional or new housing programs have been announced in the NWT to address current needs. The changing nature of commitments¹⁶ with respect to the provision of surplus construction camps for residential housing in NWT communities creates further uncertainty with respect to residential housing.

The demand for office, commercial and recreation space, and staff housing currently outstrips demand in Dehcho communities. No mitigations are proposed to help communities deal with these issues although the need is expected to worsen with the construction of the MGP.

Monitoring:

Both the MGP proponents and the GNWT are committed to reporting on socio-economic matters related to the project. The MGP proponents are committed to establishing a socio-economic authority and regional working groups to manage project related effects. The GNWT will be a member of the socio-economic authority. It is unclear what role or authority Dehcho communities or the Dehcho First Nation will have in monitoring or influencing efforts to address unexpected project impacts. It is also unclear as to the level of socio-economic information that may be available to Dehcho communities or the Dehcho First Nation in order that regional residents can take action on matters of concern or negatively impacting them.

5. Dehcho Regional Investment Plan Goals and Objectives

This section provides short and long term goals and objectives for the Dehcho Regional Investment Plan. The goals and objectives have been vetted by community members in Dehcho Region communities and sanctioned by the Dehcho Regional Investment Plan Steering Committee.

5.1 Dehcho Regional Investment Plan Goals and Objectives

¹⁶ At the time of writing, it is unclear whether previous arrangements between the MGP proponents and the GNWT to provide Atco trailer units to the NWT Housing Corporation for residential housing will be honoured.

The short-term, five-year goal of the Dehcho Regional Investment Plan is to *strengthen the capacity of vulnerable Dehcho families to manage the negative social economic and cultural impacts of the Mackenzie Gas Project*. Principles that underlie this goal are consistent with Dene laws and beliefs and speak to the valued concepts of sharing, respect, culture, working together, and self-determination. These concepts are expressed in such Dene laws as:

- *Share What You Have*. This is the umbrella law. Under it sits all the other laws.
- *Help Each Other* particularly those in need.
- *Be Respectful of Elders and Everything Around You*
- *Pass on the Teachings*.¹⁷

These concepts are also expressed in the Dene principles of:

- *Respect the right of the Dene, in family groups, in communities, or in regions, to make decisions without interference from outside, with respect to matters that affect them alone in their territory.*
- *The survival of the whole group (family, community) is more important than the accumulation of individual wealth or status.*
- *Respect and honour leaders and medicine men and women who share their special skills, experience, wisdom and powers for the benefit of their people. We don't expect them to work for us or serve us but we look to them for guidance and instruction to help us govern ourselves in a good way.*
- *The Dene come from male and female and respect and honour the contributions which both men and women make in working together for the survival of the people.*
- *Individual rights and freedoms are respected and encouraged within the larger and more important context of a collective identity and collective responsibilities for the survival and well-being of the entire group.*
- *Everyone has the right to be heard and to take part in the decision-making process on discussion of matters that will affect Dene*.¹⁸

The target of the plan is Dehcho families with members potentially at risk of negative impacts from the MGP, particularly youth, persons who are unemployed or lacking formal education, women, lone parent families, and elders. Based on current circumstances and other experiences with industrial activities, these individuals are unlikely to survive MGP impacts without the strong support of their families. The plan recognizes that families are only as

¹⁷ Source: Dehcho First Nations Poster Series

¹⁸ Source: Dehcho First Nations Poster Series

strong as their weakest link. The plan seeks to address the needs of the weakest members within the context of the family, through additional resources and supports.

The objectives of the Dehcho Regional Investment Plan correspond to the priority socio-economic program areas identified in Phase 1 and confirmed in Phase 2 as areas where impacts will be experienced and mitigations and programming to address these impacts is lacking.

Population, Employment, Training and Education

The objectives are to:

- Engage youth in meaningful ways in their families and communities.
- Meet needs of parents of preschool and school age children in Dehcho for safe day care in a stimulating, culturally relevant environment.
- Build on community strengths to provide nutritious food and life skills to low income earners and others in need.
- Improve education and life successes.

Community Wellness and Personal Safety

The objectives are to:

- Strengthen and expand existing wellness services.
- Ensure the personal safety of community members exposed to or subject to abuse and violence.
- Strengthen public safety and personal security in all Dehcho communities.
- Establish a sustainable Dehcho Social Development Fund to provide 'bridge' funding and address emergency and extraordinary costs associated with social programs and services in the Dehcho.

Culture and Language

The objective is to:

- Strengthen Dene language use and cultural practices.

Housing and Community Social Program Infrastructure

The objectives are to:

- Enhance physical infrastructure to support the delivery of recreation, leisure, wellness, safety, and cultural programs.
- Assist Dehcho residents in need to secure and maintain adequate, suitable, and affordable shelter.

Monitoring

The objective is to:

Monitor and take corrective action to address social, cultural, and economic conditions affected by the MGP.

In the longer term (over the coming 10 to 15 years), the goal of the Dehcho Regional Investment Plan is to contribute to vibrant, self-reliant, sustainable, healthy, and safe Dehcho families and communities that are rooted in Dene traditions and values. This long-term goal is consistent with community plans completed in most Dehcho communities¹⁹ in the past decade. These community plans seek to build sustainable, progressive, cooperative, self-governing, self-sufficient, and healthy communities and members within the Dehcho territory that reflect Dene traditions and values.

The long-term goal of the Dehcho Regional Investment Plan is also consistent with the Dehcho First Nations strategic plan, which seeks healthy, happy, culturally strong communities that deliver a wide range of social programs and services for the benefit of all residents. The Regional Investment Plan also complements strategic direction set out by the Dehcho Health and Social Services Authority.²⁰ The DHSSA seeks to:

- Promote healthy choices and responsible self-care.
- Protect public health and prevent illness and disease.
- Protect children and vulnerable individuals from abuse, neglect, and distress.
- Provide integrated, responsive, and effective health services and social programs for those who need them.

¹⁹ Acho Dene Koe: Strategic Planning Workshop Summary Report; Pehdzeh Ki First Nation Community Action Plan; Ka'a'gee Tu First Nation Community Wellness Planning Report; Sambaa K'e Dene Band Community Planning Update LKFN Strategic Planning Workshop Report; Deh Gah Got'ie Dene Council Community Plan; Fort Providence Interagency Action Group Community Action Plan; and Jean Marie River First Nation Operational Planning Workshop Report.

²⁰ Dehcho Health and Social Services Authority. 2007. *Strategic Directions 2007 to 2010*

6. Regional Investment Plan

The Dehcho Regional Investment Plan will fund twelve types of projects based on needs in each Dehcho community. Leadership of the various types of projects is recommended along with potential partners. All projects will target Dehcho families with members vulnerable to negative impacts of the MGP.

6.1 Regional Investment Plan Highlights

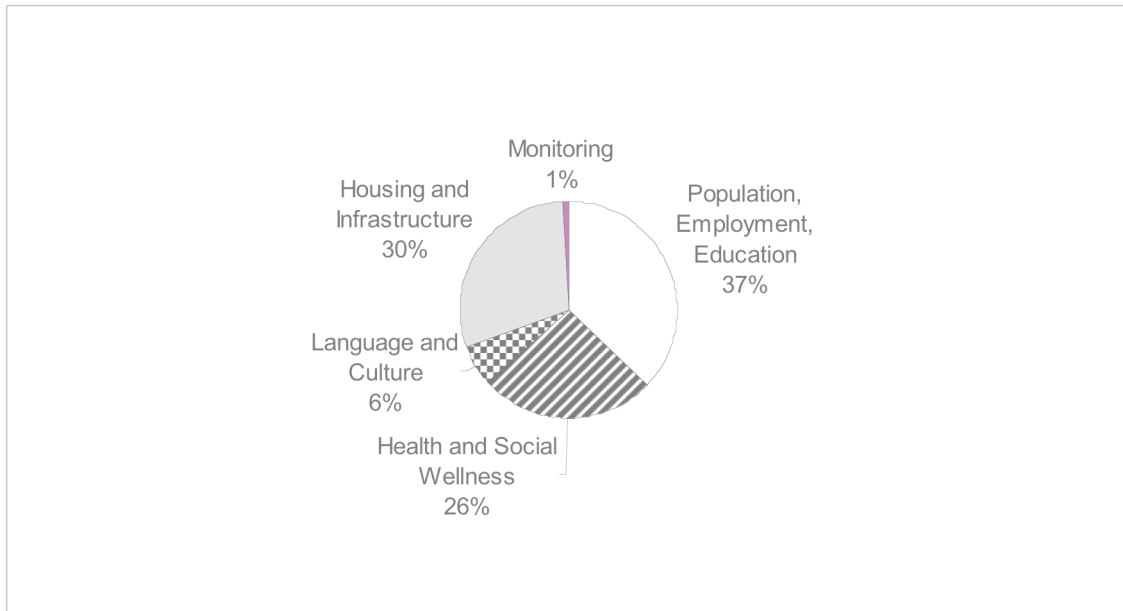
The average annual expenditure is expected to be \$12 million per year, \$53.345 million in the first year and \$101.4 million over the first five years. After a mid-term evaluation in year five, \$58.5 million more is budgeted over the final five years of the Regional Investment Plan. The 10 year budget is \$159.9 million.

Priority Areas	First Year Budget	Average Annual Budget	Five Year Budget
Population, Employment, Education	\$3,352,500	\$4,740,795	\$22,337,335
Community Wellness and Personal Safety	\$17,570,000	\$3,340,000	\$31,030,000
Cultural and Language	\$462,500	\$775,000	\$3,587,500
Housing and Community Social Infrastructure	\$32,312,500	\$3,775,000	\$47,497,500
Monitoring	\$110,000	\$110,000	\$550,000
	\$53,345,000	\$11,965,795	\$101,404,835

Financial inputs resulting from the Dehcho Regional Investment Plan are summarized as follows.

- MGPIF monies channelled through the Territorial Corporation to a Dehcho Regional Corporation are viewed as partnership funds that will enable the leverage of additional financial resources.
- 34% of MGPIF funding are budgeted for projects in the first year; 64% are budgeted over the first five years; and 36% are budgeted in the final five years.
- Community-based activities will garner a direct annual investment of \$6 million.
- Annual 'top-up' funding for established programs is budgeted at \$5 million (e.g. day care, secondary school delivery, policing, wellness, and housing).
- Sustainable infrastructure and social development investment funds will enable investment in these areas during and after the life the Plan.

Average Annual Dehcho RIP Budget



The Dehcho Regional Investment Plan will have several human resource inputs, namely:

- Direct investment in 48 new positions.
- Investment in 41 positions for full and part-time community-based work (e.g. youth workers, language co-ordinators, wellness workers, food program co-ordinators, local policing personnel) and additional youth mentorship opportunities.

Community Positions Created by the Dehcho Regional Investment Plan



6.2 Project Summary

The Dehcho Regional Investment Plan will fund twelve types of projects in the four priority areas identified in Phase 1 and 2 activities. These twelve projects are briefly described below. Detailed project information is provided in Appendix D.

Population, Employment, Training and Education

1. *Engaging Youth in the Community*

- Partnership initiative available to every community to engage youth in meaningful ways in their families and communities.
- Investment in youth coordination, youth workers, youth mentorships, community and regional activities.
- Suggested leadership is DFN supported by First Nations and Elders Council.

2. *Safe Stimulating Day Care*

- Partnership initiative available to every community to meet the needs of parents for safe day care in a stimulating, culturally relevant environment.

- Investment in more day care spaces, operator and child care worker training, and day care innovation.
- Suggested shared leadership is ECE Early Childhood and DFN.

3. Food Sharing and Life Skills

- Partnership initiative available to every community to build on community strengths to provide nutritious food and life skills to low income earners and others in need.
- Investment in food sharing and life skills start-up, administration and delivery supports.
- Suggested leadership is the three Friendship Centres in the Region.

4. Secondary School Life Skills and Post-Secondary Financial Supports

- Partnership initiative available to students to improve education and life successes.
- Investment in career counselling, life skills design and delivery and post secondary student support.
- Suggested shared leadership is the Dehcho Divisional Education Council and DFN.

Community and Social Wellness and Public Safety

5. Dehcho Wellness Program

- Partnership initiative available to communities to strengthen and expand existing wellness services (e.g. supports for addictions, healing, families).
- Investment in regional network, coordination, more wellness workers, community wellness activities and community interagency support.
- Suggested leadership is the Dehcho Health and Social Services Authority.

6. Safe Shelter

- Partnership initiative available to communities and victims of family violence and abuse to ensure their personal safety.
- Investment in community safe home recruitment, training and services.
- Suggested leadership is the Dehcho Health and Social Services Authority.

7. Dehcho Community Policing Program

- Available primarily to communities without RCMP detachments to strengthen public safety and personal security.
- Investment in policing options (COP, Elder Watch), training, awareness and supplementary local policing.
- Suggested leadership is the GNWT Justice with RCMP and MGP partners.

8. Dehcho Social Development Fund

- Partnership initiative available to communities to provide sustainable 'bridge' funding and address emergency and extraordinary costs associated with social programs and services.
- Investment in extraordinary costs of community social and cultural programs including inadequate funding for core, administration and project delivery.
- Suggested leadership is the Dehcho Regional Corporation.

Traditional Harvesting, Culture, and Language

9. Stimulating Dene Language and Cultural Development

- Partnership initiative available to communities to strengthen Dene language use and development and cultural practices in Dehcho communities.
- Investment in community language coordinators, regional activities (festivals, games, spiritual gatherings), community and land based culture and language activities, coordination and resource centre/network.
- Suggested shared leadership is the Dehcho Languages Working Group and Dehcho First Nations.

Housing and Community Social Program Infrastructure

10. Sustainable Social Partnership Infrastructure Fund

- A partnership initiative available to communities to enhance physical infrastructure to support the delivery of recreation, leisure, wellness, safety, and cultural programs.
- Partner with others to make capital contributions to recreation, leisure, wellness, safety, and cultural infrastructure designed to serve regional residents potentially vulnerable to the impacts of the MGP.
- Investments to 'top-up' and attract new funds for housing for staff providing these services.
- Suggested leadership is the Dehcho Regional Corporation.

11. Housing Assistance

- Partnership initiative available to communities to assist Dehcho residents in need to secure and maintain adequate, suitable and affordable shelter.
- Investment in topping up existing home ownership and repair programs; pilot program innovation; and training.
- Suggested leadership is the Dehcho Regional Corporation.

All Priority Areas

12. Monitoring

- Initiative for communities to share information and have an opportunity to provide feedback for addressing social, cultural and economic conditions affected by the MGP.
- Investment in information sharing (meetings), research and investment.
- Suggested leadership is the Dehcho Regional Corporation.

Budgets for the twelve projects are summarized in the table below.

Dehcho Regional Investment Plan – Project Budget

Projects	First Year Budget	Average Annual Budget	Five Year Budget
Population, Employment, Education			
Engaging Youth in the Community	\$925,000	\$1,700,000	\$7,750,000
Safe, Stimulating Day Care	\$1,127,500	\$1,235,795	\$6,217,335
Daht’o Food Sharing and Life Skills	\$905,000	\$1,330,000	\$6,050,000
Secondary School Life Skills and Post-Secondary Financial Supports Education	\$395,000	\$475,000	\$2,320,000
Community Wellness and Public Safety			
Dehcho Wellness Program	\$1,345,000	\$1,535,000	\$7,510,000
Safe Shelter	\$335,000	\$335,000	\$1,700,000
Dehcho Community Policing	\$790,000	\$1,395,000	\$6,395,000
Dehcho Social Development Fund	\$15,100,000	\$75,000	\$15,425,000
Culture and Language			
Community Language & Cultural Development	\$462,500	\$775,000	\$3,587,500
Housing and Community Social Program Infrastructure			
Sustainable Social Partnership Infrastructure Fund	\$30,100,000	\$75,000	\$30,425,000
Housing Assistance	\$1,750,000	\$2,925,000	\$13,475,000
Monitoring	\$110,000	\$110,000	\$550,000
Budget	\$53,345,500	\$11,965,795	\$101,404,835

7. Regional Investment Plan Monitoring and Management

7.1 Performance Measurement Framework

The Results-based Management and Accountability Framework (RMAF) is a planning tool commonly used by government and non-government agencies to

show whether or not programs produce short and long-term results and the money is well spent. Both the federal and territorial governments use RMAF to evaluate programs and services. When adapted to the Dehcho Regional Investment Plan, RMAF can help funders, communities, and regional residents understand whether MGPIF monies invested in twelve types of programs have contributed to the capacity of vulnerable Dehcho families to manage the negative social economic and cultural impacts of the Mackenzie Gas Project. As a planning tool, information gleaned through RMAF is invaluable to program design and delivery decisions, reporting, and budgeting.

Regional corporations formed to manage and disburse MGPIF monies must measure performance and results, and report on progress toward achieving stated goals. Tables included in Appendix D provide a template for applying RMAF to the twelve types of projects to be supported under the Dehcho Regional Investment Plan. The templates define clear performance expectations (goals, objectives, outputs, and outcomes) and measures or indicators of performance.

7.2 Monitoring

The Dehcho Regional Corporation will be established in Phase 3 of the MGPIF Regional Investment Plan development process. The Dehcho Regional Corporation will likely assume overall responsibility for monitoring and evaluating funded projects. Monitoring and evaluating responsibilities will likely be discharged in partnership with the agencies leading various projects. Monitoring project performance will allow the Regional Corporation to determine whether expected results are being achieved and best use is being made of financial resources.

Each year the Regional Corporation will report progress towards its goals to the Territorial Corporation. Data collected from all projects in the Dehcho Region will be summarized and consolidated for the Dehcho Region. The Regional Corporation will analyze project data by making comparisons to regional baseline information. An update of baseline information prepared during Phase 1 MGPIF Dehcho Regional Investment Plan development will guide analysis.

To facilitate monitoring activities, the Regional Corporation or the project lead will require each applicant to prepare a project profile. The project profile will be similar to the project description provided in Appendix D. The project profile will outline:

- Need - why the project is needed.
- Governance – project leadership and roles.
- Approach – how the project will meet the needs? What goal or vision of long term change is expected? What objectives will help to reach the project goal? How will project goals and objectives contribute to program goals and objectives?
- Funding and resources – what funding and other resources (e.g. people, equipment, supplies) are needed?
- Activities – what specific steps will be taken to achieve each objective?
- Outputs – what immediate products will be created from activities?
- Outcomes – what changes are expected to contribute to the project goal and who will benefit from these changes?

To simplify project application and reporting, the Regional Corporation will likely develop an application guide and template.

Monitoring is an ongoing function. Throughout the life of a funded project, activities, services, and interventions are documented as they occur. This provides the basis for annual project reports documenting the funds received and expended, resources used, activity outputs, outcomes, and progress towards project goal. Output and outcome indicators can be both quantitative and qualitative. Indicators are meant to measure change over time. Project personnel are responsible for collecting indicator information and should be involved in selecting appropriate indicators²¹ of project performance. Local attitudes, values, and practices influence the selection of appropriate indicators. The selection of indicators should also acknowledge that social program results are often difficult to measure only with numbers.

7.3 MGP Social and Economic Impact Indicators

The experience of monitoring socio-economic conditions in communities impacted by diamond mining activities has contributed to a list of 26 indicators appropriate for monitoring the socio-economic impacts of industrial activities. The GNWT reports annually on these indicators. Communities effected by diamond mining activities and the diamond mining companies monitor other indicators. Indicators currently used to monitor socio-economic impacts are a starting point for monitoring projects funded under the Dehcho Regional Investment Plan. The table below lists some of the indicators relevant to

²¹ An indicator is a measurement or a sign of change show through a number, fact, opinion, or perception that describes a condition, situation, or products created from project activities.

monitoring the projects supported through the Dehcho Regional Investment Plan.

Potential MGP Socio-Economic Indicators

Indicators Included in Dehcho RIP Project Descriptions	Indicators	Data Collected by Geographic Location	Frequency of Data Collection	Data Collected by Ethnicity ¹
	Employment			
	i. Employment/unemployment rates			
√	Employment rate (%)	C	2	Y
√	Unemployment rate (%)	C	2	Y
√	Participation rate (%)	C	2	Y
	ii. Annual work patterns			
	Workers working 26+ weeks (%)	C	2	Y
	Economic Effects			
	Inflationary/cost of living impacts	C	A	
√	Public housing average rent	C	A	
	Educational Attainment			
	i. Current education attainment			
√	Population 15+ with high school or more (%)	C	2	Y
	Population aged 20-29 with high school or more (%)	C	2	Y
	ii. School enrolments			
√	K-12 enrolment (# students)	C	A	Y
√	Student Financial Aid recipients	C	A	Y
√	Apprentices (#)	C	A	
	iii. Graduation rates			
√	High school graduates (#)	R	A	Y
	Graduation rate (%)	N	A	Y
	Health and Social Well-being			
	i. Family and community stress			
√	Women & children admitted to shelters (#)	R	A	
	People with somewhat or high stress (%)	N	A	Y
	People with strong sense of belonging to local community (%)	N	A	Y
	People with very good or perfect functional health	N	A	Y
	ii. family structure			
√	Single parent families (%)	C	5	Y
	Single parent families (%)	N	A	

Indicators Included in Dehcho RIP Project Descriptions	Indicators	Data Collected by Geographic Location	Frequency of Data Collection	Data Collected by Ethnicity ¹
	iii. Children receiving services			
√	Child welfare apprehensions (#)	R	A	Y
	Children receiving services (#)	R	A	Y
	iv. Substance use, addictions and impacts			
	Heavy alcohol use (%)	N	A	Y
	Marijuana Use (%)	N	2	Y
	Smoking rates (%)	N	A	Y
	Gambling (%)	N	2	Y
	v. Spending patterns			
	Amount spent on shelter and food (%)	N	2	
	vi. Crime and justice			
√	Violent Crime Rates (per 1,000 persons)	C	A	
√	Property Crime Rates (per 1,000 persons)	C	A	
	Other Crimes Rates (per 1,000 persons)	C	A	
√	Charges for Violent & Property Crimes	C	A	
√	Youths Charged (per 1,000 persons)	C	A	
	vii. Communicable diseases			
√	Cases of STIs (#)	C	A	
	Cases of TB (#)	N	A	
	viii. Non-communicable diseases			
	Crude cancer rate	N	A	Y
	Diabetes prevalence	N	A	Y
	ix. premature deaths			
√	Injury Death Rate	C	A	
√	Premature Death Rate	C	A	
	x. Injuries			
√	Hosp. Injury & Poisoning Rates	C	A	
	Overall injury rates	N	A	
	xi. Housing			
√	Households with 6 or more persons (%)	C	2	Y
√	Households in need of major repairs (%)	C	2	Y
√	Home ownership (%)	C	2	Y
√	Households with affordability problem (%)	C	5	Y
√	Households living in social housing (%)	C	2	Y
√	Core need rate	C	5	Y
√	Vacancy rate	C	A	
	Income			
	iii. Income security			

Indicators Included in Dehcho RIP Project Descriptions	Indicators	Data Collected by Geographic Location	Frequency of Data Collection	Data Collected by Ethnicity ¹
√	Income support beneficiaries (#)	C	A	
	Income support cases (#)	C	A	
	Population			
	i. Population			
	Total population	C	A	
	ii. Births			
	Teen Births	C	A	
	iii. Migration			
√	Length of Residency (% living for more than 5 yrs)	C	5	Y
	Net migration	N	A	
	Traditional practices			
	i. Hunting and fishing			
√	Persons 15+ who hunt & fish (%)	C	5	Y
	ii. Trapping			
	# and value of pelts	N	A	
√	Persons 15+ who spent time trapping (%)	C	5	Y
	iii. consumption of country foods			
√	Households consuming half or more country food (%)	C	5	Y
	iv. Cultural knowledge (aboriginal language use)			
√	Persons 15+ who speak Aboriginal language (%)	C	5	Y

Source: Bureau of Statistics, 2007, Mackenzie Gas Project Monitoring Report Annual Report List of Indicators and Sample Data Tables

Legend:

Geographic Location: C = community; R = region; N = NWT

Frequency: A = annual; 2 = every two years; 5 = every five years

8.0 Reporting and Accountability

8.1 Annual Performance Measurement Report

The regional organization will be required to submit an annual report to the Territorial Corporation to account for federal funds spent. The annual performance measurement report will follow the Results Management

Accountability Framework (RMAF). The annual report will include regional investment plan:

- vision or long term goal of the Dehcho Regional Investment Plan
- the level of investment in priority areas, partnerships and leveraged investment
- targets (e.g. impacted groups served- youth, elders, uneducated, women)
- corporate/ management perspective and recommendations based on what is learned from the data and analysis (e.g. regional organization chair and chief operating officer discussion and analysis of recent results, financial condition, future prospects and outlook).
- one year snapshot of external environment (e.g. MGP progress towards operations; SEA annual report)
- year in review highlights (e.g. projects/ activities funded; community resources and training used; community / awareness / prevention activities; regional and community partnerships)
- performance measurement of how well the corporation has achieved clearly-articulated objectives relative to established performance measures.
- progress (e.g. initiatives to demonstrate the priority areas and additional information to support the performance measurement)
- financial statements (e.g. variance reports)
- annual auditor's report

8.2 Evaluation

The Dehcho Regional Investment plan recognizes that if and when the Territorial Corporation is created in 2009, it will responsible for the development of an overall evaluation plan for the Mackenzie Gas Project Impact Fund. To complement the Territorial Corporation evaluation plan the Regional Organization will develop an evaluation strategy to measure the quality and decide the value of Dehcho Regional Investment Plan programs at intervals during the 10 year timeframe of the Dehcho Regional Investment Plan. Interim evaluation is scheduled for year five and final evaluation for year ten.

The evaluation strategy will address three key issues:

- relevance – Are the programs used by people? Do they fit with broader goals or priorities?

- success – Do people benefit? Were outcomes achieved? Was progress made toward outcomes?
- cost effectiveness – Is funding being used properly? Were programs and projects within budget?

The Regional Investment Plan provides for co-operation in the evaluation process including:

- evaluation budgets for each of the program areas scheduled for the 5th year of the Dehcho Regional Investment Plan.
- monitoring and (performance) reporting budgets scheduled annually for the collection and analysis of indicator data. More funds will be budgeted annually for program monitoring.
- a model presented in section 7.1 for measuring performance including selected output and outcome indicators.

Interim and final evaluation reports will be prepared for each of the programs.

The evaluation strategy will also address regional organization operations including successes in communicating the programs to communities; creating and sustaining partnerships; delivering programs to communities; monitoring and reporting; and financial administration. Evaluation will also consider the cost effectiveness of the regional organization.

Greater clarity in the Territorial Corporation evaluation plan will trigger Regional Investment Plan refinement of indicator selection, monitoring and data collection.

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