

# **THE MACKENZIE HIGHWAY EXTENSION**

**as a**

## **PILOT/DEMONSTRATION EMPLOYMENT & TRAINING PROJECT**

**PREPARED AND COMPILED**

**for**

**MACKENZIE/GREAT BEAR DIZ COMMITTEE**

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## SCOPE OF WORK/APPROACH

The focus of this initiative was to review available information on the proposed Mackenzie Highway Extension and identify a general strategy of approach which would both facilitate early construction of the extension and maximize socio-economic benefits for Sahtu communities.

Much of the work involved the identification and compilation of information relevant to the highway extension or possible approaches that may be taken to the planning, organization and construction of the highway. No primary research was undertaken. Some difficulty was experienced in obtaining information and data from various departments and agencies and it became apparent that much of the information necessary to plan the project from a training and employment perspective is simply not available. A summary socio-economic profile of the region was prepared to document, in part, the circumstances of the communities and the need for substantive training and employment development initiatives such as may be possible with the highway extension project.

In many respects, the initiative was a consultative exercise involving a variety of government departments and agencies as well as community/regional organizations and individuals. The focus of the consultative exercise was the gathering of information relevant to the highway extension and the solicitation of opinions/advice on how the project could be undertaken. The highway extension is a major and complex project and the development of a specific strategy of approach or work plan was beyond the scope of this assignment. It became apparent early in the exercise that the development of a strategy and approach must be a collaborative undertaking involving several government departments and agencies and representatives from the Sahtu. The solicitation of initial political support for a multi-department/agency collaborative approach and the development of recommendations on how this may be achieved was a major area of focus.

The work undertaken must be viewed as preliminary in nature. There is a need for considerable additional organizational and planning efforts by representatives from a number of organizations, many of whom are unfamiliar with the proposed highway extension and related training and employment issues. To facilitate the dissemination of material relevant to the highway extension, it was considered appropriate to appendix to this report, a fairly extensive list of pertinent information so that this report may be used, in part, as a reference source for further initiatives related to the highway extension.

## SUMMARY

The Mackenzie Highway extension has been "in the works" for over twenty years. The federal government (Public Works Canada) undertook extensive survey work, geotechnical investigations, environmental studies and bridge and culvert design studies over a four year period ending in 1976. More recently, in 1992, the Department of Transportation prepared a report which addressed the feasibility and financial implications of phasing the construction of the highway extension over a 20 year time frame. In short, a considerable amount of the "up-front" work has been completed.

The most recent planning effort of the Department of Transportation, the "Implementation Plan for the Mackenzie Highway Extension", suggests a twenty year construction period in order to maximize local and regional benefits (and also to spread costs). This approach is undoubtedly the most sensible from many perspectives. However, it is felt that from a planning and organizational perspective, the extension should be pursued as a pilot/demonstration training and employment development project.

Communities of the Sahtu, and communities of other regions, face bleak economic prospects. Employment and economic development opportunities are limited and the ability of community residents to take advantage of the opportunities that are available is constrained by low levels of education and a lack of training. While adequate community based indicators are not available it is likely that most of the smaller, more "isolated" communities are "falling behind" relative to other, more populated, centres. "Dependency" referred to in "Strength at Two Levels" will diminish only if the socio-economic circumstances of the communities improve. Transfer of GNWT program responsibilities will help, but a concerted effort must be made to improve the employment prospects of community residents.

Both the federal and territorial governments, through a multitude of departments, agencies, programs and initiatives, have invested heavily in training but the approach has been unco-ordinated and fragmented and the return on this investment has been minimal. Further, there has been little attempt to evaluate training initiatives which have taken place in the past. It is difficult to know what works and what doesn't and where improvements may be made.

Generally, training initiatives have not been matched to labour market requirements. Little or no effort has been made to assess regional/community economic profiles and prospects and there is insufficient current data on which to adequately evaluate both sides of the labour market (demand and supply). Planning has, and will be, largely undertaken "in the dark" unless there is a major effort to fill the information gap.

Large scale projects have the potential of acting as a catalyst to employment and training but training initiatives that have been spawned as a result of "mega project" development undertaken to date have been poorly planned, have lacked continuity and have generally

been implemented too late to be effective. This has resulted in a disproportionate share of benefits, flowing from large projects (employment and business), going "south". It is likely that the apparent failure of training projects associated with large scale projects can be attributed to a) a lack of adequate "up front" planning based on solid information, and b) the failure of the various departments and agencies to respond in a collaborative and integrated manner to the opportunities presented.

The Mackenzie Valley extension is an excellent vehicle for training and employment development. It also has the potential to create, over time, and either directly or indirectly, new businesses and contribute to the growth of existing businesses.

Construction of the Mackenzie Highway Extension will involve the employment of skills and business assets similar to those used in oil and gas exploration - a prime sector of future activity in the Sahtu region. The Sahtu region already has a nucleus of small businesses in the heavy equipment/construction sector on which training and employment initiatives could be built.

The highway construction would afford an excellent opportunity for residents with skills in areas such as heavy equipment operation to up-grade these skills and other residents, who are presently unemployed or drawing social assistance, to develop new skills which may be employed in highway construction or maintenance, or in the private sector.

It is suggested that the Highway Extension Project be pursued as a pilot/demonstration project to illustrate what may be achieved by a multi-department, integrated approach to project planning and management involving all stakeholders and which results in a model approach which may be applied to other major infrastructure developments in the NWT.

While there is recognition that the Highway Extension will only generate significant benefits to the local communities if it is constructed over an extended period of time, it is also critical that all the stakeholders be involved in the project. What is required is a new spirit of partnership between all levels of government and those departments which have a vested interest in employment development and training and seeing the socio-economic circumstances of the communities improve.

A mechanism is required that will bring all stakeholders together in a working arrangement where the respective involvement of each department/agency is co-ordinated and there is a collaborative approach to project planning and implementation. For this to happen, it would seem appropriate that highway extension initiatives be "driven" by an organization or committee which is "independent" of any particular department/agency but has a vested interest in the highway extension and enjoys the full support of all involved parties. This would represent a significant departure from the way projects are traditionally approached and political support for such an organization or committee would be crucial.

One possible approach is to establish a committee composed of community/regional representatives of labour and business to assume a lead and co-ordinating role in the highway extension. Such a committee could be established as an IAS (Industrial

## **APPENDIX B: INDIVIDUALS/AGENCIES CONTACTED**

**Hon. John Todd**, Minister of Transportation, Government of the NWT  
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**Peter Vichian**, Director Transportation Engineering, Department of Transportation, Government of the N.W.T.  
**Bryan Peterson**, Project Engineer - Geotechnical Transportation Engineering Division, Department of Transportation, Government of the N.W.T.  
**John Bunge**, Director, Policy and Co-ordination, Department of Transportation, Government of the N.W.T.  
**Roy Ellis**, Statistician, Bureau of Statistics, Government of the N.W.T.  
**David Stewart**, Survey Statistician, Bureau of Statistics, Government of the N.W.T.  
**Robert Allen**, Manager, CEC Inuvik, Canada Employment & Immigration Commission  
**Wayne Balanoff**, CEIC, N.W.T. Directorate  
**Yvonne Chambers**, LMI Analyst, CEIC, N.W.T. Directorate  
**Ann Kall** CEIC, N.W.T. Directorate  
**Fred Nowicki**, Regional Director, CEIC, N.W.T. Directorate  
**Frank Pope**, Manager, Mackenzie/Great Bear D.I.Z Society  
**John Hollmund**, President, Focus Surveys Ltd.  
**Steve Kakfwi**, MLA Sahtu  
**John Chenier**, Asst. Deputy Minister, Department of Advanced Education, Government of New Brunswick  
**Doug Doan**, Superintendent, Inuvik Region, Dept. of Economic Development & Tourism, Government of the N.W.T.  
**Tom Templeton**, Assist. Regional Superintendent, Norman Wells, Department of Economic Development & Tourism, Government of the N.W.T.  
**Kevin MacLellan**, Area Economic Development Officer, Department of Economic Development & Tourism, Government of the N.W.T.  
**Sandy Whitman**, Executive Director, Sahtu Tribal Council  
**Ray Griffith**, Consultant to Sahtu Tribal Council (Development of a Long Term Training Strategy)  
**Bernie Karpan**, Department of Social Services, Government of the N.W.T.  
**Tom Kakfwi**, Employment Officer, Fort Good Hope  
**Clarence Campbell**, Employment Officer, Ft. Norman  
**Paul Modest**, Employment Officer, Ft. Franklin  
**Hal Gerin**, Deputy Minister, Education, Culture and Employment Development, Government of the NWT  
**Conrad Pilon**, Asst. Deputy Minister, Department of Education, Culture and Employment, Government of the N.W.T.  
**John Christie**, Director, Employment Development, Department of Education, Culture and Employment, Government of the N.W.T.  
**Blair Dunbar**, ADM, Policy Development and Program Design, Department of Social Services, Government of the NWT  
**George Cleary**, President, Sahtu Tribal Council

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**Vicki Mason**, Manager, Employment Development, Department of Education, Culture and Employment, Government of the N.W.T.

**Helen Sullivan**, Superintendent, Advanced Education, Inuvik Region, Department of Education, Culture and Employment, Government of the N.W.T.

**Felicity Burr**, Director, Apprenticeship Programs, Department of Education, Culture and Employment Development, Government of the N.W.T.

**Lorne Tricoteux**, Regional Director, Indian & Inuit Affairs, DIAND

Adjustment Service) Committee with the support of CEIC. This "non-government" organization would co-ordinate the activities of a Highway Project Committee composed of senior level representatives drawn from the Department of Transportation and those federal and territorial departments and agencies with a "vested interest" in training and employment development (CEIC, the Department of Education, Culture and Employment Development, the Department of Economic Development and Tourism, the Department of Social Services and Arctic College). The Highway Project Committee's mandate would be to ensure that individual department/agency input to the project is fully co-ordinated and that the resources of each department/agency are utilized to the fullest extent possible. This committee would participate in all phases of the project (planning, implementation, and assessment).

The foregoing represents simply an overview of a possible approach. Considerable further discussion needs to take place. It will be necessary to refine the proposed approach and to define the respective mandates and roles of all parties. In keeping with the proposed multi-department/agency approach, such discussion should involve all the stakeholders.

A meeting was held in early May with the Minister of Transportation, the Sahtu MLA, the Deputy Minister of Education, Culture and Employment Development, and the A/Deputy Minister of Social Services to share the observations generated as a result of the DIZ Committee's review of the Mackenzie Highway extension and to put forward some general recommendations, and some specific thoughts, regarding the focus of the project and how it could be organized and implemented. The Minister of Economic Development was also briefed. There was general support for the approach advocated and it was agreed that senior level departmental representatives would be delegated to work with the proposed Committee which may be established with the support of CEIC. Subsequent discussions were held with the Regional Director, CEIC, regarding the department's involvement through the IAS program.

Before any further progress can be achieved it will be necessary for CEIC to indicate support for the proposed IAS Committee. Once CEIC has indicated its support, a meeting of all stakeholders could be scheduled to a) review the work that the Department of Transportation has undertaken on the highway and its current plans, b) initiate preliminary discussion on the proposed structure for multi-department/agency involvement in the project and the respective role of all parties, and c) discuss a strategy of approach and work plan.

## **BACKGROUND/GENERAL OBSERVATIONS**

The present socio-economic circumstances of communities in the region are bleak (Appendix E). The high growth rate of aboriginal residents in the Sahtu translates into a "young" population. Over 50% of the region's residents are 24 years of age or younger and 33% are younger than 15 years of age. The already large number of people who are employable but unemployed can be expected to swell dramatically in coming years. The

limited incomes of the Sahtu "traditional" communities suggests that few opportunities for employment are likely to develop from local markets and the combination of rapid working age population growth and limited employment prospects will translate into substantial additional demands being placed on social assistance or income support programs.

A sharp rise in social assistance payments was recorded in the period 1985 to 1991 (55%). Currently (1992), the government is paying some \$755,000 more per year on social assistance payments to the communities of the Sahtu than it did in 1985. The rate of growth in social assistance payments can be expected to accelerate with consequent significant and costly implications to both the federal and territorial governments.

Social assistance payments go largely to the acquisition of imported goods and services and such expenditures do little to improve the socio-economic circumstances of the region or improve the future employment opportunities for the people. Even more disturbing, is the apparent erosion of traditional values and the impact on the communities' social fabric as residents wrestle with the transition from a traditionally based economy.

This scenario is not unique to the Sahtu and is mirrored by many other communities across the NWT. With few exceptions there are no community indicators which would enable one to assess whether the communities are, on a relative basis and according to individual community priorities, progressing or falling back. The Gwich'in Tribal Council has undertaken some work in this area, including some community based surveys. However, this work is incomplete and a lack of funding support will likely kill this initiative.

The GNWT's Task Force report "Strength at Two Levels" focused on the "dependency" of communities - the growing reliance on income support programs. The government has responded, in part, to the recommendations of the Task Force by initiating a "transfer initiative" which will see communities assuming increased responsibility for program and service delivery over the next few years. The other, equally important element in any strategy to reduce dependency, is the requirement to improve the employability of community residents and to create employment opportunities.

While opportunities in the Sahtu are limited, non-renewable resource development can be expected to provide significant employment and business opportunities over the longer term. Over the past ten years, the Sahtu Region has seen three major resource development projects come and go (the Norman Wells Expansion Project, the Pipeline and, more recently, the Chevron/Fort Good Hope Joint Venture). Despite the size of these projects relative to the region's population base, there has been little impact on the socio-economic circumstances of the communities. Employment and business benefits have been narrow in scope and of limited duration. Further, the boom bust cycle normally associated with projects of this nature has, if anything, contributed to increased expectations, a decline in residents' ability to provide for their own needs through traditional economic pursuits and a marked increase in dependence on social assistance programs. All these projects have been characterized by a lack of adequate planning in advance of actual



project start-up and the absence of a strategy which specifically addresses the training, employment and business benefits to community residents and ways in which these benefits could be maximized and extended.

New and innovative approaches are necessary if the existing dismal employment situation, currently faced by community residents, is to be addressed and the communities are to benefit in a meaningful way, from training and employment benefits flowing from major resource development projects. A co-operative approach must be adopted and a strategy developed which will address the current high levels of unemployment and improve the level and duration of benefits flowing from major projects which occur in the Sahtu and in other regions. More specifically, there is a need to bring government, the available labour force and the business community together and focus on a common objective - sustainable employment creation. Only through joint consultation and an integrated approach will work force adjustment measures be identified, developed and implemented that will have a significant, positive impact on the socio-economic circumstances of the communities.

### **SOCIO-ECONOMIC POTENTIAL OF HIGHWAY**

It may be assumed that construction of the Mackenzie Valley Highway extension will go ahead although the construction date is uncertain and will be influenced by the financial circumstances of the GNWT and priorities that may be attached to other major infrastructure projects (ie. the road to Coronation Gulf). The construction of the highway is an expensive undertaking (about \$500 million) but it has the potential to provide significant employment and business development as well as training opportunities. The benefits of this project can only be maximized if employment and business opportunities are spread over a period of time and are coupled with training initiatives undertaken in advance of major construction activities.

The 1985 Inuvik Region Economic Base Study indicated that the Sahtu communities import nearly 30 million tons of fuel, food, lumber, general merchandise, and vehicles and heavy equipment. Most of this tonnage is brought into the area by barge from Hay River which is the least costly form of transportation. However, the barge season is relatively short (late June to late September) and considerable volumes of freight are shipped by ice road and by air. The ice road season, like the barge season, lasts for just three months or so and for almost six months of the year the Sahtu is dependent on expensive air transportation. While no attempt has been made to quantify the incremental costs resulting from the dependency of the Sahtu on short term barge and winter road access and air freight, it is evident that an all weather road would result in a significant reduction in transportation costs and a consequent substantial reduction in cost of goods to community residents and local business. As yet, no attempt has been made to quantify the economic significance of the highway to the region.

In addition to the dependency of the Sahtu on imported goods there is an increasing flow of traffic between the communities. Linking the communities of Ft. Norman, Norman Wells and Fort Good Hope (Ft. Franklin, while supporting the highway extension, has yet

to express a desire for a spur road linking that community) would serve to promote and reduce the costs of goods and general traffic between the communities. It would also act as a catalyst for business. For instance, Esso Resources annually pumps about \$3 million of propane "back into the ground". An all weather road would materially enhance the prospects of marketing this fuel both in the region and, perhaps, to markets south of the Sahtu.

The extension of the highway from Wrigley to Inuvik would create a loop, providing an alternative to the Dempster Highway which is subject to frequent closure due to weather conditions and provide an important alternate re-supply route for the Delta communities. In addition, the highway would provide a small but growing shot in the arm for tourism development in the Mackenzie Valley.

The benefits of the highway are many and the foregoing discussion just touches on a few of the positive economic impacts associated with having the highway in place. A complete assessment of these benefits should be undertaken as part of the exercise justifying the expenditure of a large amount of funds on construction. Further, in addition to the measurable benefits associated with actual construction activities, there are very significant benefits which would flow from related training and employment development activities. The extent of these benefits would depend largely on the effectiveness of any training programs that are implemented and are less easily measured.

### **HIGHWAY AS AN EMPLOYMENT/TRAINING PROJECT**

If the Mackenzie Highway Extension is to have any significant impact on the socio-economic circumstances of the Sahtu, it will be necessary for the project to be pursued as a training and employment development project and to be planned and executed in a manner which is different from that presently contemplated.

The following observations flow from a review of the "Implementation Plan for the Mackenzie Highway Extension" (see Appendix F)..

#### **Approach:**

- a) From a planning and organizational perspective the project should not be undertaken simply as a highway development project with attendant benefits to communities BUT as a training and employment development project which leads to the creation of a major piece of infrastructure (the point is one of emphasis). This is consistent with the proposed twenty year approach.
- b) The project is being viewed as an initiative of the Department of Transportation. While it may be appropriate for this department to assume a lead and management role in certain aspects of the project, and while this may be the "accepted" way in undertaking projects of this

nature, it is important that all departments participate in all deliberations and decisions with respect to the planning, organization, and implementation of the project. Apparently this has not, and is not, happening.

#### Planning:

- a) The Department of Transportation cannot adequately plan this project without significant input from other departments. Any comprehensive and integrated process designed to address the employment and training needs of the region and which has as its catalyst the phased development of a project such as the Mackenzie Highway extension requires a great deal of planning and co-ordination by all involved parties. Part of the planning process will require a detailed knowledge of the human resource base in the region and the available business infrastructure. At present this knowledge is lacking or only partially available.

At present there is no detailed information available on the region's human resources although some preparatory work has been undertaken for the Sahtu Tribal Council. Each of the communities is in the process of gathering information on its residents which includes valuable data on each individual's education and training, employment history and status, and education/training interests. The plan is to feed this data into a data base program (DBase IV) which can be easily maintained by each community. Unfortunately, it appears that this initiative has stalled and an effort will have to be made to ensure the process is completed. Additional human resource information will be available following completion of the Labour Force Survey currently being undertaken by the Bureau of Statistics.

There is also no detailed assessment of community business infrastructure and capacity. An economic profile of Ft. Norman was undertaken but is lacking in detail. Basic information requirements must be met before much of the required planning can be undertaken and the collection of this information requires multi-department involvement and support.

- b) The Department of Transportation's Implementation Plan suggests that 3 PY's (\$255,000) will be required "to conduct initial planning and research activities". In addition, it is suggested that a consultative process will require a dedicated PY and other O&M funds of \$200,000 annually. These costs could, perhaps, be reduced substantially by spreading the work load among several departments and agencies and utilizing existing staff.

#### Consultative Process:

- a) The current implementation plan identifies a need to design a comprehensive consultative process, and involve the people of the communities at an "early stage". This is an essential element of the project and should be carefully thought out so as to ensure it both meets the project's requirements and is cost effective. The Department of Transportation should not necessarily assume the lead role in any consultative exercise.

#### Scope of Project:

- a) Preliminary plans call for the construction of a highway that will meet the NWT standards for a Rural 90 kmph highway (this has been the basis of engineering plans undertaken to date). Other options could be assessed, including construction of a "lower grade" highway which may be up-graded at a later date (see Appendix J) Perhaps the design criteria should be reviewed - especially in light of the highway being constructed as an employment and training project.

#### Financing:

- a) The approach to benefit/cost assessment undertaken to date is too limited. It considers only employment directly related to the project or one step removed from the project. It does not, for example, attempt to quantify the economic benefits associated with potential increases in tourism nor the economic significance of lower transportation costs. **Most importantly, the assessment does not attempt to measure the economic impact of a labour force with improved skill levels and employability.** A comprehensive but realistic assessment of project benefits is essential if the GNWT is to direct scarce dollars toward this project and if the Federal Government is to be persuaded to "buy in". It must be clearly demonstrated that the "pay back" on investment is significant and timely.
- b) It is felt that by approaching the highway extension from the perspective of an employment training project, the chances of the GNWT securing financial support from the federal government will be enhanced.

#### Project Assessment:

- a) A process must be established for on-going project assessment. This assessment must capture overall changes in community "circumstances". Community based indicators have not been developed. Assessment is

key if the success of the project is to be evaluated and used as a "model" for other major infrastructure development projects in the NWT.

As the foregoing observations indicate, there is an argument, and perhaps a solid rationale, for pursuing the highway extension in a different manner than is currently contemplated.

## **THE NEED FOR AN INTEGRATED APPROACH**

The record of departments and agencies working together toward a common objective is not good. However, the need for a collaborative and integrated approach has been recognized by government. The GNWT Task Force report "Strength at Two Levels" recognized the need for co-ordinating income support and employment development programs and recommended that "strong links be developed between government programs". More specifically, the report recommended that the departments of Social Services and Education need to work closely together and other departments/agencies such as Arctic College, the Department of Economic Development & Tourism and CEIC also need to become involved in a cooperative manner.

A cooperative approach, which involves both the federal and territorial governments and departments with a vested interest in training and employment development, not only ensures that existing resources are utilized in the most effective manner and that duplication is kept to a minimum but also fosters creative approaches to common problems. For example, NB Works (see Appendix G) involves both levels of government and a number of departments. This initiative provides a continuum of programs and services designed to ensure social service recipients a level of education/skill proficiency and obtain relevant work experiences which allow them to achieve permanent labour force attachment.

A mechanism is required that will bring all stakeholders together in a working arrangement where the respective involvement of each department/agency is co-ordinated and there is a collaborative approach to project planning and implementation. For this to happen, it would seem appropriate that highway extension initiatives be "driven" by an organization or committee which is "independent" of any particular department/agency but has a vested interest in the highway extension and enjoys the full support of all involved parties. This would represent a significant departure from the way projects are traditionally approached and political support for such an organization or committee would be crucial.

Again, the foregoing approach is consistent with stated GNWT priorities. The Eleventh Assembly of the GNWT in its statement of priorities (Direction for the 1990s) identified as one of its priorities for stimulating economic growth "collaboration with Canada in the planning and development of an improved transportation network". It also identified the need for "stronger links between education, training and employment opportunities" as a key element in improving education.

The highway extension is a desirable piece of infrastructure which will generate significant economic benefits for the Mackenzie Valley and, potentially, meaningful training and employment opportunities. It could also serve to demonstrate, in a practical and specific manner, what may be achieved by government departments working together in a manner consistent with the stated policy/objectives of government.

## AN ORGANIZATIONAL FRAMEWORK

It is suggested that CEIC play an important lead and facilitatory role in the proposed initiative. One possible approach is to establish a committee composed of community/regional representatives of the available labour force and business community to assume a lead and co-ordinating role in the highway extension. Such a committee could be established as an IAS (Industrial Adjustment Service) Committee with the support of CEIC.

This "non-government" organization would co-ordinate the activities of a Highway Project Committee composed of senior level representatives drawn from the Department of Transportation and those federal and territorial departments and agencies with a "vested interest" in training and employment development (CEIC, the Department of Education, Culture and Employment Development, the Department of Economic Development and Tourism, the Department of Social Services and Arctic College). The Highway Project Committee's mandate would be to ensure that individual department/agency input to the project is fully co-ordinated and that the resources of each department/agency are utilized to the fullest extent possible. This committee would participate in all phases of the project (planning, implementation, and assessment). The Highway Project Committee could, for instance, be charged with responsibility for co-ordinating/managing the following tasks:

1. Determining feasibility and approach
2. Planning
3. Project Co-ordination
4. Project Assessment/Review

Individual departments/agencies, while involved in all project planning and co-ordination activities, would have specific program responsibilities in areas specific to their sphere of operation. A very tentative initial listing of respective roles and responsibilities could include:

### Department of Transportation

Identification of highway construction projects and prioritizing of same (based on overall phased plan for highway extension, degree to which project will impact on winter road construction/maintenance costs, labour intensity, mobilization/de-mobilization considerations, timing of utilization following project completion etc.

### Costing

Identification of specific labour component for each project (including skill requirements) person days of employment by category of employment for each project etc.

### Engineering planning

Participation in cost/benefit analysis

Department of Education, Culture and Employment Development

Apprenticeship programs  
NWT Workers Training Fund  
Participation in cost benefit analysis

Department of Economic Development

Development of a business data base and capacity assessment  
Development of plan for business support  
Participation in cost/benefit analysis

Department of Social Services

Review of creative income support strategy for employable social service recipients

Arctic College

Development of locally based training programs

DIAND

Participation in cost benefit analysis  
Through I&IA's NWT Regional Opportunities Program, lend assistance in areas of opportunity identification etc.

Communities/Region

Community consultation  
Completion of Human Resource Data Base  
Co-ordination (point of contact between government agencies and communities on all matters relating to the project)  
Participate actively in all planning being undertaken by other parties  
Solicit/co-ordinate Pathways involvement  
Identification and co-ordination of responses to claims related issues (access, gravel etc.)  
Participation in environmental impact assessments as required

The foregoing represents simply an overview of a possible approach. Considerable further discussion needs to take place. It will be necessary to refine the proposed approach and to define the respective mandates and roles of all parties. In keeping with the proposed multi-department/agency approach, such discussion should involve all the stakeholders.

Before any further progress can be achieved it will be necessary for CEIC to indicate support for the proposed IAS Committee. Once CEIC has indicated its support, a meeting of all stakeholders could be scheduled to a) review the work that the Department of Transportation has undertaken on the highway and its current plans, b) initiate preliminary discussion on the proposed structure for multi-department/agency involvement in the project and the respective role of all parties, and c) discuss a strategy of approach and work plan.



## FUNDING REQUIREMENTS

Given the large body of work already completed on highway design/engineering and current plans to phase the project over 20 years it is felt that the highway extension could be planned and implemented at minimal cost to the GNWT, other than those costs directly related to actual construction activities. Adoption of the approach being advocated would serve to spread costs among involved departments and existing staff, particularly during the project planning phase.

Costs associated with establishing the organizational structure recommended for the co-ordination and management of the highway project should also not be significant in that expenses of the proposed Highway Project Committee would be borne by individual departments and from existing O&M budgets. Similarly the IAS Committee, while established with CEIC financial support, could access funding for specific Committee initiatives through application to I&IA (Regional Opportunities Program) and appropriate departments of the GNWT (ie. ED&T) utilizing existing programs and budgets.



## **APPENDIX A**



## **APPENDIX A: BIBLIOGRAPHY**

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Health and Welfare Canada, Social Services Programs Branch, Overview of the Canada Assistance Plan, Government of Canada.





## **APPENDIX B**





## **APPENDIX B: INDIVIDUALS/AGENCIES CONTACTED**

**Hon. John Todd**, Minister of Transportation, Government of the NWT  
**Massood Hassan**, Director Planning, Dept. of Transportation, Government of the N.W.T.  
**Peter Vichian**, Director Transportation Engineering, Department of Transportation, Government of the N.W.T.  
**Bryan Peterson**, Project Engineer - Geotechnical Transportation Engineering Division, Department of Transportation, Government of the N.W.T.  
**John Bunge**, Director, Policy and Co-ordination, Department of Transportation, Government of the N.W.T.  
**Roy Ellis**, Statistician, Bureau of Statistics, Government of the N.W.T.  
**David Stewart**, Survey Statistician, Bureau of Statistics, Government of the N.W.T.  
**Robert Allen**, Manager, CEC Inuvik, Canada Employment & Immigration Commission  
**Wayne Balanoff**, CEIC, N.W.T. Directorate  
**Yvonne Chambers**, LMI Analyst, CEIC, N.W.T. Directorate  
**Ann Kall** CEIC, N.W.T. Directorate  
**Fred Nowicki**, Regional Director, CEIC, N.W.T. Directorate  
**Frank Pope**, Manager, Mackenzie/Great Bear D.I.Z Society  
**John Hollmund**, President, Focus Surveys Ltd.  
**Steve Kakfwi**, MLA Sahtu  
**John Chenier**, Asst. Deputy Minister, Department of Advanced Education, Government of New Brunswick  
**Doug Doan**, Superintendent, Inuvik Region, Dept. of Economic Development & Tourism, Government of the N.W.T.  
**Tom Templeton**, Assist. Regional Superintendent, Norman Wells, Department of Economic Development & Tourism, Government of the N.W.T.  
**Kevin MacLellan**, Area Economic Development Officer, Department of Economic Development & Tourism, Government of the N.W.T.  
**Sandy Whitman**, Executive Director, Sahtu Tribal Council  
**Ray Griffith**, Consultant to Sahtu Tribal Council (Development of a Long Term Training Strategy)  
**Bernie Karpan**, Department of Social Services, Government of the N.W.T.  
**Tom Kakfwi**, Employment Officer, Fort Good Hope  
**Clarence Campbell**, Employment Officer, Ft. Norman  
**Paul Modest**, Employment Officer, Ft. Franklin  
**Hal Gerin**, Deputy Minister, Education, Culture and Employment Development, Government of the NWT  
**Conrad Pilon**, Asst. Deputy Minister, Department of Education, Culture and Employment, Government of the N.W.T.  
**John Christie**, Director, Employment Development, Department of Education, Culture and Employment, Government of the N.W.T.  
**Blair Dunbar**, ADM, Policy Development and Program Design, Department of Social Services, Government of the NWT  
**George Cleary**, President, Sahtu Tribal Council

**Vicki Mason**, Manager, Employment Development, Department of Education, Culture and Employment, Government of the N.W.T.

**Helen Sullivan**, Superintendent, Advanced Education, Inuvik Region, Department of Education, Culture and Employment, Government of the N.W.T.

**Felicity Burr**, Director, Apprenticeship Programs, Department of Education, Culture and Employment Development, Government of the N.W.T.

**Lorne Tricoteux**, Regional Director, Indian & Inuit Affairs, DIAND

## **APPENDIX C**



## **SOME RELEVANT PROGRAMS & AGENCIES**

The following is an initial list of programs or agencies which may be accessed or provide support to the proposed Mackenzie Highway Expansion initiative:

### **INDUSTRIAL ADJUSTMENT SERVICE (IAS)**

This is an initiative/program of CEIC. The Industrial Adjustment Service assists employers and employees jointly to research, develop and implement action plans to deal with human resource planning and adjustment. It can be used to assist sector associations, professional groups and entire communities to deal with worker adjustment issues. Committees established under IAS are made up of equal numbers of employee and management representatives with an impartial chairperson. The Committee's responsibility is to develop and carry out an action plan to achieve specified human resource requirements. For firms or communities, the program will contribute up to 50% of the cost of an IAS Committee, to a maximum of \$200,000 but where cost sharing is not possible, the program can cover 100% of the cost. Agreements normally run for one year, but can be extended for longer periods.

IAS appears to be an excellent program to facilitate input by community residents and local business. It also appears to be an appropriate vehicle for CEIC involvement/input.

### **NWT REGIONAL OPPORTUNITIES PROGRAM**

Established under the Canadian Aboriginal Economic Development Strategy (CAEDS), the NWT Regional Opportunities Program (ROP) is to provide the means for NWT Dene to take maximum advantage of NWT wide community (resource, economic and employment) development opportunities. The program is managed by a board comprised of a representative from each of the five Dene tribal councils and DIAND. Projects must involve or benefit several communities. Direct business capitalization and/or equity investments are not eligible.

Last fiscal year all the regions except Sahtu accessed funding support under this program for a variety of initiatives. Funding is limited and in the current year there is a possibility that the budget allocation to this program may, in part, be re-directed to other areas. This program appears to be a potential supplementary source of funding in support of the proposed regional IAS Committee initiatives.

### **PATHWAYS**

The Sahtu Pathways Board (Yamaorie) is mandated to define training and employment opportunities for the Sahtu communities. This Local Aboriginal Management Board approves and allocates funds from a planned budget for local training, employment

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services, labour market operations and related human resource development plans and projects from aboriginal sponsors, groups or organizations based on established training and employment priorities and EIC program criteria and policies. For the current year (1993/94) the Board has a budget of approximately \$400,000. It has already submitted its plans for the year but, if planned initiatives do not materialize, it could re-direct funds.

Pathways could be a source of training dollars in support of the highway initiative in 1994/95 and subsequent years subject to Board prioritizing related training initiatives.

## **SECTION 25 OF THE UNEMPLOYMENT INSURANCE ACT**

This section of the Act allows for the employment on the job site of people who are recipients of UI. Financial support to participants is provided in the form of regular or enhanced UI benefits in place of wages. CEIC may pay up to \$426 per participant week. The employer may pay a "top-up" if the enhanced UI is less than the current wage rate. In addition, Job Creation Projects may pay up to \$125 per week directly to the employer for overhead costs. Private sector employers will be required to contribute a minimum of two-thirds of the total project costs. Application is made through the Inuvik CEC office on a project by project basis.

## **SOCIAL ASSISTANCE RECIPIENT (SAR)**

The Social Assistance Program is in its 2nd. or 3rd. year of a 5 year agreement. The signatories of the agreement are Health and Welfare Canada, CEIC, Social Services and the Department of Education, Culture and Employment Development. Health and Welfare, through CEIC, contributes \$750,000 which is matched equally by the GNWT (a total of \$1.5 million for the NWT). Funding is allocated on a project by project basis and accessed through the local CEC office. The SAR program was developed to assist clients to leave social assistance, gain employment and achieve self-sufficiency. Social Services identifies the clients and the money used on social assistance which will be diverted to training.

## **NWT WORKERS TRAINING FUND**

Recently introduced by the GNWT with the objective of increasing community participation in economic development and labour force development by providing funds to local governments to manage training and employment projects. This is a one year program and grants must be used to pay for work projects in the communities. Work projects should contribute to the local economy and provide training or work experience to individuals wanting a job in the community. The approved allocation for Sahtu communities totals \$330,000 with individual amounts varying from community to community as follows: Colville Lake \$18,000, Fort Franklin \$158,000, Fort Good Hope \$78,000, Ft. Norman \$40,000 and Norman Wells \$36,000.

At present there have been no proposals submitted by any of the Sahtu communities. However, it is expected that each community will "take-up" its maximum allocation prior to any highway related construction activity. The program is a "good match" with the proposed highway initiative and could be useful if there were some deferral or agreement by the communities to employ their respective allocations toward highway related projects.

## **ECONOMIC DEVELOPMENT AGREEMENT**

Provides a range of financial support with the objectives of increasing opportunities through business growth, diversifying the economic base, expanding markets, supporting sustainable development and enhancing management and technical skills. The Community Sponsored Development (environmental industries, business physical infrastructure, business services, business services centres, and board of directors skill up-grading) element(s) of the agreement may be able to contribute to the proposed highway initiative particularly in the area of support for local businesses.

## **ED&T BUSINESS DEVELOPMENT STRATEGY**

The Department of Economic Development and Tourism provides a range of programs and services in support of business. Loans or other debt financing are available through the Business Credit Corporation; contributions are available for capital investments, opportunity identification, market or product development, business skills development and business relief through the departments Business Development Fund; employment creation incentives through a partnership or joint venture with the NWT Development Corporation; business advice and technical support from ED&T staff; and venture capital assistance to inject new expertise or investment into NWT businesses may be accessed through the Business Development Fund.

## **COMMUNITY FUTURES**

Supports enhanced planning and organizational capacity in the community, to stimulate entrepreneurship, to build social and physical infrastructure, and to develop human resources. The Western Arctic Community Futures Society not only provides business advisory assistance but also operates a loan fund designed to support small business.

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The accompanying "Guide to Government Programs for Training and Employment Funds" was prepared by I&IA for its client base.





# GUIDE TO GOVERNMENT PROGRAMS FOR FUNDING EDUCATION AND TRAINING

## I. CANADA EMPLOYMENT COMMISSION

### (1) YOUTH INITIATIVES

**Purpose:** Designed for young people who are at various points of education with specific employment and training needs. Some activities encourage students to complete school while others assist the students to make a smooth transition from school to work or find employment during the summer or school breaks.

a) **Stay-In-School Initiative:**  
Applies to students at the elementary or secondary level who are at risk of dropping out before completing high school. Guidance counsellors identify students at risk and the schools provide referrals. Proposals could be developed by schools, boards or business people. The proposals have to outline the target group, objectives, and the activities to take place.

b) **Co-operative Education:**  
Program is targeted at secondary and post-secondary students. The program includes a combination of academic study and career-related work experience with employers in the private or public sector. Eligible students are determined by the school, college or university who is involved with the program.

**APPLICATION FORMAT:**  
Applicants apply to the program by utilizing a proposal guideline which is available to the applicant from CEIC. The deadline for this program is mid January. Once applications are received, the process takes approximately 3 months to complete.

c) **Summer Employment/Experience Development (SEED):**  
Wage subsidies are provided to employers to provide for career-related summer employment for students. Employment lasts between 6-18 weeks with work not normally less than 30 hours per week. Employers develop a proposal which is submitted to the CEIC office and measured against program criteria. The proposal must outline the goals and objectives of the program along with wage cost, etc.

d) **Native Internship Program:**  
Provides summer employment opportunities within CEIC for aboriginal students which is related to their career and vocational interests. Applications are made through CEIC.

## GUIDE TO GOVERNMENT PROGRAMS FOR FUNDING EDUCATION AND TRAINING

- e) **Business Drive for Jobs:**  
Campaign which actively promotes businesses to hire summer students during the summer.
- f) **Student Business Loans:**  
Loans of up to \$3,000.00 are provided through the Federal Business Development Bank, the Royal Bank of Canada and the National Bank of Quebec to assist students to set up their own businesses during the summer. The interest free loans are repaid in the fall. Apply through local CEIC office.
- g) **Youth Who Are Not Students:**  
Employment programs are also available to young people who are out of the school system, unemployed and facing labour market difficulty.

### (2) INCOME SUPPORT

Focus is on those individuals taking training courses sponsored by CEIC and who qualify for either UI benefits or training allowances. Also covered under this section are: dependent care allowance, living-away-from-home-allowance, travel assistance, and allowance to assist persons with disabilities.

To qualify for UI benefits, a claimant must have worked 10-20 weeks in a job in which he/she paid UI premiums. Eligible claimants may also be entitled to supplementary allowances (discuss with CEIC). **INCOME SUPPORT APPLIES TO THE FOLLOWING PROGRAMS:**

- a) **Purchase of Training:**  
Focus is on providing vocational training course to people looking to gain new skills which would help them to qualify for employment. Under certain circumstances, academic upgrading may be included to assist those who need to upgrade or acquire reading, writing, or mathematical skills to get a job or qualify for the vocational training.

Training is also available to people who require assistance to overcome existing or anticipated labour market barriers. Focus is on people who are at risk of facing long-term or recurring unemployment, young people, women, disabled persons, minority groups, and aboriginal people facing serious difficulties finding or keeping a job.

Financial assistance is available through UI benefits (for UI claimants) or a training allowance. Students may also qualify for supplementary allowances such as dependent care and living-away-from-home allowance. As well, special allowances are available for persons with disabilities.

## GUIDE TO GOVERNMENT PROGRAMS FOR FUNDING EDUCATION AND TRAINING

### b) Project Based Training:

Purpose is to provide on and off the job training for persons facing serious difficulties securing and maintaining employment. Participants receive a training allowance and may be eligible for supplementary allowances such as dependent care and living-away-from-home allowance. UI claimants may continue receiving their assistance while they are on a training project (claimant should discuss with CEIC prior to beginning the course).

Types of training include technical skills, life skills or interpersonal skills. Classroom instruction and on the job training are combined. Classroom training is provided by training institutions or coordinator. Training on the job is provided by an employer.

### c) Employment Assistance:

CEIC purchase services such as job search strategies, job finding clubs, employment counselling, community based employment assistance, and diagnostic assessment from community groups, organizations, and agencies to supplement those offered by CEIC.

Purchased services are provided to people facing serious labour market difficulty and would benefit from community based assistance. These people may include UI claimants, social assistance recipients, women, disabled persons, visible minorities, aboriginal people and displaced older workers.

No specific allowances are available for participants in this program, but individuals receiving UI benefits will continue to receive their benefits. Funds are available through a contribution agreement between CEIC and a coordinator to lead the project. Payment is for actual cost incurred in a project.

# GUIDE TO GOVERNMENT PROGRAMS FOR FUNDING EDUCATION AND TRAINING

## II. DEPARTMENT OF ADVANCED EDUCATION

### (1) Apprenticeship Funds

#### a) In-Service Apprenticeship

Objective: to provide training as certified journeymen for NWT government and private sector.

Target group: long term northern residents

Description: on-site training and experience under the supervision of a certified journeyman with courses at educational institutions. Duration ranges from one to four years.

Eligibility: must satisfy employment requirements under the Northwest Territories Apprentices and Tradesmen's Certification Act.

Contact: Main Office, Advanced Education  
Phone: (403) 873-7552  
FAX: (403) 873 0155

#### b) Apprenticeship Training Assistance

Objective: to assist northern businesses to employ apprentices for training to the journeyman level of competence.

Description: On-site training and experience under the supervision of a certified journeyman with courses at an education institution. Program duration ranges from one to four years.

Eligibility: Employees--long term northern residents over sixteen years of age. Employers--Registered or eligible for registration on the NWT Business Incentives Registry.

Contact: Main Office, Advanced Education  
Phone: (403) 873-7552  
FAX: (403) 873-0155

### (2) Training-On-The-Job (TOJ)

#### a) Training-on-the-Job

Objective: to assist individuals to obtain skills needed

## GUIDE TO GOVERNMENT PROGRAMS FOR FUNDING EDUCATION AND TRAINING

for permanent, meaningful employment and training that leads to permanent employment with the business.

Target group: Indigenous aboriginal persons, women, disabled persons, indigenous non-aboriginal persons who lived half their life in the NWT.

Description: Contract can be approved on a yearly basis, only up to March 31. Training plans exceeding fifty-two weeks must be reviewed and approved by coordinators/superintendents.

Eligibility: Trainee--Affirmative Action candidate, managers of small businesses. Employer--Industry, non-government organizations, housing authorities, local governments. Businesses must have been in operation for six months and preferably eligible for inclusion on the Government of NWT business incentives registry.

Contact: Margaret Peterson  
Phone: (403) 920-8871  
FAX: (403) 873-0200

### b) Employability Enhancement

Objective: Prepare residents, dependent on social assistance, for long term employment through training and work experience.

Target group: Indigenous aboriginal persons, women, disabled persons, indigenous non-aboriginal persons who lived half their life in the NWT.

Description: Training can take place in a formal classroom setting and/or on-the-job, under appropriate supervision while the worker learns job duties. Contract can be approved on a yearly basis, only up to March 31. Training plans exceeding fifty-two weeks must be reviewed and approved by coordinators/superintendents.

Eligibility: Social assistance recipients identified by community social workers, who would benefit from training or education programs.

Contact: Margaret Peterson  
Phone: (403) 920-8871  
FAX: (403) 873-0200

## GUIDE TO GOVERNMENT PROGRAMS FOR FUNDING EDUCATION AND TRAINING

### c) Labour Pool Funding Program

**Objective:** To provide funds to local government bodies which would assist in providing employment outreach services at the community level.

**Description:** Annual payments are allotted to the communities in the Delta and Sahtu.

**Contact:** Helen Sullivan, Superintendent  
Advanced Education  
Inuvik, NWT XOE OTO  
Phone: (403) 979-7132

### d) NWT Workers Training Fund

**Objective:** To increase community participation in economic and labour force development by providing funds to local governments to manage training and employment projects.

**Description:** From April 1, 1993, to March 31, 1994, all communities in the NWT are eligible for conditional grants from the Government of the NWT. The grants must be used to pay for work projects in the communities. Projects should contribute to the local economy and provide training or work experience to individuals wanting a job in the community. It is recommended that projects be a minimum of 20 weeks, however the local government makes the final decision on length. Each local government has an approved allocation to administer training for employment projects. Allocations range from \$12,000 to \$175,000. The amount allocated to individual projects is a local government decision.

**Application Procedures:** Project Sponsor application forms are available at the local government office.

**Eligible Sponsors:** Businesses, organizations, or community governments may sponsor a project. All sponsors must apply to the local government for funding.

**Eligible Participants:** All residents of the NWT are eligible to participate in the projects if they are:

- 16 years of age
- no longer in school fulltime
- unemployed
- wanting a job

## GUIDE TO GOVERNMENT PROGRAMS FOR FUNDING EDUCATION AND TRAINING

Contact: Vicki Mason  
Manager, Employment Programs  
Advanced Education  
Box 1320  
Yellowknife, NWT X1A 2L9  
Phone: (403) 873-7948  
FAX: (403) 873-0155

### e) Short Term Employment Program (STEP)

Objective: To provide wage subsidies to create short-term employment or training for unemployed people.

Description: Non-profit organizations, businesses and municipalities can use STEP to subsidize the wages of a new employee. Municipalities and non-profit organizations may receive 100 % of the cost. Businesses are eligible for a maximum of 50 % of the cost. STEP projects must contribute to the growth of the local economy and/or develop needed work skills. Preference will be given to projects which involve training in business management and which will help unemployed people find meaningful full-time work. Applicants for STEP funding must have community support and management capabilities to hire a new employee.

Eligibility: STEP workers must have been unemployed prior to the projects start. Project sponsors are required to sign a contribution agreement to support their involvement with the project.

Contact: Vicki Mason  
Manager, Employment Programs  
Advanced Education  
Box 1320  
Yellowknife, NWT X1A 2L9  
Phone: (403) 873-7948  
FAX: (403) 873-0155

### (3) YOUTH INITIATIVES

#### a) Youth Business Works

Objective: Foster and promote teamwork, problem solving, business awareness, record keeping, and work skills.

Target Group: Full time high school and college students.

Description: This program will provide grants of up to \$500 per business venture. Youth Business Works fosters

## GUIDE TO GOVERNMENT PROGRAMS FOR FUNDING EDUCATION AND TRAINING

and promotes an interest in business and allows students an opportunity to practice business skills in the NWT.

Eligibility: Full time high school or college students.  
Business enterprises must be profit oriented.

Contact: Margaret Peterson  
Phone: (403) 920-8871  
FAX: (403) 873-0200

### (4) Literacy Funds

#### a) Community Literacy Projects Fund

Objective: The fund was established in 1989 to stimulate and support community-based, non-governmental agencies so they might develop and deliver local projects that would help people increase their reading and writing skills.

Target Group: Community residents who want to learn how to read and write or develop their existing reading and writing skills in English or an aboriginal language.

Description: Funds are made available through the Literacy Office within the Department of Education. Funds from this program are accessed through submission of a proposal which clearly describes the goals and objectives of the community for the literacy project, target group, teaching and learning methods to be used in the project, evaluation process, managing agency for the project and detailed expenditures and revenues budget. Two letters of support from community organizations must accompany the proposal. Deadline date for proposals is mid April of each fiscal year.

Eligibility: Any registered non-profit, non-governmental organization established in the NWT to provide services to NWT residents.

Contact: Lynn Fogwill  
Phone: (403) 920-3482  
FAX: (403) 873-0200  
Jean Reston  
Phone: (403) 920-6933

### (5) Student Grants and Loans:

Objective: To provide financial assistance to eligible NWT residents to enable them to attend a university or a technical institute.



## GUIDE TO GOVERNMENT PROGRAMS FOR FUNDING EDUCATION AND TRAINING

**Description:** Grant assistance for books, return airfare, and tuition is available to students who have attended NWT schools for the required number of years and grades. All assistance to aboriginal students is in the form of a grant. Scholarships are also available to recognize achievement at various levels of study.

Remissible loans (primary loans) are available to NWT residents with at least three years residency in the NWT before commencing studies. Repayment of loans must commence within six months of the completion of the approved program but there is a provision for the remission of a portion of the primary loan upon successful graduation and return to full-time residency in the NWT. Secondary and Needs Assessed Loans must be repaid. Terms and conditions for loan and/or grant assistance are detailed in the Student Financial Assistance Act and Regulations.

**Eligibility:** Residents are eligible for loan assistance after one year of residence and upon acceptance for registration at an approved post-secondary institution. Application forms and an information brochure are available from Superintendents of Education, high school counsellors and adult educators.

**Contact:** Advanced Education, Department of Education  
Government of NWT  
Box 1320, Yellowknife, NWT  
Phone: (403) 873-7395  
FAX: (403) 873-0155

### (6) University/College Entrance Program

**Objective:** To enable Treaty/Status Indian and Inuit students to attain the academic level required for entrance to degree and diploma credit programs.

**Description:** Funds are provided to Treaty/Status Indian and Inuit students who are enrolled in University and College Entrance Preparation (UCEP) programs offered in Canadian post-secondary institutions. Financial support for UCEP students will be equivalent to the Basic and Supplementary Grants administered under the NWT Student Financial Assistance Act and Regulations. The maximum limit for financial support will be one academic year.

**Eligibility:** The applicant must be a Treaty/Status Indian or Inuk who has resided in Canada for the twelve consecutive months prior to application; be accepted for enrollment in a UCEP program; qualify under mature student

## GUIDE TO GOVERNMENT PROGRAMS FOR FUNDING EDUCATION AND TRAINING

admission requirements; provide statement from the post-secondary institution that the student can attain the academic level for university or college entrance within one academic year; the student will be accepted as a student of a regular university or college credit program upon successful completion of the UCEP program; the student has not been financially supported previously by DIAND for UCEP post-secondary programs.

Contact: Student Financial Assistance  
Advanced Education, Department of Education  
Government of the NWT  
Box 1320  
Yellowknife, NWT  
Phone: (403) 873-7395  
FAX: (403) 873-0155

### III. DEPARTMENT OF HEALTH

#### Health Bursary Program

Objective: To promote students to further or obtain a career in health care for which there is a need in the NWT.

Description: This program pays tuition and/or expenses for studies for persons in nursing, physiotherapy, occupational therapy, medical doctor, x-ray technology, nutrition, health education and others. DEADLINE FOR APPLICATIONS IS MARCH 31.

Contact: Health Bursary Program  
Human Resource Management  
Department of Health  
Government of the NWT  
Box 1320, Yellowknife, NWT X1A 2L9  
Phone: (403) 873-7207

### IV. SOCIAL SERVICES

#### Youth Initiatives Program

Objective: To provide assistance to hamlet and band councils and other community groups for youth initiatives related to activity programs and the development of youth leadership.

## GUIDE TO GOVERNMENT PROGRAMS FOR FUNDING EDUCATION AND TRAINING

**Description:** Applicants access funds from this program by submitting a proposal describing the goals, objectives, and program activities along with a budget breakdown.

**Contact:** Youth Coordinator, Directorate  
Department of Social Services  
Government of the NWT  
Yellowknife, NWT X1A 2L9  
Phone: (403) 920-8920

### V. MUNICIPAL AND COMMUNITY AFFAIRS

#### a) Recreation Leaders Program

**Objective:** To assist communities in providing a training allowance to a sponsored student on the Recreation Leaders program at Arctic College.

**Description:** Contributions are made to municipalities and settlements which sponsor a student. Maximum per student is \$750/month for 10 months. The student pays for the program fees and materials as well as his/her room and board and personal costs.

**Contact:** Sport and Recreation  
Department of Municipal and Community Affairs  
Government of the NWT  
Yellowknife, NWT X1A 2L9  
Phone: (403) 873-7245  
FAX: (403) 873-0152

#### b) Igal R  th Memorial Community Planning Scholarship

**Objective:** To encourage northerners to select planning as a career and to develop a pool of qualified northerners for potential employment by the Government of the Northwest Territories.

**Description:** The Department of Municipal and Community Affairs is awarding three (3) scholarships annually to individuals entering an approved planning program. Scholarship recipients continuing in their selected courses of post-secondary education after the first year may be eligible for further assistance in the subsequent years, subject to annual review to determine satisfactory progress and available funding. Preference will be given to first year students. A limit of four years of such scholarship assistance will apply to any individual.

## GUIDE TO GOVERNMENT PROGRAMS FOR FUNDING EDUCATION AND TRAINING

**Eligibility:** To be eligible for this scholarship the applicant must have resided in the NWT for the last two years; be attending an approved undergraduate university or college planning program; show proof of acceptance into an approved planning program as a full-time student prior to commencement of classes.

**Application:** Candidates are to ensure full completion of the application form and enclose an official copy of their academic record. Grade twelve students graduating in the spring must include in their high school transcript courses up to the last term attended, excluding present courses. The application form includes questions about:

- your interest in community planning
- past academic achievements
- outside interests
- personal references
- applicants will be asked to attend a personal interview

APPLICATIONS MUST BE RECEIVED NO LATER THAN AUGUST 1 OF EACH YEAR. The award will be made in the fall of each year once candidates have enrolled in their studies. For more information and application material write to:

**Contact:** Igal Roth Memorial Scholarship  
Community Planning Division  
Department of Municipal and Community Affairs  
Government of the Northwest Territories  
Yellowknife, NWT X1A 2L9  
Phone: (403) 920-3023  
FAX: (403) 920-6343

OR

Contact the nearest office of the  
Department of Municipal and Community Affairs

## **APPENDIX D**





PRELIMINARY LIST OF SAHTU BUSINESSES THAT MAY PARTICIPATE/BENEFIT FROM HIGHWAY CONSTRUCTION

BUSINESS NAME	ADDRESS	CONTACT PERSON	BUSINESS TYPE
NORMAN WELLS			
65 NORTH CONTRACTORS LTD	BOX 377, NORMAN WELLS, NT, XOE OVO	RON FRASER	OIL FIELD CONSULTING
AIR TECH AVIATION	BOX 69, NORMAN WELLS, NT, XOE OVO	RANDY WOLSEY	AIR CHARTERS
ARAM'S CONSTRUCTION LTD.	BOX 32, NORMAN WELLS, NT, XOE OVO	ARAM BELLERIVE	GENERAL CONTRACTING
A.T.A. CONSTRUCTION LTD.	BOX 95, NORMAN WELLS, NT, XOE OVO	KATHY BJORNSON	CONSTRUCTION- PILING
BEAUFORT MECHANICAL SERVICES (1987) LTD.	BOX 298, NORMAN WELLS, NT, XOE OVO	TOM WOLSEY	OIL FIED MECH. SERVICES
CANADIAN HELICOPTERS LTD.	BOX 24, NORMAN WELLS, NT, XOE OVO	PAUL GINGRICH	HELICOPTER CHARTERS
DELTA BEAUFORT MICRO SERVICES	BOX 203, NORMAN WELLS, NT, XOE OVO	IAN LAWS	COMPUTER SERVICES CENTRE
FLINT CONSTRUCTION NORTHERN LTD.	BOX 143, NORMAN WELLS, NT, XOE OVO	MARK LAUCHLAN	ROAD CONSTRUCTION
IGLOO INNS LTD.	BOX 268, NORMAN WELLS, NT, XOE OVO	DIANNE MEHMAL	ACCOMMODATION
ISLAND VALLEY OIL	BOX 307, NORMAN WELLS, NT, XOE OVO	FRANK GRUMMIT	HEAVY EQUIPMENT?
MACK TRAVEL LTD.	BOX 237, NORMAN WELLS, NT, XOE OVO	HELEN MATTHEWS	TRAVEL ARRANGEMENTS
MARGRIT'S MAKIN'S	BOX 368, NORMAN WELLS, NT, XOE OVO	MARGRIT NESS	ALTERATIONS/CLOTHING REPAIR
MACKENZIE VALLEY HOTEL	BAG 1250, NORMAN WELLS, NT, XOE OVO	GERRY LOOMIS	ACCOMMODATION
MID ARCTIC TRANSPORTATION	BOX 39, NORMAN WELLS, NT, XOE OVO	KELLY STANG	TRANSPORT GOODS & SERVICES
MOUNTAIN RIVER OUTFITTERS	BOX 449, NORMAN WELLS, NT, XOE OVO	FRANK POPE	POSSIBLE RECREATIONAL SERV
NORMAN WELLS HISTORICAL SOCIETY	BOX 56, NORMAN WELLS, NT, XOE OVO	WARREN SCHMITKE	GIFTS FROM SAHTU AREA
NORMAN WELLS TAXI	BOX 343, NORMAN WELLS, NT, XOE OVO	JIM MARION	IN TOWN TRANSPORTATION
NORTHERN STORE	BAG 9000, NORMAN WELLS, NT, XOE OVO	TYRONE MULROONEY	FOOD
NORTHWRIGHT AIR LTD.	BAG 2200, NORMAN WELLS, NT, XOE OVO	WARREN WRIGHT	SCHED AND CHARTER
PERM'N FROST	BOX 176, NORMAN WELLS, NT, XOE OVO	TRACEY WALL	HAIRCUTS FOR WORKERS
PRODUCE NORTH LTD.	BAG 1250, NORMAN WELLS, NT, XOE OVO	GERRY LOOMIS	FRESH PRODUCE FOR CAMPS
RAMPART RENTALS	BOX 327, NORMAN WELLS, NT, XOE OVO	MARY BUIST	FOOD
RAYUKA DEVELOPMENTS LTD.	BOX 308, NORMAN WELLS, NT, XOE OVO	VAL ELLIOTT	ACCOMMODATION
REG'S WATER SERVICE LTD.	BOX 316, NORMAN WELLS, NT, XOE OVO	REJEAN AUDET	WATER DELIVERY AND GARBAGE SERVICE
RENEW MAINTENANCE AND RENOVATIONS	BOX 373, NORMAN WELLS, NT, XOE OVO	R. ADIA CONITEI	CARPENTRY
ROYAL CANADIAN LEGION	BOX 264, NORMAN WELLS, NT, XOE OVO	MAX MELNYK	REFRESHMENTS
SAHTU CONTRACTORS	BOX 310, NORMAN WELLS, NT, XOE OVO	DANNY MCNEELY	ROAD CONSTRUCTION
SPARROW ELECTRIC CORP.	BOX 37, NORMAN WELLS, NT, XOE OVO	DARYL DANNISH	ELECTRICIANS
TRI L ENTERPRISES LTD.	BOX 239, NORMAN WELLS, NT, XOE OVO	SHANE LINTON	ROAD CONSTRUCTION
WHIPONIC WELLPUTER LTD.	BOX 278, NORMAN WELLS, NT, XOE OVO	CATHY LOGAN	GENERAL CONTRACTORS
WILLIAMS AREO SERVICES (164814 CANADA)	BOX 417, NORMAN WELLS, NT, XOE OVO	KEN WILLIAMS	CHARTER
FORT FRANKLIN			
NORTHERN STORE	GEN. DEL. FORT FRANKLIN, NT	EARL JOHN	
GREAT BEAR CO-OP	GEN. DEL. FORT FRANKLIN, NT	TIM HINES	
FORT FRANKLIN DENE DEV. CORP.	GEN. DEL. FORT FRANKLIN, NT		
FORT NORMAN			
DANNY LENNIE STATIONERY	GEN. DEL. FORT NORMAN, NT, XOE OKO	DANNY LENNIE	
FORT NORMAN LODGE	GEN. DEL. FORT NORMAN, NT, XOE OKO	DAVID ETCHINELLE	
JR.'S CONTRACTING LTD.	GEN. DEL. FORT NORMAN, NT, XOE OKO	JOHN MCPHERSON	ROAD CONSTRUCTION/HEAVY EQUIP.
NORTHERN STORE	GEN. DEL. FORT NORMAN, NT, XOE OKO		POSSIBLE FOOD
NORTHLAND ADVENTURES	GEN. DEL. FORT NORMAN, NT, XOE OKO	ARCHIE LENNIE	POSSIBLE BOAT TOURS
URSUS AVIATION LTD.	GEN. DEL. FORT NORMAN, NT, XOE OKO	BLAIR JENSEN	CHARTER
FORT GOOD HOPE			
FORT GOOD HOPE SERVICES	GEN. DEL. FORT GOOD HOPE, NT, XOE OHO	JACK BOURASSA	ROAD CONSTRUCTION
NORTHERN STORES	GEN. DEL. FORT GOOD HOPE, NT, XOE OHO	TOM FORBES	POSSIBLE FOOD
METS DEVELOPMENT CORPORATION	GEN. DEL. FORT GOOD HOPE, NT, XOE OHO	DAN MCNEELY	
FOSSIL LAKE ENTERPRISES	GEN. DEL. FORT GOOD HOPE, NT, XOE OHO	DAN MACMANAMAN	LINE CUTTING, GENERAL LABOUR
RAMPARTS HOTEL LTD.	GEN. DEL. FORT GOOD HOPE, NT, XOE OHO	SHIRLEY HARLEY	ACCOMMODATION
FEE-YEE CONSULTING LTD.	GEN. DEL. FORT GOOD HOPE, NT, XOE OHO	GEORGE BARNABY	CONSULTING

SOURCES: GNWT list of northern contractors, NWT Business Directory, Community Contacts





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**SOURCES:** GNWT list of northern contractors, NWT Business Directory, Community Contacts



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## **APPENDIX E**



# **The Sahtu Region**

**An Economic Overview**

**Prepared by Barcon Ltd.**

**for**

**MacKenzie/Great Bear DIZ Committee**



# Section One - An Introduction

## Population

The Sahtu Region encompasses 5 communities with a combined population of 2,224. The region developed from the Sahtu Regional Land Claim and essentially represents the home communities of this Dene group. The region is located within the boundaries of the GNWT's Inuvik administration region and represents 26% of this region's population and about 4% of the NWT's population. Most of the communities are small traditional communities, with the largest being Norman Wells with a population of 627 followed closely by Fort Good Hope with a population of 602. The smallest community is Colville Lake with a population of 69 people.

Table 1: Population Growth by Community

Community	1990 Population	1986 Population	Change
Colville Lake	69	52	17
Fort Franklin	551	532	19
Fort Good Hope	602	562	40
Fort Norman	375	332	43
Norman Wells	627	627	0
<b>Total</b>	<b>2,224</b>	<b>2,105</b>	<b>119</b>

*Source: 1991 Census Data*

Population growth in the Sahtu region is concentrated in the aboriginal communities. Between the Census years 1986 and 1991, there was an increase of 119 people in the Sahtu. Fort Norman and Fort Good Hope grew by 43 and 40 individuals or 13% and 7% respectively. Population growth rate in Colville Lake was 33 percent.

Most of this growth originated within the Dene population. Although Colville Lake is the fastest growing community, the larger communities of Fort Good Hope and Fort Norman contributed almost 2/3 of the total increase. Overall the aboriginal population of the communities increased by 120 between census years.

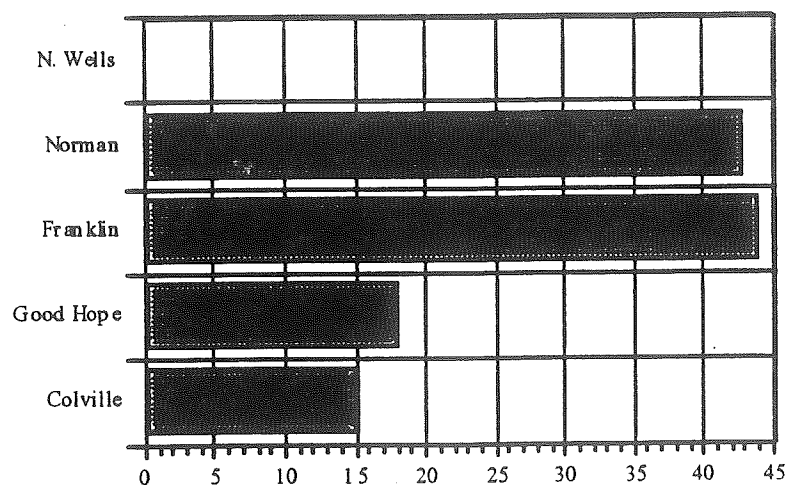
The non-native population declined by 1% between census years, with the largest change occurring in Fort Good Hope, which lost 10% of its non-aboriginal population. The Sahtu communities accounted for 19% of the Inuvik Regions aboriginal population growth between 1986 and 1991. This is less than its share of the region's aboriginal population which amounts to 36%. Since Dene birth rates in the region are high, this is likely the result of migration from traditional communities to areas with increased opportunity.

The population of the region is mostly Sahtu Dene, with the following distribution:

- - 1,366 Sahtu Dene
- - 216 Metis
- - 28 Inuit
- - 614 Other (515 are in Norman Wells)

The percentage of aboriginal peoples exceeds 90% in all communities except for Norman Wells which has a non aboriginal majority and only a 17% aboriginal population.

**Chart 1: Community Aboriginal Population Growth by Percentage 1986-1991**



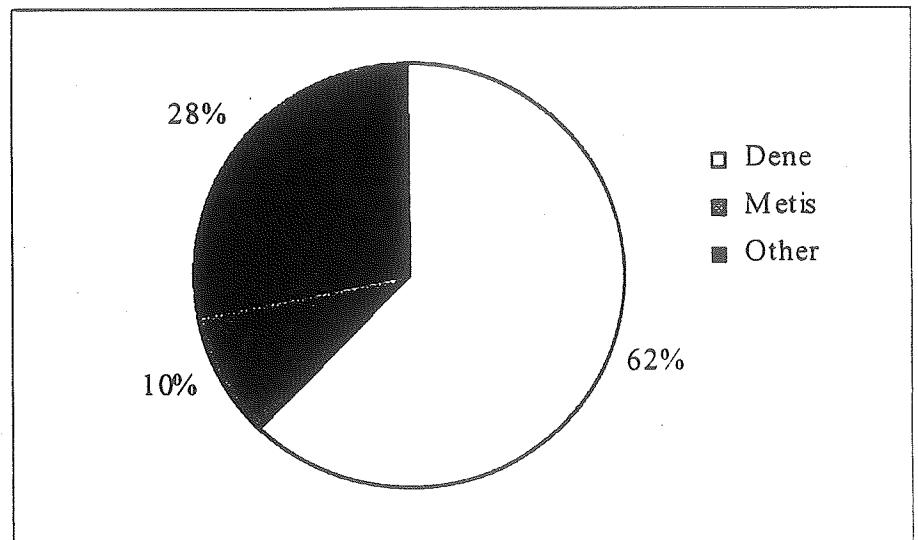
Source: Census Canada



Overall there appears to be a demographic shift within the Inuvik Region. Between the 1991 and 1986 Census, the population of the region grew by 641 aboriginal residents while the non-aboriginal population declined by about the same, 614 residents. Most of this shift occurred in the community of Inuvik which now has an aboriginal majority of 60%. Given this shift in population it is likely that some aboriginal residents within the Sahtu have migrated to Inuvik in search of the "better life" and employment opportunities.

A high growth rate of aboriginal residents is indicative of a high birth rate, which translates into a "young" population. According to Census Canada, 51% of the region's residents are 24 years of age or less and 33% are younger than 15 years of age. This means the four communities with a majority of Sahtu Dene can expect to see more people wanting work, housing and other forms of public infrastructure.

**Figure 1: Population Distribution in the Sahtu - 1991**



*Source: 1991 Census - DLAND Community Database*

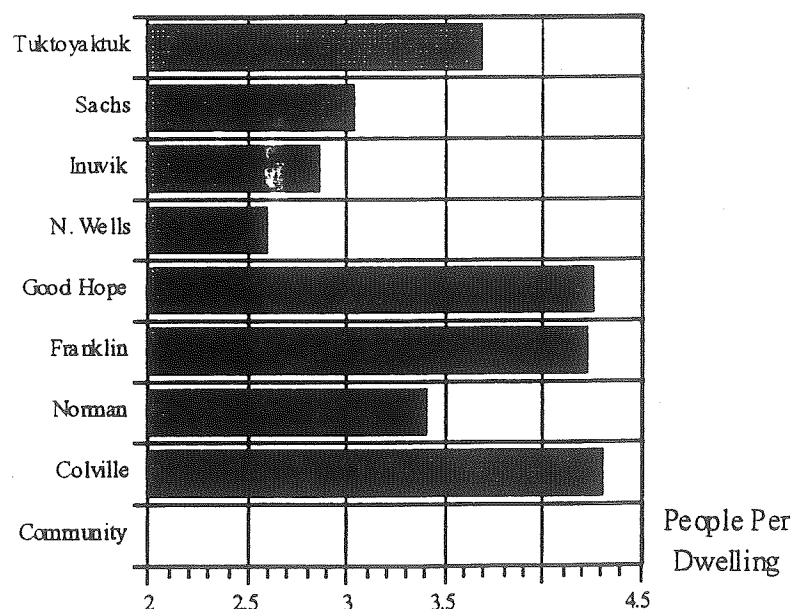
# Community Dwellings

During the 1991 Census, information was collected on the number of dwellings in every community. Dwellings refer to any place where people live and all the following examples would count as a single dwelling:

- one bedroom apartment;
- four bedroom government house
- an old public housing unit.

One obvious problem with the measure is that all these vastly different types of houses are treated the same, even though they are vastly different in quality, size and standards. Even so, the measure provides a good indication of overcrowding or poor housing conditions between similar communities. What we find in the Sahtu Region is that the Dene communities have among the highest number of people per dwelling, even compared to other aboriginal communities in the region. Only Paulatuk has more people living in each dwelling than the Sahtu communities. Part of this "crowding" may be explained by large families, but more likely indicates a need for housing investment within the region. The following graph highlights the differences between select communities.

**Chart 2: People Per Dwelling**  
Select Communities in the Inuvik Region



## Section Three - Income Levels

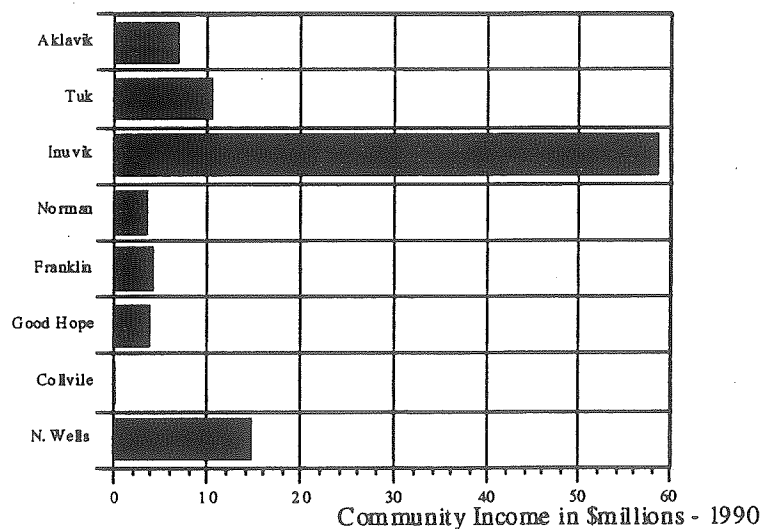
### Shortcomings of Community Income Data

Income statistics are available on an annual basis for communities in the Sahtu from Revenue Canada. Although these statistics ignore or miss some traditional sources of income, they do provide good indication of community welfare. People with more money in their pockets have more options and can purchase the goods and services. However, it is useful to remember these statistics only measure earned income. This means the benefit of living in a NWTHC Northern Rental unit or low income house is not counted. Considering that rent in the NWT can amount to more than \$1,500 per month plus utilities, this subsidy can amount to a significant benefit.

Aside from missing the benefit of subsidized housing, income statistics also ignore the contribution of:

- Hunting and fishing income (sales and domestic use);
- Traditional clothing and crafts;

Chart 3: Community Income (\$ Millions)



Source: Revenue Canada, Income Statistics

### Income Data on Sahtu Communities

The statistics show residents of the Sahtu, especially those in traditional communities, have limited opportunities. Wealth and jobs are concentrated in Norman Wells. Within the Inuvik Region this concentration is extended to include the community of Inuvik. At the tribal level, Norman Wells accounts for \$19.4 million or 44% of all regional income leaving only 56% for the remaining communities. This share is far less than their 77% share of the population.

It should be noted that wealth is not only an indicator of welfare or living standards, but also a measure of opportunity. If people have money to spend, new businesses can start and prosper. Given the limited incomes in the four traditional Sahtu communities, few opportunities for employment are likely to develop from local markets.

### The Tax or Revenue Base

Communities cannot provide the needed level of goods and services without access to revenues. Although most governments in the NWT rely on transfer payments of one form or another, the level of assistance and the services communities are able to provide their residents, has declined significantly with restraint measures and reduction to community transfers.

As can be seen by the level of incomes, people in smaller communities cannot afford property taxes or other forms of taxation. In 1990, the 4 Sahtu Dene communities contributed about \$1.5 million in taxation. This compares to over \$3 million paid by residents of Norman Wells and almost \$11 million paid by Inuvik's residents.

Table 2: Income Levels

Community	1990 Tax Returns	% of Population Filing	Average Incomes	Per Capita Income
Colville Lake	20	35	12,900	4,607
Fort Franklin	260	47	16,208	7,675
Fort Good Hope	270	45	14,526	6,569
Fort Norman	190	51	18,279	9,411
Norman Wells	370	76	40,168	30,834

Source: Revenue Canada

## Average Incomes

Average incomes measures the earning of working people. This does not factor in population or rate of unemployment, and it is entirely possible for a community to have only a few people working, yet have high average incomes if those people are teachers or other public service professionals. This type of bias is most evident within smaller aboriginal communities where few people work except for teachers, administrators and other well paid government or public sector employees.

With this limitation in mind, average incomes are useful for measuring wages between similar communities. We can see from the data that workers in Norman Wells are the second highest paid in the NWT with average wages of \$40,168. In Yellowknife the average income is \$39,031 with the highest average income in Nanisivik at \$53,505. On the other hand, Colville Lakes average income is the 3rd lowest in the NWT and by far the lowest in the Inuvik Region.

## Per Capita Incomes

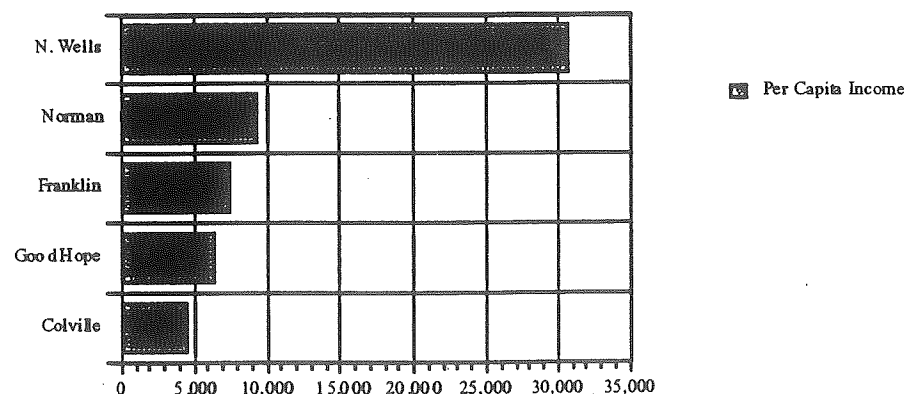
In many ways, per capita incomes are the most accurate indicator of community economic health. By looking at incomes over the entire population, and not just at people working (like average incomes), per capita incomes measure participation in the wage economy as well as family wealth. However, per capita incomes can be skewed if, for example, a community has a large transient population, a large percentage of which is working in the wage economy. This would be the case in a community like Norman Wells.

In fact, we find little differences between per capita incomes in the community of Norman Wells and its average income. This means a large percentage of the population is working, and working for a high wage.

On the other hand we find large gaps between per capita and average incomes in most of the other Sahtu communities. For example, in Colville Lake per capita incomes are only \$4,600 per year, about 1/3 of the average income. This likely means two things:

- few people are working; and,
- those working are getting low wages.

**Chart 4: Per Capita Income by Community**



## Section Four - Social Assistance

Social Assistance programs are in place to ensure all people have the basic necessities of life. Between 1985 and 1991 social assistance transfer payments to the Sahtu region increased by 55% reaching a total of the \$1.12 million. The social assistance program is available to individuals with a variety of needs. In 1990, the Department of Social Services provided a total of \$22 million in assistance to N.W.T. residents for the following reasons:

- 38% to people who were seeking employment. This probably shows some individuals have been unable to find work for quite some time and cannot qualify for Unemployment Insurance benefits;
- 20% to people requiring income supplements. This likely means that those who are working can find only lower paying or seasonal jobs and still require supplements;
- 15% to people in poor health. It is likely that a portion of these people are elderly and are not in the labour force.
- 16% to parents with dependent children. This is to be expected with the region's high birth rate.

An examination of statistics within the region reveals some interesting conclusions. Consistent with employment and income figures, social assistance to unemployed individuals in Norman Wells account for only 3% of the regional total. On the other hand, social assistance to the unemployed in Fort Norman, Fort Good Hope, Fort Franklin and Colville Lake account for a staggering 97% of social assistance to individuals unable to find work in the Sahtu region.

Another measure of a community's dependence on social assistance is the ratio of social assistance to earned income - a calculation of how much social assistance has been provided for every dollar earned. For example, for every dollar of earned income in Colville Lake, there is \$3.91 paid in social assistance. This situation contrasts sharply to Norman Wells where every dollar of earned income, only 3 cents is paid in social assistance.

**Table 3: 1990 Social Assistance Payments**

	\$ Social Assistance Unemployed	Total \$ Social Assistance	Per Capita Social Assistance	Ratio of Social Assistance to Earned Income
Norman Wells	\$9,930	\$36,968	\$21	\$0.03
Colville Lake	21,727	63,026	388	3.91
Fort Norman	28,295	121,228	77	0.39
Fort Franklin	130,689	282,512	238	0.77
Fort Good Hope	159,828	618,892	268	1.52

*Source: GNWT Department of Social Services*

# Section Six - Employment and Education

The 1989 NWT Labour Force Survey published by the Bureau of Statistics confirms the smaller traditional communities offer few opportunities. The regional workforce is 937. Sixty-two percent of those individuals live in Fort Good Hope, Fort Norman, and Fort Franklin. The survey indicates that 288 people would like jobs, but have been unable to find employment. Of those looking for work, 88% live in communities outside Norman Wells.

**Table 4: Workforce Participation**

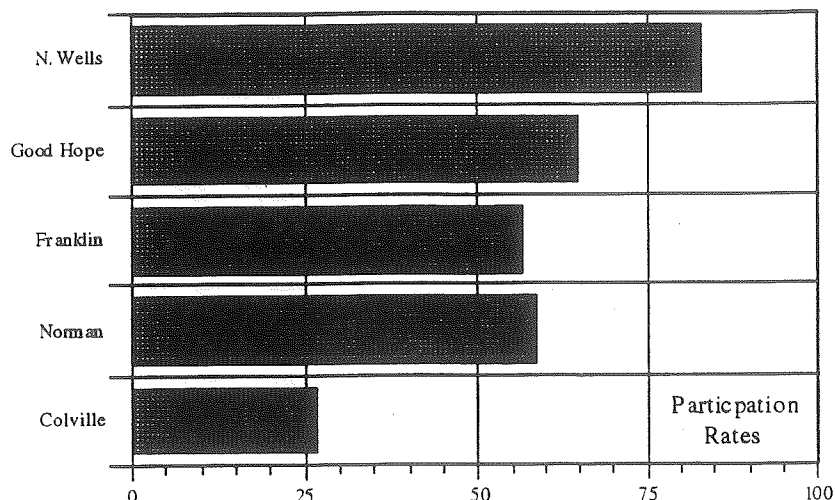
	Persons 15 and over	Employed	Unemployment Rate	Job Wanted
Norman Wells	391	304	7	35
Colville Lake	45	11	8	20
Fort Norman	254	128	14	53
Fort Franklin	375	149	30	83
Fort Good Hope	364	195	18	97

*Source: 1989 Labour Force Survey, Bureau of Statistics*

When looking at the employment and unemployment there are a variety of statistics we can use. Each of these tells us something about the community. The most common statistic is unemployment. Official unemployment rates focus on those people actively looking for work but unable to find it. They do not count people who could work, but are either harvesting food for the family, are home with children, or have simply given up looking for work.



Chart 5: Workforce Participation Rates



Looking at unemployment rates we find that the richest communities also have the lowest unemployment. Surprisingly, we also find the poorest community (in terms of dollars), Colville Lake, also has the lowest unemployment. This is a common paradox in the NWT. Many smaller communities with low incomes and few people working actually have low unemployment. In fact, these communities live a more traditional life style, and many people don't want to work at a salary job. They prefer to pursue traditional pursuits like hunting, fishing and trapping, and they simply have no time to take a job, even if one existed. At the same time, there are few wage opportunities to entice them from traditional activities. Refer to Table 4 for further unemployment data.

The second statistic, participation rates, tells us something about the communities employment participation. In a community like Norman Wells the participation rate is very high. This means that almost everyone over the age of 15 is either working or looking for work. On the other hand, in Colville Lake we find a participation rate of slightly more than 25%. This means that only 1 in 4 people wants a job in the wage economy.

In fact, in most Dene communities the participation rate seldom exceeds 60%; this compares to over 80% in almost all non-aboriginal communities. The primary reason for lower participation is the traditional lifestyle. Many prefer hunting and trapping to the wage economy. A second reason for lower participation rate is the family structure. Many Dene people have larger families making it less practical for both members to work. Third, many communities lack day care facilities and have limited employment options.

Other important information can also be drawn from the table. A high number of employed people means large markets and significant secondary opportunities. It should be noted that there are people not looking for work, but willing to work if the right opportunity existed.

Even though there are individuals in the Sahtu region who are ready and willing to enter the workforce, their expectations, and indeed their need, for employment could not be adequately met. Labour force data shows that across the Territories 42.8% of the aboriginal working age population has less than Grade 9 education compared to 1.7% of non-aboriginal people. There is the same variation in unemployment rates between highly educated and less educated individuals. For example, university educated individuals have an unemployment rate of 1.0% and individuals with Grade 8 or less have a 33% rate of unemployment.

**The major constraints to socio-economic development in the region very clearly are the existing inadequate levels of education and training of community residents and the absence of meaningful employment opportunities.**

## **APPENDIX F**



**IMPLEMENTATION PLAN  
FOR THE  
MACKENZIE HIGHWAY EXTENSION**

**DEPARTMENT OF TRANSPORTATION  
GOVERNMENT OF THE NORTHWEST TERRITORIES  
JULY 1992**



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## EXECUTIVE SUMMARY

On June 16, 1992, the Government Leader announced "the government will be completing the Wrigley extension as the first leg of the Mackenzie Valley Highway. The focus of this pilot project will be local involvement and innovative training projects to get people off social assistance and into the workforce."

The Department plans to complete the highway to Wrigley by 1994/95. This document presents an implementation plan for the extension of the Mackenzie Highway between Wrigley and Inuvik, starting in 1995/96.

**THE PROJECT** - The proposed highway between Wrigley and Inuvik is 804 km long. The route of the proposed highway is shown in Figure 1. It is recommended that construction be spread over 20 years with an average of 40 km of road built each year. Construction costs will be in the order of \$25 million annually for a total cost of \$500 million, in 1992 dollars. This project will be the biggest project ever undertaken by the Government of the Northwest Territories.

As sections of the highway are completed, additional operations and maintenance work will be created each year until completion of the highway, when \$8 million dollars will be spent annually on these activities.

**COMMUNITIES** - This project will directly affect 5 communities: Wrigley, Fort Norman, Norman Wells, Fort Franklin and Fort Good Hope. Five additional communities in the region can be expected to benefit from the work: Fort Liard, Fort Simpson, Inuvik, Arctic Red River and Fort McPherson.

The 1989 labour survey indicates that, in aggregate, these communities had 1,000 unemployed people who were interested in working. Over the next 15 years an additional 2200 people will potentially enter the work force.

**BENEFITS** - Maximizing local and regional employment, economic benefits and social benefits is a primary objective of this project. Spreading expenditures over 20 years is considered optimum. Accelerating the completion would require increased use of southern resources and would reduce local and regional participation. Taking any longer would defer the benefits of the completed highway too far into the future.

The NWT Bureau of Statistics has used the NWT economic model to predict that, at an annual expenditure level of \$25 million, this project will generate 174 direct and 75 indirect person years of employment in the NWT each year. Preliminary analysis of construction schedules confirms the direct full-time jobs figure and suggests that 300 to 400 seasonal construction jobs would be created.

The project organization will take a very active role in managing the marketplace. Existing training, employment and business development programs will have to be well integrated with construction planning and contracting. A substantial administrative effort will be required to coordinate all parties and programs.

This proposal also recommends that the project organization offer its seasonal employees a form of co-op education, which allows time each year for:

- working or receiving on-the-job training;
- formal training leading to certification; and
- traditional activities.

If all applicable programs are fully utilized, the federal government could effectively fund 85% of the payments made to co-op participants.

**FINANCING** - A large portion of the funding will have to be found from sources outside the Department of Transportation. Therefore, the Department is proposing a number of strategies for obtaining financing as the first phase of a detailed implementation plan. The most likely scenarios involve the GNWT providing some funds, from a combination of sources, and the federal government providing matching or over-matching funds. See Figure 2 for details.

A reasonable target for federal funding is \$19 million annually, representing 75% of the capital cost of the project. However, federal funds are not assured and considerable effort will be required to persuade the federal government to provide new funds.

**DETAILED IMPLEMENTATION PLAN** - In addition to maximizing economic benefits and obtaining financing, the Department will develop a detailed implementation plan for:

- designing a consultation process which provides the people of the Mackenzie Valley with real influence in the decision making process;
- completing engineering and design work;
- guiding the project through the environmental review and regulatory processes; and
- designing an effective organization and process.

**PROPOSED ACTIONS** - Over the next nine months, the efforts will be concentrated on investigating and securing financing, and conducting initial work on community consultation, maximizing local economic benefits, environmental assessment and engineering.

If sufficient financing can be found, Cabinet will be asked in June 1993, to approve the preparation of the detailed implementation plan over the fiscal years 1993/94 and 1994/95.

The project office will be moved to one or more communities in the Mackenzie Valley in April, 1994.

Training of local residents will be conducted in the summer of 1994 to provide continued momentum, following completion of the highway between Fort Simpson and Wrigley, and to pilot the project's operations. Construction on the highway will start in the summer of 1995.

See Figure 3 for a summary of proposed activities and costs.

## **CONCLUSIONS**

Building a road from Wrigley to Inuvik is feasible and is a powerful means for furthering the economic and social aspirations of the people of the Mackenzie Valley.

If the federal government can be persuaded to provide the majority (75%) of the required funding, a significant amount of new funds can be brought into the Northwest Territories as a result of this project.

A concentrated effort is needed to investigate and secure federal funds. Resource requirements for carrying out these activities are 1 PY and \$105,000 over the next nine months.

Initial planning and research will take place concurrently with the financing activities. Resources requirements for initial planning and research activities are 2 PY's and \$150,000 over the next nine months.

A detailed implementation plan will be developed, once financing has been secured and Cabinet has given final approval to proceed.

## **RECOMMENDED DECISIONS**

It is recommended that Cabinet:

1. Direct the Minister of Transportation to pursue the financing strategies outlined in this proposal;
2. Approve the implementation plan in principle;
3. Provide the \$255,000 and 3 PY's required to pursue the funding strategies and conduct initial planning and research activities; and
4. Direct the Minister of Transportation to return to Cabinet in June of 1993 with a report on the prospects for financing the project.



# Mackenzie Highway Extension

This is a black and white aerial photograph of a coastal region. A road, labeled 'Cape Barrow', runs diagonally across the frame. To the right of the road, there is a building with a gabled roof. The surrounding area appears to be a mix of land and water, with some vegetation visible on the left side. The image is somewhat grainy and has a high-contrast appearance.



**Mackenzie Highway Extension Project**  
**Potential Financing Arrangements**  
for Raising an Annual Target of \$25 million  
(\$ 000)

	Scenario One (75% federal funding)		Scenario Two (50% federal funding)		Scenario Three (25% federal funding)	
	Percent	Dollars	Percent	Dollars	Percent	Dollars
Government of the Northwest Territories						
Department of Transportation	15	3,750	30	7,500	30	7,500
Reallocation of Social Assistance	2	500	2	500	2	500
Reallocation from other GNWT programs	3	750	13	3,250	38	9,500
	20	5,000	45	11,250	70	17,500
Training and employment Programs	5	1,250	5	1,250	5	1,250
Federal Government Matching funds	75	18,750	50	12,500	25	6,250
Total	100	25,000	100	25,000	100	25,000

Figure 2

## Mackenzie Highway Extension Project Summary of Activities

Stage	Time-Frame	Activities	Resources Required	
			PY's	O&M (\$)
1	Sep/92-Mar/95	Complete construction of Wrigley Extension including the Camsell Bend ferry, at a capital cost of \$5.4 Million.	Approved	
		Operation and maintenance of Wrigley Extension and ferry at a cost of \$2.5 million annually.	Approved	
		O&M training program in ferry and highway operations.		
2	Sep/92-Jun/93	Investigate and secure financing for the Mackenzie Highway Extension project from Wrigley to Inuvik.	1	105,000
		Perform initial work on consultation, engineering, maximizing economic benefits, and environmental assessment.	2	150,000
	Jun/93	Decision by the GNWT to proceed with the project. The scale and scope of the project to be determined by the funding obtained.		
3	Jun/93-Apr/95	Prepare a detailed implementation plan, including financing arrangements, consultation with communities, the planning of construction, maximizing of economic benefits, environmental assessment, and regulatory approvals.	9	1,660,000 (annually)
4	May/95 onward	Begin construction of highway from Wrigley to Inuvik. Staff required for consultation, training, environmental assessment and general administration.	9	1,660,000 (annually)
5	May/96 onward	Ongoing operations and maintenance activities. Each year an average of 40 kilometres will be added to the length of the road which must be maintained.		400,000 (annual increment)

Figure 3





## **1.0 INTRODUCTION**

### **1.1 Purpose of the Proposal**

The extension of the Mackenzie Highway from Wrigley to Inuvik was one of the initiatives announced by the Government Leader on June 17, 1992.

The purpose of this proposal is to:

- allow Cabinet to consider the implications of the Mackenzie Highway Extension project;
- request approval in principle for the implementation plan; and
- request the authorization and funds required to proceed with financing strategies and initial research.

### **1.2 Description of the Project**

The Mackenzie Highway Extension project, as envisioned in this proposal, refers to the 804 kilometres of road between Wrigley and a point on the Dempster Highway 40 kilometres south of Inuvik.

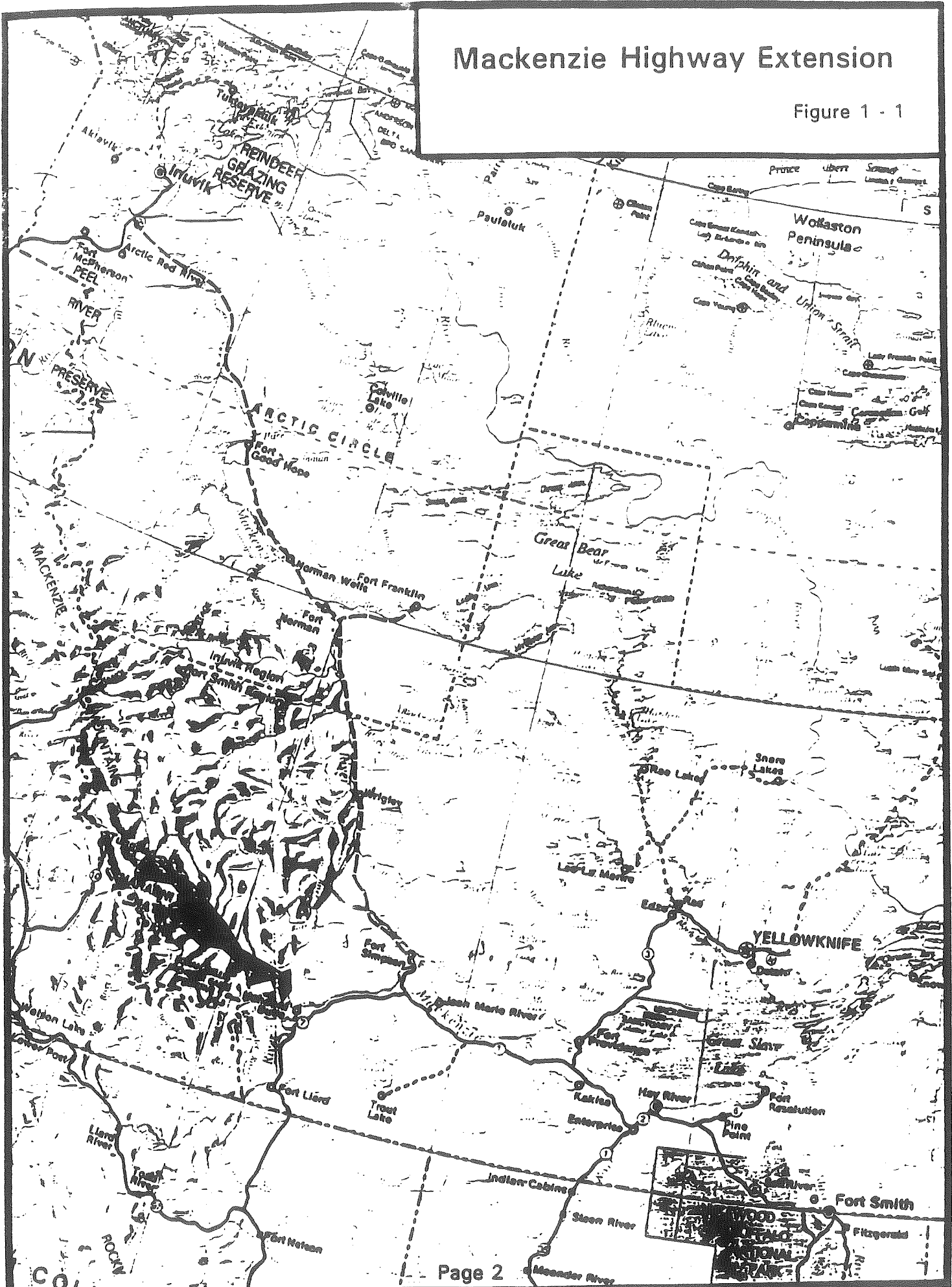
This project is designed to provide continued construction work once the section of highway between Fort Simpson and Wrigley has been opened in 1994.

This proposal does not include the road from Fort Franklin to the Mackenzie Highway, although this section could be added.

See Figures 1-1, 1-2 and 1-3 for maps of the proposed project.

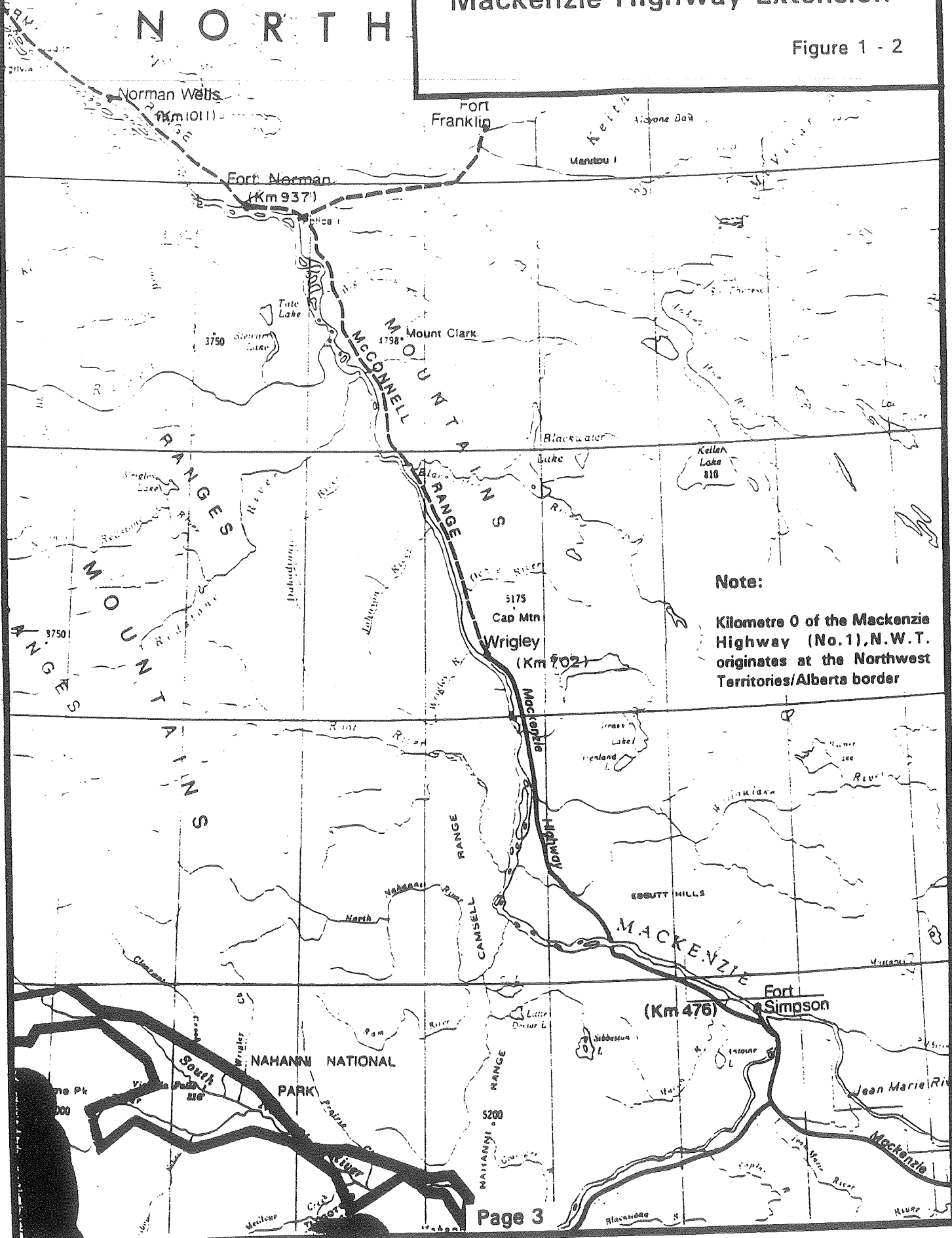
# Mackenzie Highway Extension

Figure 1 - 1



# Mackenzie Highway Extension

Figure 1 - 2

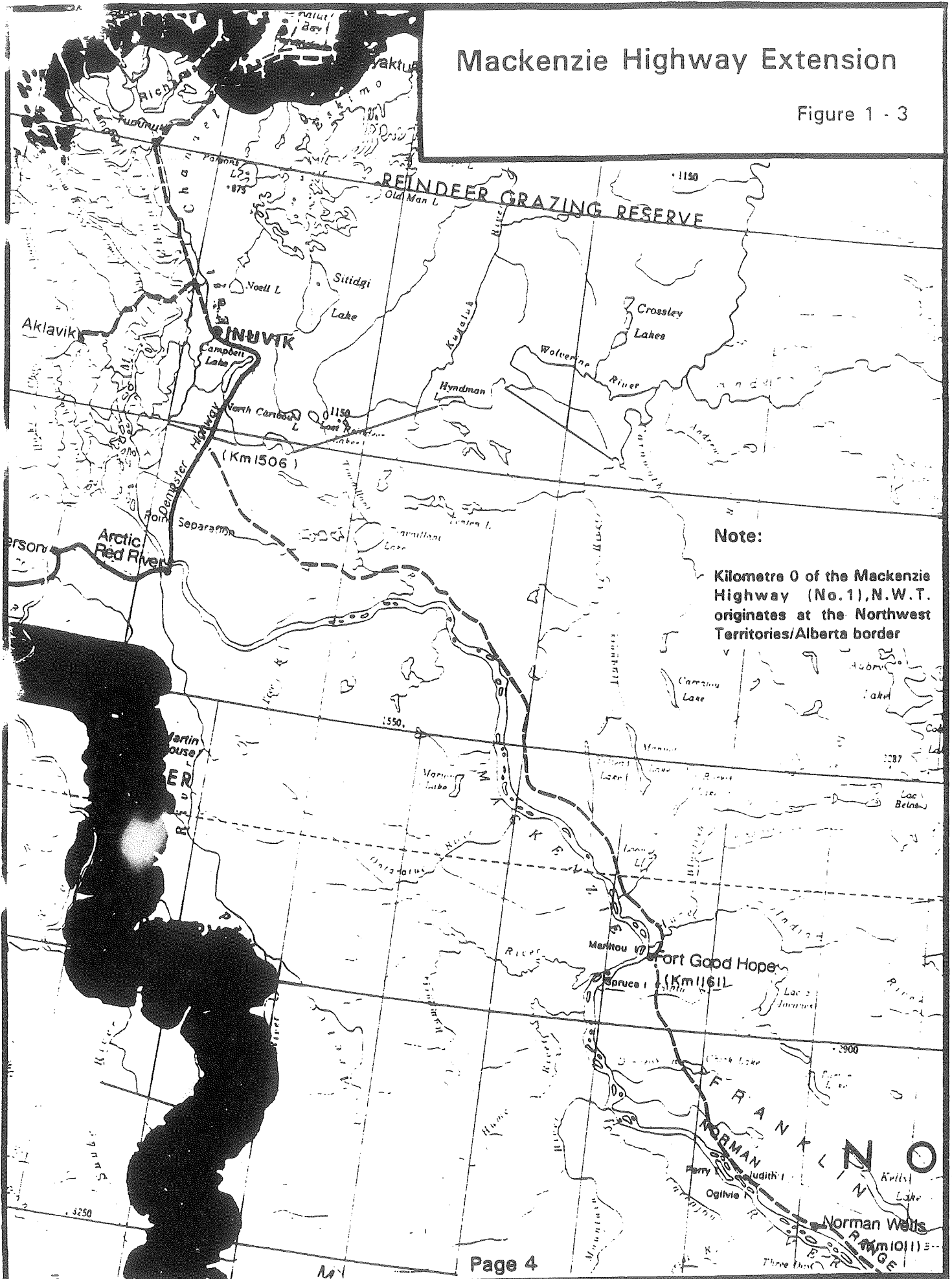


## Note:

Kilometre 0 of the Mackenzie Highway (No. 1), N.W.T. originates at the Northwest Territories/Alberta border

# Mackenzie Highway Extension

Figure 1 - 3



### 1.3 Scope of the Implementation Plan

The implementation plan focuses on the planning and preparation activities that will have to be undertaken prior to construction.

Preliminary analysis and work plans are provided to deal with the following groups of issues:

- obtaining financing;
- consulting the people of the Mackenzie Valley;
- planning for engineering, construction and logistics;
- maximizing the economic benefits to the local and regional communities;
- assessing environmental impact and complying with the regulatory and approval processes; and
- implementing an effective organization and process.

## 2.0 BACKGROUND AND APPROACH

### 2.1 History and Status

The federal government announced in 1972 that the Mackenzie Valley Highway would be extended from Fort Simpson to Inuvik. Extensive survey, environmental and design work was carried out over a six year period ending in 1976.

Actual construction of the highway was halted in the summer of 1977 at a point 18 kilometres south of Wrigley. The remaining 18 kilometres was completed in the early 1980's. Currently, the highway route is used as a winter road as far north as Fort Good Hope.

The highway will be upgraded to all-weather status between Fort Simpson and Wrigley with the addition of a bridge, a ferry crossing, and some gravel surfacing work. This work will be completed during the summers of 1993 and 1994 at a cost of \$5 million, and funded from within the current capital program.

Following the termination of construction activities in 1977, design work for the remainder of the extension was consolidated into a volume of provisional contract packages. These packages contain detailed plans and specifications for 23 grading contracts which could be tendered with only minor updating.

Detailed design work for bridges, culverts and other structures is not as advanced and would have to be completed.

Design specifications used for the highway meet NWT standards for a Rural 90 kmph highway.

Extensive environmental studies were conducted prior to the termination of construction, however, substantial new environmental work will likely be required to ensure that assessment information is current.

## 2.2 Stages

In this proposal, work on the Mackenzie Extension project is broken down into five stages, as follows.

<u>Stage</u>	<u>Description</u>	<u>Actions</u>
1.	Completion of the road to Wrigley	Construction, training and maintenance
2.	Pursue financing and initial research	Carry out financing strategies and proceed with initial planning and research activities
	Decision to proceed with the project	Prepare Cabinet and FMB submissions
3.	Detailed implementation planning	Conduct the necessary consultation
		Determine how the highway will be built
		Implement strategies for maximizing local and regional economic benefits
		Conduct environmental assessments and obtain approvals
		Determine how best to organize and manage the project
4.	Construction	Construction, training, administration and monitoring
5.	Operations	On-going maintenance, etc

The detailed implementation plan will specify how the construction and operations activities will take place and how much they will cost.

### 2.3 Sections of the Highway

Construction of the highway will take place a section at a time. The specific order for construction will be determined by a combination of consultation, logistical and benefit payback considerations.

There will be a separate cycle of planning and preparation activities for each section of the highway.

### 2.4 Key assumptions

#### **Financing**

Funding of \$25 million per year can be found. Funding for the project will be less in the early years of the project and will build to a plateau in the middle years.

The federal government will provide a significant portion of the funding required.

Training and employment programs can be used to fund some of the project's activities.

#### **Consultation**

There is public support to build the road.

The people of the Mackenzie Valley will have a meaningful role in the decision making process.

#### **Planning of Engineering, Construction and Logistics**

Approximately 40 kilometres of road will be built each year over a 20 year period.

Construction of the road will start in the summer of 1995, after the completion of the road to Wrigley in the summer of 1994.

Work on the road will proceed simultaneously at several locations.



### **Maximizing Economic Benefits**

Spreading construction over 20 years will optimize the local absorption of economic benefits, create sustained economic activity, and result in viable local businesses.

Training, business development and contracting activities will be integrated in a highly planned economic process; which will, in certain cases, by-pass the marketplace and the normal contracting procedures.

Training, employment and business development programs will be actively managed on a client-by-client basis to ensure that the maximum benefits are extracted from these programs.

### **Environmental and Regulatory**

The impact review process will take place in stages, with an overview initially and detailed reviews on each section of the highway as the sections are built.

A statement of environmental principles or guidelines will be adopted.

There will be some latitude for the highway organization to take a lead role designing an acceptable review process, which will help simplify and shorten the process.

### **Organization and Process**

The 20 year time-frame for this project will require an organizational form which will provide a sustained and focused effort.

Additional resources for conducting this project will be added gradually as the project progresses.

### 3.0 ISSUES AND ACTIONS

#### 3.1 Introduction

Each group of issues is analyzed in the following fashion. A listing of the important issues is given, the results of the preliminary analysis are presented, and the proposed methods, resources and work plans are set out.

## 3.2 FINANCING

### 3.2.1 Issues

The important issues related to financing are as follows:

- determining how the federal government can be persuaded to contribute to the project;
- determining the extent and methods of funding from within the GNWT;
- taking maximum advantage of training, employment and business development programs;
- determining the benefits, cost savings and additional revenues that may be available as a result of the project; and
- developing strategies for obtaining funds.

### 3.2.2 Preliminary Analysis

Obtaining new money from outside the Northwest Territories is critical to meeting the objective of maximizing economic benefits. While the reallocation of GNWT funding may have some net benefits and will be required, the largest economic benefits will come from new federal funding.

#### **Federal Government**

##### Indian and Northern Affairs Canada

The primary source of new funding is the federal government. Indian and Northern Affairs Canada (INAC) currently retains the responsibility for new roads in the Northwest Territories. The problem with this situation is that INAC has:

- no budget for new roads;
- no organizational unit responsible for new roads; and
- little or no interest in new roads.

A joint effort at the political and civil service levels will be required if any funding is to be obtained through INAC.

#### Transfer of "New Roads" Responsibility to the GNWT

The responsibility for new roads could be transferred from the federal government to the territorial government. The main concern with this option is that the federal government may adopt a negotiating position based on the existing expenditure levels, which are currently nil.

On the other hand, the adoption of such a position by Canada may be considered so unreasonable that meaningful negotiations on the level of funding can take place.

The Transportation Strategy identifies a need for \$90 million per year for new road funding. The GNWT should determine in advance what minimum level of funding will be acceptable before the responsibility for new roads is assumed.

#### National Highway Policy

Adoption of the National Highway Policy by the federal government may also assist in freeing up funds for construction of the Mackenzie Highway North of Wrigley.

Under this Policy, a network of arterial highways connecting the various provincial and territorial capitals has been designated. It has been recommended that the major portion of the costs of upgrading this network to an acceptable standard, consistent with the traffic carried and its national status, should be assumed by the federal government.

The infrastructure needs on the designated system in the NWT, being the highway from the Alberta border to Yellowknife, amount to approximately \$300 million. If the National Highway Policy is implemented and the federal government contributes approximately 80% of the funds required to upgrade the route to Yellowknife, some of the funds now allocated for this purpose by the GNWT could be reallocated to the Mackenzie Highway extension. The reallocated funds could be in the order of \$5 to \$10 million per year over the next ten years. However, there is no definite commitment from the federal government for these funds at this time.

### **Funding from the Existing GNWT Base**

A number of potential funding sources exist within the GNWT, including:

- reallocation of funds from other projects within the current funding base within the Department of Transportation;
- reallocation of funds due to reduced social assistance payments as a result of increased employment and subsequent reliance on UIC versus social assistance;
- reallocation of funds from other GNWT programs; and
- increased tax rates on motive fuel.

Further research and analysis will be required to determine the feasibility, impact, and extent of the reallocations.

Each one cent a litre increase in the tax rates on motive fuels will result in approximately \$630,000 in additional tax revenues.

### **Training, Employment and Business Development Programs**

A wide variety of training, employment and business development assistance programs exist. Tapping the funding available from these programs will assist in defraying the costs of the Extension project.

This project would use primarily federally funded programs.

Funds are potentially available for both planning and construction work. The contribution of this funding option could range from \$1 to \$2 million each year, but further study is required to confirm this.

### Other Options

Other potential sources of funding exist and, to varying extents, warrant additional consideration. These options include:

- interest free loans from the federal government;
- a capital endowment fund; and
- private sector funding, to the extent the new highway has a direct impact on major resource developments.

These options are possible, but less likely than other alternatives.

#### 3.2.3 Methodology

Each of the options or groups of options listed above can be pursued as a separate strategy. This approach may provide useful information regarding the prospects for success with each of the potential contributors.

The best method may be a strategy which combines the various funding options and solicits federal funds on a matching or over-matching basis. Such a strategy is quite flexible and could be used to leverage whatever funds can be found from GNWT or northern sources.

An optimistic scenario comprised of 75% federal funding and 25% territorial funding would provide solid financing for the project. A 50% federal contribution would also provide substantial assistance and allow the project to go ahead. A pessimistic scenario involving only 25% federal funding would require a re-evaluation of the project.

Figure 3-1 illustrates the funding contributions anticipated under these three scenarios, using the combined strategy.

The funding strategies will be carried out as the first stage of the implementation plan. The Department will have an understanding of the funding prospects by May, 1993, even if detailed negotiations with the federal government continue for several years.

**Mackenzie Highway Extension Project**  
**Potential Financing Arrangements**  
for Raising an Annual Target of \$25 million  
(\$ 000)

	Scenario One (75% federal funding)		Scenario Two (50% federal funding)		Scenario Three (25% federal funding)	
	Percent	Dollars	Percent	Dollars	Percent	Dollars
Government of the Northwest Territories						
Department of Transportation	15	3,750	30	7,500	30	7,500
Reallocation of Social Assistance	2	500	2	500	2	500
Reallocation from other GNWT programs	3	750	13	3,250	38	9,500
	20	5,000	45	11,250	70	17,500
Training and employment Programs	5	1,250	5	1,250	5	1,250
Federal Government						
Matching funds	75	18,750	50	12,500	25	6,250
Total	100	25,000	100	25,000	100	25,000

Figure 3-1

Identifying and securing the funds for the project will require 50% of the time of a project coordinator and 50% of the time of an administrative assistant. Other O&M funds are required for travel and for support of the financing negotiations. Total costs to the end of May, 1993 are expected to be \$255,000.

A work plan for financing activities is set out on the following pages.

A combined schedule for all planning and preparation activities is shown in Figure 5-1.



## 3.2.4

## WORK PLAN - FINANCING

PHASES	DESCRIPTION	TASKS	OUTPUTS
Phase 1	Research and Analysis	<ul style="list-style-type: none"> <li>● Identify and review any relevant documentation for each funding source</li> <li>● Meet with appropriate program staff to identify specific funding opportunities</li> <li>● Identify the actions and strategy required to realize funds from each source</li> <li>● Develop detailed estimates for each strategy's potential contribution</li> <li>● Prepare briefing notes on each strategy</li> </ul>	<ul style="list-style-type: none"> <li>● Briefing notes on each funding strategy</li> <li>● Summary of potential contributions</li> </ul>
Phase 2	Initial Contacts	<ul style="list-style-type: none"> <li>● Meet with Steering Committee to determine which strategies to pursue</li> <li>● Confirm or revise the actions required for each strategy</li> <li>● Make initial contacts at the bureaucratic level and request funds</li> <li>● Review and summarize responses</li> </ul>	<ul style="list-style-type: none"> <li>● Revised Strategies</li> <li>● Summary of responses</li> </ul>
Phase 3	Identify GNWT Funding	<ul style="list-style-type: none"> <li>● Identify potential reallocations from within Transportation</li> <li>● Meet with departmental management to determine which reallocations to propose</li> <li>● Identify other specific sources of GNWT funding</li> <li>● Develop analysis supporting the transfer of funds from specific GNWT sources</li> <li>● Prepare Cabinet/FMB submission requesting funds</li> </ul>	<ul style="list-style-type: none"> <li>● List of Transportation reallocations</li> <li>● Cabinet/FMB submission</li> <li>● Contingent approval for GNWT funding</li> </ul>

## WORK PLAN - FINANCING

PHASES	DESCRIPTION	TASKS	OUTPUTS
Phase 4	Identify Federal Funding	<ul style="list-style-type: none"> <li>• Meet with Steering Committee to review initial response and tailor combined strategy</li> <li>• Prepare briefing for Cabinet regarding actions to be taken at the political level</li> <li>• Obtain Cabinet feedback</li> <li>• Develop negotiating strategies and supporting material</li> </ul>	<ul style="list-style-type: none"> <li>• Combined funding strategy</li> <li>• Cabinet briefing</li> <li>• Negotiating strategy</li> </ul>
Phase 5	Negotiations	<ul style="list-style-type: none"> <li>• Carry out negotiating strategy</li> <li>• Support negotiating process</li> </ul>	<ul style="list-style-type: none"> <li>• Funding agreements</li> </ul>
Phase 6	Approval to Proceed	<ul style="list-style-type: none"> <li>• Prepare summary of financial commitments obtained</li> <li>• Prepare analysis regarding the adequacy of the funding base obtained</li> </ul>	<ul style="list-style-type: none"> <li>• Summary and analysis of financial commitments</li> </ul>

### **3.3 CONSULTATION**

#### **3.3.1 Issues**

The important issues related to consultation are:

- involving the people of the communities at an early stage;
- making decisions based on the wishes of the communities and the information it provides;
- coordinating plans with the wide variety of organizations that will have an interest in the Mackenzie Extension project;
- staying in contact as the project progresses; and
- communicating developments in a clear and relevant manner.

#### **3.3.2 Preliminary Analysis**

##### **The Communities**

The people that will be affected the most by the new road live in the communities of Wrigley, Fort Norman, Norman Wells, Fort Good Hope and Fort Franklin. These people should be meaningful partners in the development of this project. The community councils should be contacted first and consulted on all aspects of the project.

The objective is to work closely with these people over the life of the project. They should be participants in all important decisions.

The people in the nearby communities of Fort Liard, Fort Simpson, Inuvik, Arctic Red River and Fort McPherson will also be affected by the project, although to a lesser extent. These people should be participants in the training and business development processes. They should also be provided the opportunity to comment on any issues of concern to them.

It is proposed that the community councils be the primary contact for public consultation and participation in the decision making process.

## **Other Stakeholders**

A number of representative individuals or organizations exist, including;

- the local Member of Parliament;
- Members of the Legislative Assembly;
- band councils;
- land claim organizations;
- Pathways-to-Success boards;
- community based associations; and
- local entrepreneurs.

These parties will all be directly affected by the Mackenzie Extension project. It is proposed that these parties be consulted at an early stage to determine what role they would like in the consultation and decision making process.

A number of other organizations will be affected by the Mackenzie Extension project, including:

- federal government departments;
- territorial government departments;
- other governmental and regulatory agencies;
- Interprovincial Pipeline Co; and
- the NWT Construction Association.

The interest of these parties will relate to the coordination of plans and the satisfaction of regulatory requirements. It is proposed that these organizations be brought into the planning process at an early stage in order to coordinate government programs as much as possible and to minimize the overhead required to meet regulatory requirements.

## **Environmental and Regulatory Approval**

By designing a comprehensive consultation process, many of the regulatory aspects related to the environmental review process can be satisfied. Working closely with the communities and other representative groups will help shorten and simplify the requirements of the regulatory process.

## **Consultation Process and Organizational Form**

Initially, the consultation process should involve a tour by senior project personnel through all the affected communities. Discussions should be held to determine how the consultation process should work. As a result of these discussions, the consultation process and organizational form of the project could be further defined.

## **Timing**

Initial consultation should take place once funding has been secured and Cabinet has made a decision to proceed.

### **3.3.3 Methodology**

The tasks outlined in the Work Plan on the following pages are designed to produce a consultation process which the communities will be happy with and which can be used regularly for two-way communication on plans and current operations.

The intent is to provide project team members with the means for working with the people in the Mackenzie Valley.

Initial planning and preparation can proceed concurrently with financing activities. As soon as a decision has been made to proceed, the project should be announced and initial consultations should start.

Initial resource requirements can be met through the part time involvement of the coordinator and other project team members. Once actual consultations begin, a dedicated PY and Other O&M funds of \$200,000 will be required annually.

A combined schedule for all planning and preparation activities is shown in Figure 5-1.

### 3.3.4

## WORK PLAN - CONSULTATION

PHASES	DESCRIPTION	TASKS	OUTPUTS
Phase 1	Planning and Preparation	<ul style="list-style-type: none"> <li>● Identify who will be consulted</li> <li>● Identify members of consultation work team</li> <li>● Review methods of successful consultation processes used in the North</li> <li>● Determine methods to use for initial consultation</li> <li>● Develop consultation information and materials</li> </ul>	<ul style="list-style-type: none"> <li>● Initial consultation plan</li> </ul>
Phase 2	Initial Consultation	<ul style="list-style-type: none"> <li>● Announce project, communicate our intention to consult, and make the necessary arrangements</li> <li>● Hold 1st round of consultation meetings</li> <li>● Review and summarize feedback</li> <li>● Design consultation process and modify organizational design</li> <li>● Hold 2nd round of consultation meetings to communicate and confirm the process</li> </ul>	<ul style="list-style-type: none"> <li>● Summary of consultation comments</li> <li>● Proposed consultation process and organization</li> </ul>
Phase 3	Prepare for On-going Consultation	<ul style="list-style-type: none"> <li>● Estimate costs of the consultation process</li> <li>● Develop procedures and routines for collecting and disseminating information</li> </ul>	<ul style="list-style-type: none"> <li>● Consultation budget</li> <li>● Procedures for handling information</li> </ul>
Phase 4	On-going Consultation	<ul style="list-style-type: none"> <li>● Regular meetings to review up-coming developments and recent accomplishments</li> </ul>	<ul style="list-style-type: none"> <li>● decisions</li> <li>● presentations</li> <li>● answers to questions</li> </ul>

### **3.4 PLANNING OF ENGINEERING, CONSTRUCTION AND LOGISTICS**

#### **3.4.1 Issues**

The important issues related to engineering, construction and logistics are as follows:

- packaging and scheduling the required work in a fashion that will maximize the use of local labour and businesses;
- determining the number of workers and the skills required;
- determining which portions of the highway should be constructed first;
- ensuring that road and structure designs are cost effective and provide the best value possible;
- ensuring that road and structure designs meet environmental guidelines;
- determining the preconstruction and construction costs of the project; and
- determining the significant risks in undertaking this project.

#### **3.4.2 Preliminary Analysis**

Given the time available for preparing this proposal, the analysis work that has been done is preliminary. Based on the information currently available, the following assertions can be made with a reasonable degree of accuracy.

It is feasible to construct the highway over a period of 20 years. Project packages and schedules can be designed to maximize the use of local labour and businesses. The work can be tailored to fit the requirements of training, employment and business development programs.

Constructing an average of 40 kilometres of highway annually over 20 years is considered:

- optimum for maximizing economic benefits;
- reasonable in terms financing requirements; and
- feasible from the perspective of managing a long term construction project.

Figure 3-2 shows a number of scenarios indicating the rate of annual progress, the annual funding requirements and the overall time to complete.

Actual work could vary substantially from year to year depending on operational requirements.

By spreading the work over 20 years, the equivalent of 174 full time construction jobs would be created.

The work will be seasonal, and could potentially be managed to provide work for 300 to 400 people over the course of each year.

<b>Mackenzie Highway Extension Completion Options (1992 dollars)</b>		
<b>Years Required to Complete</b>	<b>Annual Progress (kilometres)</b>	<b>Annual Funding (\$ millions)</b>
50	16	10
30	27	16
20	40	25
10	80	50
5	160	100
<b>Total</b>	<b>804</b>	<b>500</b>

**Figure 3-2**

The need to reconstruct portions of the highway after 20 years and the operational requirements for maintaining the highway mean that a large portion of these jobs can be considered permanent.

The road from Wrigley to Fort Norman could be built in six years. Construction could start from both Wrigley and Fort Norman in order to help disburse the economic benefits and draw upon as many communities as possible.



It will be necessary to have at least four construction locations working on the road in any given year. This will help distribute economic benefits and keep workers close to their home communities.

The design work completed by the federal government is expected to provide good value. The GNWT Department of Transportation has reviewed this design work with a view to reducing costs through design changes and reduced standards.

The Department's review has identified that bridge standards can be reduced, from two lane to one lane, and road alignments can be changed, in order to achieve reasonable cost savings. Other cost saving measures were considered but did not result in an overall road design that represented good value.

In general, the concepts incorporated into the road and structure designs are environmentally sound. Some additional work can be expected to confirm this.

The total cost of construction is expected to be approximately \$500 million, in 1992 dollars. This estimate is based on a review of the existing design work and contract packages.

Figure 3-3 provides information on four comparable highway projects in the Northwest Territories.

Mackenzie Highway Extension Project Comparable Highway Projects				
Project	Year	Length (kilometres)	Construction Costs (\$ millions)	Cost per Kilometre (\$ millions)
Liard Highway	1978/82	254	126	0.5
Dempster Highway	1971/78	546	288	0.5
Wrigley Highway	1971/87	222	141	0.6
Yellowknife Highway -Reconstruction	1990/92	65	21	0.3
Mackenzie Highway -Proposed Project	1995/2015	804	500	0.6
Note - Costs have been converted to 1992 dollars				

There are two significant risks related to construction costs: the cost of local involvement, and the possibility of payments to land claim organizations.

The cost of the project could rise 10 to 20% as a result of the aggressive use of regional labour and businesses. Given the 20 year time-frame, it should be possible to mitigate any problems through monitoring, training and management assistance.

The payment of royalties for granular and construction materials could mean a substantial increase in the total project cost. Obtaining right-of-ways is not expected to pose a problem as the highway is contemplated in the Gwich'in land claim and land has been designated for it.

### 3.4.3 Methodology

Preconstruction work during the implementation planning stage will require 4 PY's at a cost of \$360,000 and Other O&M funding of \$300,000 in each of the two years prior to the start of construction.

Additional preconstruction work on later sections of the highway will take place as the project proceeds and will form part of the capital cost of the project.

The detailed implementation plan will phase in construction spending. In the initial years of construction, spending will be considerably lower than \$25 million.

A work plan for planning the implementation activities is set out on the following pages.

A combined schedule for all planning and preparation activities is shown in Figure 5-1.

#### 3.4.4 WORK PLAN - ENGINEERING, CONSTRUCTION & LOGISTICS

PHASES	DESCRIPTION	TASKS	OUTPUTS
Phase 1	Routing	<ul style="list-style-type: none"> <li>● Choose initial sections of road to work on</li> <li>● Confirm initial choice through the consultation process</li> <li>● Identify the tentative sequence for work on subsequent sections of the road</li> </ul>	<ul style="list-style-type: none"> <li>● Tentative schedule for the long term</li> </ul>
Phase 2	Forecasting Economic Demand	<ul style="list-style-type: none"> <li>● Estimate demand for labour and the specific skills that the project will require</li> <li>● Summarize demand for business services and products</li> </ul>	<ul style="list-style-type: none"> <li>● Detailed analysis of labour requirements</li> <li>● Summary of business services and products required</li> </ul>
Phase 3	Environmental & Regulatory Considerations	<ul style="list-style-type: none"> <li>● Review environmental soundness of existing designs with Planning Division</li> <li>● Design and cost mitigative measures, if required</li> <li>● Assist in meeting regulatory requirements, as needed</li> <li>● Participate in the consultation process, as needed</li> </ul>	<ul style="list-style-type: none"> <li>● Summary of design changes required, or design acceptability</li> <li>● Summary of mitigative measures and costs</li> <li>● Participation in regulatory and consultation processes</li> </ul>

## WORK PLAN - ENGINEERING, CONSTRUCTION & LOGISTICS

PHASES	DESCRIPTION	TASKS	OUTPUTS
Phase 4	Cost Estimates	<ul style="list-style-type: none"> <li>● Develop detailed cost estimates on the first section of the road</li> <li>● Develop cost estimates for the balance of the design and preconstruction work</li> <li>● Update cost estimates on the complete project</li> <li>● Conduct an additional review of alternatives which may lead to cost savings, including minor design changes and the use of fuel from Norman Wells</li> </ul>	<ul style="list-style-type: none"> <li>● Detailed cost estimates for initial section of the road</li> <li>● Cost estimates for design and preconstruction work by section</li> <li>● Cost estimate for total construction costs</li> </ul>
Phase 5	Complete Design Work	<ul style="list-style-type: none"> <li>● Complete final design and preconstruction work for initial section of highway</li> </ul>	<ul style="list-style-type: none"> <li>● Final designs and contract packages for initial section of road</li> </ul>
Phase 6	Coordinate Contract Packages	<ul style="list-style-type: none"> <li>● Redesign contract packages</li> <li>● Review labour requirements with training staff to integrate work with training and employment programs</li> <li>● Review contracting requirements with business development staff to integrate contract packages with development programs</li> <li>● Assist in developing a method for coordinating road work with training, business development and the use of UIC funding</li> </ul>	<ul style="list-style-type: none"> <li>● Tailored contract packages</li> </ul>

### **3.5 MAXIMIZING ECONOMIC BENEFITS**

#### **3.5.1 Issues**

The important issues involved in maximizing local and regional economic benefits are as follows:

- providing a sustained economic environment in which local businesses can grow and prosper, and which will allow the local workers to develop and maintain their skills;
- designing contract packages to accommodate the local workforce and local businesses;
- ensuring that the workforce is trained and has the skills necessary to participate in the project;
- ensuring that local businesses are developed and prepared to undertake the contract work available from the project;
- accessing training, employment, economic development and business development programs to the maximum extent possible;
- incorporating the work patterns and desires of the local communities; and
- retaining spin-off economic activity within the Northwest Territories to the extent possible.

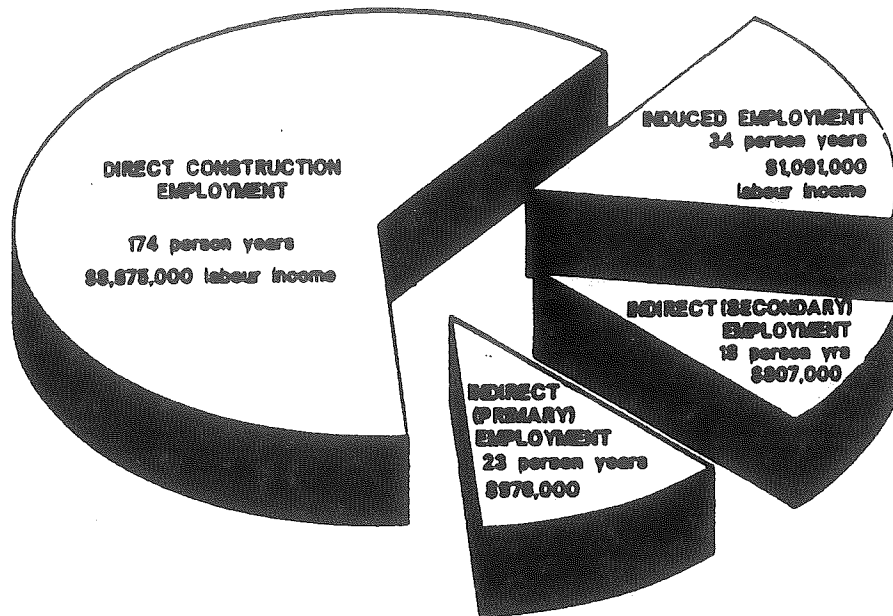
#### **3.5.2 Preliminary Analysis**

##### **Benefits of the Project**

The economic benefits of the Mackenzie Extension project have been estimated by the NWT Bureau of Statistics using a forecasting model of NWT economy. The details of the forecast are illustrated in Figures 3-4 and 3-5.

This economic model predicts that every dollar spent on the Mackenzie Extension project will generate \$1.24 of economic activity within the Northwest Territories.

## EMPLOYMENT AND LABOUR INCOME FROM \$25,000,000 OF HIGHWAY CONSTRUCTION



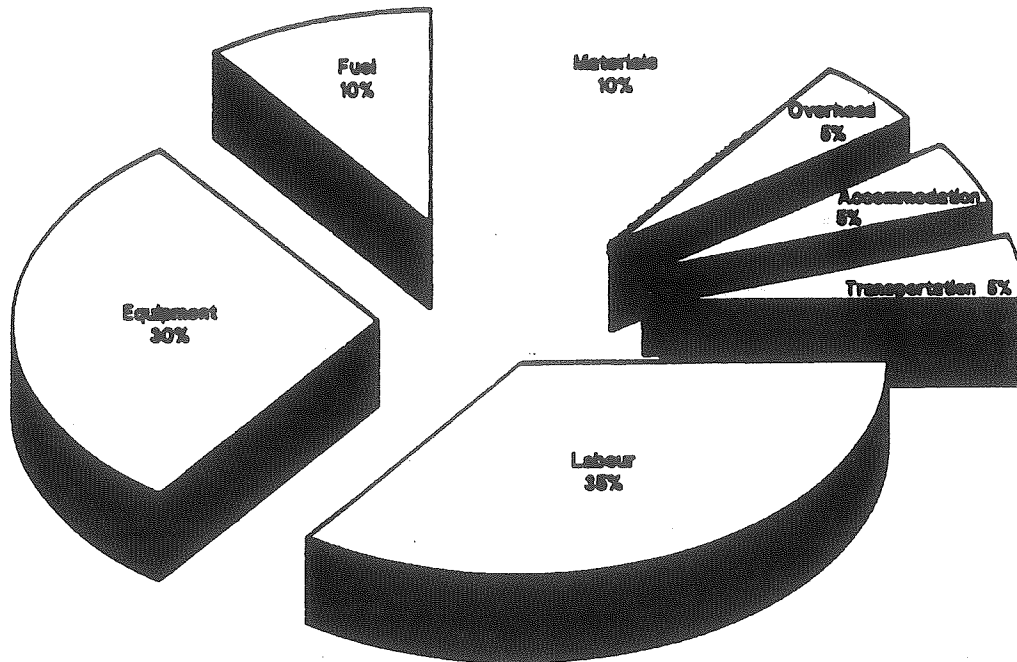
**Total Employment 249 person years  
Total Labour Income \$11,549,000**

### NOTES:

1. **DIRECT CONSTRUCTION EMPLOYMENT** Includes all "on the job" personnel required to construct the highway such as skilled heavy equipment operators, clerical staff, survey staff, engineering and supervision personnel, etc. An estimated 75% of these person years would be from the Northern Labour Force.
2. **INDIRECT (PRIMARY) EMPLOYMENT** Includes personnel required to provide services or goods which go directly into the project.  
**INDIRECT (SECONDARY) EMPLOYMENT** Includes personnel required to produce/wholesale goods and services which are one step removed from the project. All are from the Northern Labour Force.
3. **INDUCED EMPLOYMENT** Includes personnel required to provide goods and services purchased by households using income from direct and indirect employment. All are from the Northern Labour Force.
4. As highway construction is seasonal, a direct labour force of 300 to 400 would be required during construction periods.

Figure 3-4

## MACKENZIE HIGHWAY EXTENSION INPUT COMPONENTS



### NOTES:

1. Existing equipment from Northern sources would make up 40% of the total equipment requirement.
2. The Northern Labour Force would make up 75% of the total direct labour requirement.
3. 50% of the fuel requirement for construction would be produced in the N.W.T.
4. Almost all of the material requirements for construction would be produced outside the N.W.T.

Figure 3-5

The model also estimates that, based on annual expenditures of \$25 million, the Mackenzie Extension project will create 174 direct person years of employment and an additional 75 indirect person years of employment each year.

As the construction work is seasonal, a direct labour force of 300 to 400 people will be required during construction periods.

This seasonal work will be combined with federally funded training programs to produce a form of co-op education. The result is a year-round income for seasonal workers.

This proposal recommends that the project organization offer its seasonal employees a form of co-op education, which allows time each year for the following components:

- working or receiving on-the-job training;
- formal training leading to certification; and
- traditional activities.

An important concept here is that the federal government will likely pay for the bulk of the costs.

Of the payments made to the co-op participants, the federal government is expected to fund a large portion of the work component through the Highway project and will effectively fund 100% of the other two components through UIC.

Of the training and delivery costs, the federal government is expected to share at least 50% of the costs through existing programs.

If the seasonal work is well coordinated with training programs and the UIC program, up to 85% of the money received by the co-op participants may come from the federal government, the majority of which will be new money in the NWT.



### **Realizing the Benefits**

The key concept is the need to take all reasonable steps to assist the local, regional and territorial economies in absorbing the economic benefits of the project.

The Mackenzie Extension project will be tailored to provide a sustained level of economic activity that will allow:

- the development and retention of skills; and
- the development of healthy local businesses.

### **Time-frame**

Constructing the road over 20 years and maintaining the average yearly expenditure to approximately \$25 million is proposed. This will create a sustained level of economic activity.

After 20 years, the ongoing maintenance requirements and the future reconstruction of the highway will create continued employment. As a result, the jobs created by the construction of the highway can be viewed as permanent jobs.

### **Multiple Construction Locations**

Where possible, construction on the road will take place at multiple locations. Smaller and more numerous projects will make it easier for local and regional companies to participate.

### **Local Involvement in the Project Organization**

Local people will be hired for more than just construction jobs. Consultation, environmental and training activities can all be performed by local individuals, even if some upgrading is required. Locating the project organization in the Mackenzie Valley will provide the opportunity to hire local administration staff.

## **Training and Employment Programs**

Initial research indicates that training and employment assistance is potentially available from the following sources:

- UIC development funds;
- Canada Employment and Immigration Centre (CEIC) funding through Pathways boards;
- Labour Force Development Agreement;
- Canada Assistance Plan (Worker Activity Component); and
- other agreements.

While the objectives of these programs are generally consistent with the objectives of the Mackenzie Extension project, each program has its own criteria and administrative process. Researching, negotiating and accessing this assistance will take time.

There is a need to determine:

- which combination of programs will provide the best benefits;
- which organizations can access these plans; and
- how to coordinate the requirements of the project, the requirements of the assistance programs and the needs of the communities.

Considerable administrative effort will be required in order to coordinate the benefits of these programs in a systematic fashion.

Many of these programs can only be accessed by the private sector. A association or board of private contractors, supported by government advisors, may be an appropriate form for the organization which coordinates training.

## **Certification**

Most jobs on the Mackenzie Extension project will require some form of training or certification.

The training programs that are developed should focus on providing certification in a certain skill or trade. A combination of four year trade programs and one year technologist or operator programs may provide the best mix.

## **Co-op Education/Traditional Activities**

The seasonal nature of the construction work should make it possible to alternate between working on the job and formal training.

Time for traditional activities could also be incorporated into the schedule at certain times of the year.

Coordinating the activities of such a program will be challenging, but will be worthwhile if it maintains the interest and lifestyle of the participants.

## **UIC Development Funds**

An important point is that participants in the Co-op Education program would be paid by the Unemployment Insurance Commission during the time they are receiving formal training.

This arrangement has the benefit of accessing new non-NWT funding in addition to the funds raised through the Mackenzie Extension project.

Recipients must meet the normal criteria for receiving UIC. As long as the recipient works 20 weeks initially and then works an additional 10 to 14 weeks within the next 50 weeks, UIC funding can be maintained indefinitely.

### **Business Development Programs**

A hands-on approach to managing the marketplace will be required to maximize local and regional business involvement.

To fully involve the local and regional communities it may be necessary to assist community councils or individuals in setting up businesses.

The objective will be to develop competent companies in the region, each capable of providing one or more of the specialized services that will be required by the Mackenzie Extension project.

From past experience, it will be advisable to provide substantial management training and assistance on all matters from bidding to billing. A full time business management advisor will be hired.

A highly planned process is envisioned in which contracts are tailored to the capacities of local businesses and local businesses are developed to meet the requirements of the project.

A decision from Cabinet on contracting methods and sole sourcing will be needed if business development and labour force training are to be fully integrated into the planning process.

#### **3.5.3 Methodology**

Concurrent with the financing activities, the project organization should apply for financial assistance in developing and administering a training strategy.

Initial resource requirements can be met with a part-time researcher and modest Other O&M funds.

Once financing has been obtained, resource requirements will expand to 2 full PY's and approximately \$50,000 in Other O&M funding.

One position will be dedicated to the administrative requirements of the training and employment programs. The other position will be dedicated to business development and the provision of business management advice.

A work plan for maximizing economic benefits is set out on the following pages.

A combined schedule for all planning and preparation activities is shown in Figure 5-1.

## 3.5.4

**WORK PLAN - MAXIMIZING ECONOMIC BENEFITS**

PHASES	DESCRIPTION	TASKS	OUTPUTS
Phase 1	Financial Assistance	<ul style="list-style-type: none"> <li>● Prepare proposal for financial assistance in developing and administering a training strategy</li> </ul>	<ul style="list-style-type: none"> <li>● Proposal for financial assistance</li> <li>● Funding agreement</li> </ul>
Phase 2	Research and Analysis	<ul style="list-style-type: none"> <li>● Identify and review material relevant to training and employment programs</li> <li>● Identify and review material related to economic development and business development programs</li> <li>● Meet with appropriate program staff</li> <li>● Summarize programs with the greatest potential</li> </ul>	<ul style="list-style-type: none"> <li>● Summary of assistance programs</li> </ul>
Phase 3	Training and Employment Plan	<ul style="list-style-type: none"> <li>● Forecast the jobs and skills required for the project</li> <li>● Review labour market survey done by Energy, Mines and Resources</li> <li>● Identify the gap between existing and required skills (training requirements)</li> <li>● Develop plans for delivering training in conjunction with Advanced Education</li> <li>● Incorporate feedback from consultations</li> <li>● Integrate training plans with construction and business development plans</li> <li>● Estimate training costs</li> </ul>	<ul style="list-style-type: none"> <li>● Labour demand forecast</li> <li>● Labour market survey</li> <li>● Analysis of training needs</li> <li>● Training plan</li> <li>● Cost estimates</li> </ul>

## WORK PLAN - MAXIMIZING LOCAL ECONOMIC BENEFITS

PHASES	DESCRIPTION	TASKS	OUTPUTS
Phase 4	Business Development Plan	<ul style="list-style-type: none"> <li>● Identify business services which could be provided by local and regional firms</li> <li>● Identify purchased items which could be produced or purchased in the NWT</li> <li>● Identify individuals, through the consultation process, that have the potential to provide services and products</li> <li>● Take active measures to develop firms with the required expertise</li> <li>● Coordinate activities with ED&amp;T, the Development Corporation, and the Business Credit Corporation as required</li> <li>● Contract with the private sector for the set-up and ongoing support of locally owned companies</li> </ul>	<ul style="list-style-type: none"> <li>● List of services and products required</li> <li>● List of potential entrepreneurs</li> <li>● New companies</li> </ul>

### 3.6 ENVIRONMENTAL (AND REGULATORY)

#### 3.6.1 Issues

The important issues related to the environmental impact assessment process and its requirements are as follows:

- identification of a new environmental assessment and review process which meets the requirements identified in Bill C-13 (Canadian Environmental and Assessment Act) and the Gwich'in Comprehensive Land Claim Agreement;
- determination of the level of review required i.e. screening or comprehensive review, and mediator and/or review panel;
- packaging a project description for the initial environmental review which may not include detailed routing for the entire project;
- determining the data/information/analysis requirements for the environmental review;
- determining the amount of primary research which may be required to complete an environmental assessment;
- determination of communities that will be part of the consultation/participation process;
- early identification of communities' environmental and socio-economic concerns;
- determining costs associated with the environmental assessment; and
- developing an environmental review process where design work and environmental assessment can occur concurrently.

#### 3.6.2 Preliminary Analysis

There have recently been significant changes in the environmental review process.

- In April, 1992, the Gwich'in Comprehensive Land Claim Agreement

was signed. The Land Claim Agreement identifies an environmental and review process, led by an Environmental Impact Review Board (EIRB) for the Mackenzie Valley. The EIRB must be set up within two years of the date of settlement legislation.

- In July 1992, Bill C-13, the Canadian Environmental Assessment Act, was passed. This Act replaces the Environmental Assessment and Review Guidelines Order, which had been in place since 1974. The final version of Bill C-13 is not yet available, and the Regulations are currently being drafted. The Regulations will identify which projects require a comprehensive study and will further define the environmental assessment process.

The environmental assessment provisions of the Gwich'in Land Claim and Bill C-13 allow for joint reviews.

In addition to the requirements of the environmental assessment processes, the following Acts and Regulations have potential impact on the project: Territorial Land Use Act and Regulations; Northern Inland Waters Act and Regulations; Heritage Act; Environmental Protection Act; Navigable Waters Protection Act and Regulations; Forestry Act; Commissioner's Land Act and Regulations, and the Fisheries Act and Regulations.

Based on information currently available, the following developments can be expected:

- A joint federal and Gwich'in environmental assessment review process can be developed. This may be expanded to include other land claim groups from the Mackenzie Valley.
- Department of Transportation will fulfil the role of proponent in this development, meaning that the Department is proposing the project. Indian and Northern Affairs Canada (INAC) will fulfil the role of responsible authority, with the responsibility to ensure that the environmental assessment of the project is conducted. As the responsible authority, INAC will have significant discretionary powers with regards to requirements and scope of the environmental assessment.
- Until the EIRB is set up, the vehicles for environmental review will remain much the same as pre-claim. This means that the Regional Environmental Review Committee (RERC), which is the existing joint GNWT and Federal environmental review body, will be the focus for



identifying and reviewing environmental concerns. RERC membership will have to be altered to ensure proper representation from the claimant groups.

- INAC will require a preliminary environmental screening of the entire project. However, a process which allows for detailed environmental assessment to be conducted on a section by section basis, is supported by INAC.
- INAC has indicated that the most significant element which will indicate the level of review required will be community concerns. However, community concurrence with the project does not absolve the Department from conducting the appropriate environmental assessments.
- A great deal of environmental assessment work has already been conducted as a result of the Interprovincial Pipeline Co project, proposals for a natural gas pipeline from the Beaufort, the Mackenzie Valley Monitoring Project (MEMP), and the Berger Inquiry.

The major risk involved with the environmental impact assessment for the Mackenzie Highway Extension project is the undefined process. This project will likely be the first major project to be completed under these new environmental assessment requirements.

How the environmental legislation and the land claim legislation will work together, what the exact requirements will be for an environmental impact assessment, and what level of review will be required are unknowns.

### **3.6.3 Methodology**

Given the uncertainties outlined above, the following is one possible scenario for an environmental impact assessment and review process.

The best method for meeting the environmental assessment requirements is for the Department of Transportation to take the lead role in consultation and the identification and resolution of community concerns.

Prior to initiating the process with RERC, the Department must consult the communities and determine their concerns and issues.

Concurrently, the Department can begin research and analysis of existing environmental assessment, mitigation and monitoring work which was

prepared for previous developments and proposals.

Once the existing community concerns are identified and historical data is analyzed, the Department should be prepared to approach RERC and suggest further definition of the environmental assessment process and requirements.

A principle centred approach could be used to design the environmental assessment process. A set of principles or guidelines would be:

- developed in consultation with the communities;
- approved by the responsible authority (INAC); and
- used as a standard for designing the assessment process.

### **Overall Costs**

Development of pipeline corridors provides an indication of environmental assessment requirements which may be similar to that required for the Mackenzie Highway Extension project. According to Canadian Petroleum Association and Interprovincial Pipeline Co, an accurate preliminary cost estimate for environmental assessments of corridor developments in northern Canada is 1% of total capital costs. Assuming the Mackenzie Highway Extension will be \$500 million, the environmental assessment costs will be \$5 million. This estimated cost includes regulatory hearings.

### **Annual Requirements**

Once financing has been secured and a decision has been made to proceed with the project, there will be an ongoing requirement for 1 PY dedicated to the environmental assessment and regulatory processes, at an annual cost of \$90,000. Other O&M funds of \$150,000 for consultants and community work will also be required.

A work plan for environmental assessment and regulatory activities is set out on the following pages.

A combined schedule for all planning and preparation activities is shown in Figure 5-1.

## 3.6.4

## WORK PLAN - ENVIRONMENTAL AND REGULATORY

PHASES	DESCRIPTION	TASKS	OUTPUTS
Phase 1	Planning and Preparation	Confirm project plans, timing and approach.	Identification of GNWT concerns.
		Meet with appropriate GNWT departments to ensure internal regulatory and environmental requirements are met, and other departmental concerns are identified.	GNWT concurrence on DOTs approach to environmental impact assessment
Phase 2	Initial Contact with Communities	Preliminary scoping of community concerns and issues.	Initial analysis of community concerns.
	Research and Analysis	Identify and assess environmental research, mitigation and monitoring documents from IPL, MEMP, and PWC work.	Analysis of existing environmental work.  Preliminary assessment documents for environmental and socio-economic analysis.
Phase 3	Contact with RERC (Should be conducted after initial community consultation, but can be concurrent with research and analysis)	Meet with RERC to determine scope of work required, and initial definition of process.	Initial identification of concerns.
		Identify standard operating conditions for sensitive areas.	Initial agreement on process identification.
		Meet with all stakeholders and identify concerns.	Guidelines for construction in environmentally sensitive areas.
		Identify a detailed environmental review process which will be sufficient for a 20 year construction time-frame.	Project description document.
		Prepare and present a detailed project description with an initial environmental assessment to RERC.	Environmental Assessment document  Screening Decision

## WORK PLAN - ENVIRONMENTAL AND REGULATORY

PHASES	DESCRIPTION	TASKS	OUTPUTS
Phase 4	Follow-up to Screening Decision	<p>Tasks will be dependent upon the screening decision.</p> <p>Possibilities include:</p> <ul style="list-style-type: none"> <li>● meet the deficiencies identified in the screening decision</li> <li>● prepare for a panel review or mediation</li> <li>● prepare for Phase 5.</li> </ul>	<p>Final decision.</p> <p>Possibilities include:</p> <ul style="list-style-type: none"> <li>● approval to proceed with project</li> <li>● approval, with conditions, to proceed with project</li> <li>● refusal to proceed with project.</li> </ul>
Phase 5	Detailed Environmental Review (on-going over the life of the project)	<p>Set up an environmental review committee.</p> <p>Detailed review of each highway section prior to construction</p>	Permits granted which allow construction to proceed.
Phase 6	Environmental Monitoring	Monitor construction activities and completed sections of road	Suggested design changes for future sections of the highway

### **3.7 ORGANIZATION AND PROCESS**

#### **3.7.1 Issues**

The important issues related to organization and process are:

- ensuring that the people of the Mackenzie Valley are able to participate in and influence the decision making process;
- ensuring that the organization is fully accountable to the Minister of Transportation;
- designing an organization that will be able to focus a sustained effort on the Mackenzie Extension project over a 20 year period; and
- designing an organization that will be able to take full advantage of non-GNWT funding.

#### **3.7.2 Preliminary Analysis**

The design of the organization and the decision-making process will have a large impact on the ability of local people to participate in decisions that are important to them. As a result, the final decisions on the form of the organization should not be made until after the initial consultation work has been done.

The initial organization will be a project team in the Department of Transportation.

Once the consultation process starts, some form of advisory body will be formed.

Once work starts on training, a private sector group will have to be set up in order to access funds.

### 3.7.3 Methodology

The initial organization will be set up in Yellowknife until financing has been established and coordinating arrangements have been made. Once the set-up activities have been completed, the office will be moved to one or more locations in the Mackenzie Valley.

The initial resource requirements are for a project coordinator, an administrative assistant, and a researcher, at a total cost of \$205,000 over the first 9 months.

Once financing has been secured and a decision has been made to proceed with the project, the project team would be expanded as outlined in the previous sections.

With the start of construction, a project management and design team will be required. The size of this team will build to a level between 20 and 30 positions, once the project is fully operational.

A three person administration unit will also be required once construction starts.

A work plan for organization and process activities is set out on the following pages.

A combined schedule for all planning and preparation activities is shown in Figure 5-1.

### 3.7.4

## WORK PLAN - ORGANIZATION AND PROCESS

PHASES	DESCRIPTION	TASKS	OUTPUTS
Phase 1	Financing and Initial Research	<ul style="list-style-type: none"> <li>● Hire a project coordinator, an administrative assistant and a researcher</li> <li>● Carry out financing work plan</li> <li>● Prepare a funding proposal for the development and administration of training and employment strategies</li> <li>● Conduct initial planning and research activities related to consultation, maximizing economic benefits, and environmental assessment</li> <li>● Prepare a Cabinet submission to proceed with the project</li> </ul>	<ul style="list-style-type: none"> <li>● Financing agreements</li> <li>● Decision to proceed with the project</li> </ul>
Phase 2	Develop Detailed Implementation Plan	<ul style="list-style-type: none"> <li>● Staff the required positions</li> <li>● Carry out the work plans for consultation, planning engineering and construction work, maximizing economic benefits, and environmental and regulatory work</li> <li>● Make organizational changes identified as a result of initial consultation process</li> <li>● Prepare cabinet submission to proceed with project</li> <li>● Move office to the Mackenzie Valley</li> </ul>	<ul style="list-style-type: none"> <li>● Detailed implementation plan</li> <li>● Cabinet submission to proceed with construction</li> <li>● Final organization and decision making process</li> </ul>

## WORK PLAN - ORGANIZATION AND PROCESS

PHASES	DESCRIPTION	TASKS	OUTPUTS
Phase 3	Initial Training, Development, and Operational Activities	<ul style="list-style-type: none"> <li>● Conduct initial training programs</li> <li>● Assist in the set up of new businesses &amp; the development of existing businesses</li> <li>● Assess the organization's effectiveness</li> <li>● Modify the organization as required</li> </ul>	<ul style="list-style-type: none"> <li>● Initial training results</li> <li>● Initial business development results</li> <li>● Internal organization review</li> </ul>
Phase 4	Construction Activities	<ul style="list-style-type: none"> <li>● Hire project management and design team</li> <li>● Hire administrative staff</li> <li>● Contracting and financial processing</li> </ul>	<ul style="list-style-type: none"> <li>● A highway</li> </ul>



#### 4.0 COSTS OF PREPARING A DETAILED IMPLEMENTATION PLAN

Projects the size and scope of the Mackenzie Extension project typically require a large planning and preparation effort.

Figure 4-1 provides some order-of-magnitude estimates used by other organizations on similar projects.

The planning and preparation work for the Mackenzie Extension project also includes several

activities which are not included, or included at a reduced level, in the planning estimates of the other projects, as follows:

- a more substantial consultation process;
- the coordination of training and employment programs; and
- aggressive business development activities.

The total of the planning and preparation activities, including the financing and initial planning activities, totals \$3.6 million dollars. This figure is comprised of the \$255,000 requested as part of Stage 2, and \$1,660,000 in each of the two years required for Stage 3, the development of the detailed implementation plan.

The figure of \$3.6 million represents 0.7 percent of the capital cost of the project and is below the 1 to 2 percent suggested by the Government of B.C. and the World Bank, and the 4 percent experienced by Public Works Canada.

\$3.6 million is likely a reasonable estimate, considering that some planning

Mackenzie Highway Extension Project Comparison of Planning Costs	
Project or Sponsor	Percentage of Construction Costs
Government of B.C. - Major Projects	1 %
Public Works Canada - Major Projects	4 %
World Bank - Major Projects	1 - 2 %
Mackenzie Highway - Current Project	0.7 %

Figure 4-1

work has been done and the possibility of using existing GNWT resources to supplement the planning process.

See Figure 4-2 for a summary of the implementation planning costs required for each activity.

<b>Mackenzie Highway Extension Project Implementation Planning Costs (\$ 1992)</b>				
	<b>Calculation of Annual Stage 3 Implementation Planning Costs</b>			<b>Annual Planning Costs</b>
	<b>PY's</b>	<b>Salaries</b>	<b>Other O&amp;M</b>	
<b>Financing</b>			10,000	10,000
<b>Consultation</b>	1	90,000	200,000	290,000
<b>Engineering &amp; Construction</b>	4	360,000	300,000	660,000
<b>Maximizing Economic Benefits</b>	1	90,000	50,000	140,000
<b>Environmental &amp; Regulatory</b>	1	90,000	150,000	240,000
<b>Organization and Process</b>	<u>2</u>	<u>170,000</u>	<u>150,000</u>	<u>320,000</u>
	<u>9</u>	<u>800,000</u>	<u>860,000</u>	<u>1,660,000</u>
<b>Assumptions:</b>	Technical staff will be hired at level 31, the Coordinator at level 35, and the administrative staff at the officer level. Fully burdened labour costs have been used.			

Figure 4-2

**GUIDE TO GOVERNMENT PROGRAMS**

**FOR**

**TRAINING AND EMPLOYMENT FUNDS**



## **5.0 COMBINED SCHEDULE OF ACTIVITIES**

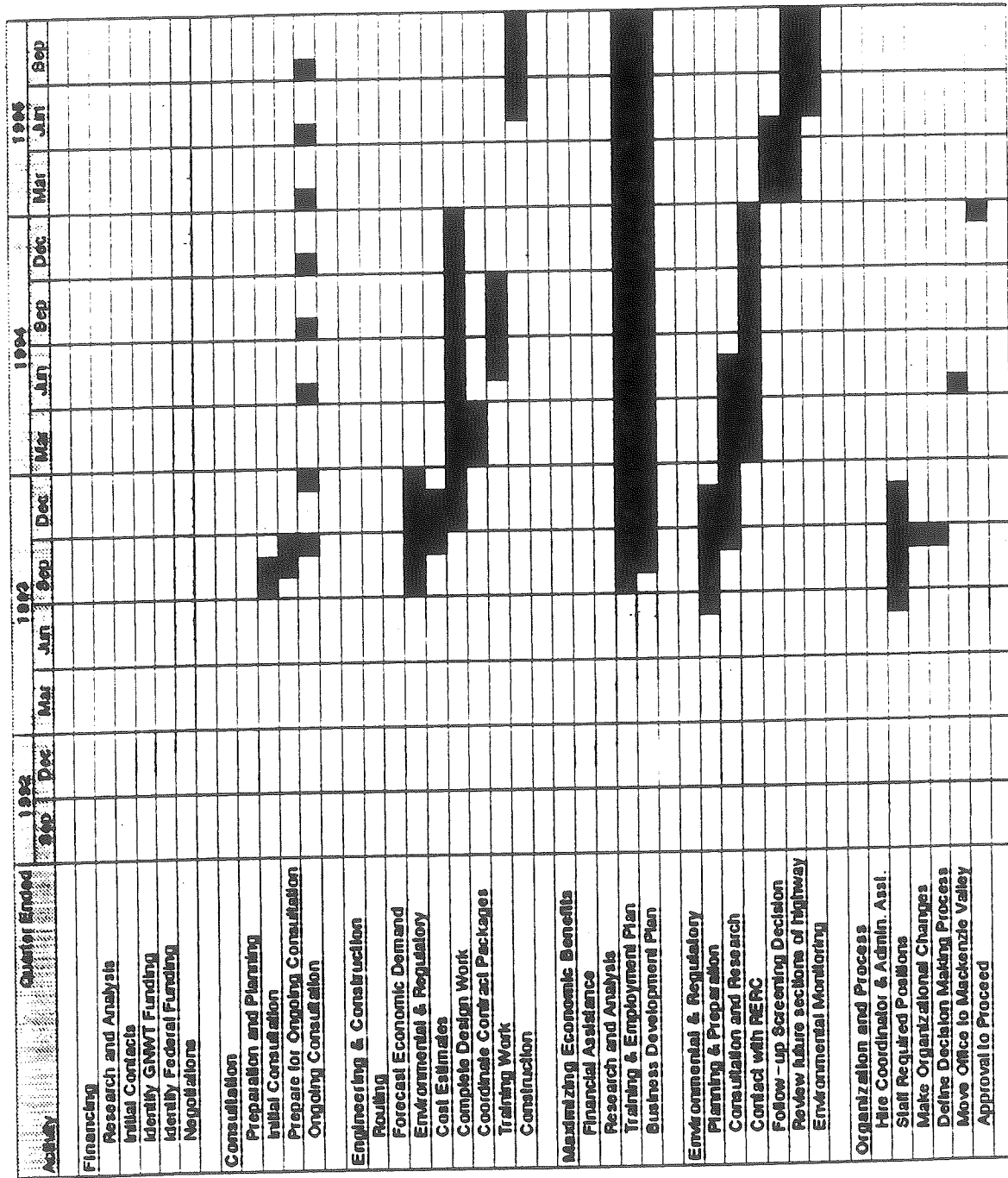
The schedule presented in Figure 5-1 shows the timing of the activities set out in section 3 of this document.

The combined schedule indicates that:

- only the preliminary activities will be undertaken until financing has been secured;
- a decision to proceed with the project will be made in June, 1993;
- core planning and preparation activities will start in June, 1993;
- training operations will take place in the summer of 1994 to provide continued momentum on the project and to shake out the operations of the project organization; and
- construction will start in the summer of 1995, along with the associated training, business development, and environmental monitoring activities.

# Mackenzie Highway Extension Project

## Combined Schedule



- Financing and initial planning and research activities
- Development of detailed implementation plan and other preparation activities
- Training, construction and monitoring operations

Figure 5-1

## **6.0 CONCLUSIONS**

Building a road from Wrigley to Inuvik is feasible and is a powerful means for furthering the economic and social aspirations of the people of the Mackenzie Valley.

If the federal government can be persuaded to provide the majority (75%) of the required funding, a significant amount of new funds can be brought into the Northwest Territories as a result of this project.

A concentrated effort is needed to investigate and secure federal funds. Resource requirements for carrying out these activities are 1 PY and \$105,000 over the next nine months.

Initial planning and research can take place concurrently with the financing activities. Resources requirements for initial planning and research activities are 2 PY's and \$150,000 over the next nine months.

A detailed implementation plan will be developed, once financing has been secured and Cabinet has given final approval to proceed.

## **7.0 RECOMMENDED DECISIONS**

It is recommended that Cabinet:

1. Direct the Minister of Transportation to pursue the financing strategies outlined in this proposal;
2. Approve the implementation plan in principle;
3. Provide the \$255,000 and 3 PY's required to pursue the funding strategies and conduct initial planning and research activities; and
4. Direct the Minister of Transportation to return to Cabinet in June of 1993 with a report on the prospects for financing the project.

Appendix A  
Population Statistics  
Mackenzie Highway Extension Project

	Fort Norman				SUB-TOTAL				TOTAL			
	Good Hope	Norman Wells	Norman	Fort Franklin	Fort Wrigley	Highway Communities	Inuvik	McPherson	Fort Red River	Arctic Simpson	Fort Liard	All Communities
Age (1990)												
15 - 24 years	110	63	63	113	30	349	489	128	23	159	92	1240
25 - 44 years	156	236	110	155	44	657	1077	211	16	360	123	2444
45 - 64 years	75	41	54	59	19	228	300	98	11	121	48	815
Over 64	35	11	21	32	25	98	63	49	11	56	22	300
15 years & over	376	351	246	359	118	1334	1929	486	69	696	285	4799
Under 15	221	131	121	190	49	663	861	211	38	305	143	2221
Total	597	482	369	549	167	1997	2790	697	107	1001	428	7020
Employment (1989)												
Unemployed (Note 1)	195	304	128	149	62	776	1634	176	21	407	122	3136
Actively Seeking	43	22	21	63	16	149	98	117	17	136	28	545
Discouraged	7	2	3	0	0	12	8	33	16	26	1	96
Job wanted	47	11	29	20	7	107	73	106	8	47	29	370
Other (Note 2)	72	52	73	143	31	340	306	101	17	123	94	981
15 years & over	364	391	254	375	116	1384	2119	533	79	739	274	5128
Education (1986)												
Less than grade 9	200	25	120	205	65	550	425	235	35	205	160	1610
Grade 9 - 13 Partial	50	135	50	85	15	620	585	140	15	150	15	1225
Grade 9 - 13 Certif.	0	60	5	0	0	65	220	10	5	35	5	340
Trade/Certificate	70	145	40	40	35	295	745	110	20	225	65	1460
University Partial	15	40	5	10	5	70	250	15	0	50	10	395
University Degree	10	30	10	5	5	55	215	10	5	45	10	340
15 years & over	345	435	230	345	120	1355	2440	520	80	710	265	5370
Ethnic Distribution (1990)												
Inuit	9	5	1	6	0	21	980	12	9	3	0	1025
Dene	467	29	267	508	157	1291	329	549	57	510	344	3080
Metis	85	60	57	3	1	205	319	87	37	138	32	818
Non-native	36	388	24	32	9	480	1162	49	4	350	52	2037
Total	597	482	369	549	167	1997	2790	697	107	1001	428	7020

Note: 1) - "Actively seeking" refers to people who looked for work in the last 4 weeks  
 - "Discouraged" refers to those people who did not look for work because there were no jobs available.  
 - "Job wanted" refers to those people who wanted a job but did not look for one for some other reason.

Note: 2) - "Other" refers to the young, the old and to those who do not want a job.



# Appendix B

July 16, 1992

## Income and Price Statistics Mackenzie Highway Extension Project (dollar amounts in thousands of dollars)

	Fort Hope	Fort Norman	Fort Norman Wells	Fort Franklin	Fort Wrigley	SUB-TOTAL Highway Communities	Fort McPherson	Arctic Red River	Fort Simpson	Fort Llard	TOTAL All Communities
Personal income (1989 - \$)											
Total community income	4,063	12,729	3,135	3,681	1,404	25,012	55,811	638	15,899	3,795	107,126
Total income tax paid	500	2,594	432	490	195	4,211	9,742	72	2,685	536	18,018
Average income	14	37	17	15	18	29	29	13	24	17	
Income tax returns (1989 - #)											
Filed returns	290	340	190	240	80	1,140	1,900	50	650	230	4,370
Taxable returns	160	300	110	130	50	750	1,510	20	510	140	3,120
Social assistance (1991/92 - \$)											
Able but not working	238	15	53	206	19	531	248	13	167	43	1,112
Other classifications	384	48	113	168	69	762	718	14	255	124	2,046
Community total	602	63	166	374	88	1,293	966	27	422	167	3,158
Social assistance (1991/92) (Average # of people)											
Able but not working	91	6	23	92	11	223	83	5	68	25	467
Other classifications	144	17	45	68	20	284	250	5	101	61	782
Community total	235	23	68	160	31	517	333	10	169	86	1,249
Indexes (1987/88 - #)											
Food price (YK = 100)	154	169	150	148	145		124	121	101	101	
Living cost (Edm. = 100)	162	152	167	177	144		152	154	137	127	



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## **APPENDIX G**



# A JOINT PILOT/DEMONSTRATION PROJECT PROPOSAL NEW BRUNSWICK, CANADA

March, 1992



**"The best way to kill a man is to pay him to do nothing"**

**– Felix LeClerc –**





## NB WORKS

### TRANSITIONS TO SELF-SUFFICIENCY BY THE YEAR 2000

In New Brunswick today, there are thousands of people existing on social assistance because they have never attained the basic education and skills to meet labour market requirements. There are thousands more, whose skills have eroded, or have become obsolete. As the industrial economy goes through rationalization and renewal, averting their long term dependency on social assistance is a critical necessity to the future social and economic security of all New Brunswickers.

The new economy will require that individuals be educated and adaptable. Society as a whole will be altered in that "life-long learning" will become the norm. Many of the people dependent upon income support programs are people for whom the traditional approaches to education have failed and "life-long learning" is a remote concept. As the requirements for educational attainment increase for permanent labour force participation, the likelihood of "life-long dependence" increases for this population.

New Brunswick and Canada have been achieving success with employment/training intervention for social assistance recipients since 1987. The provincial departments of Advanced Education and Labour, Income Assistance and their federal partners in the Social Assistance Recipient Agreement, Employment and Immigration and Health and Welfare, have achieved this success through negotiation and a spirit of co-operation, which has progressed to the stage of joint program planning and development on a local basis.

Despite these successes, the economic situation and the subsequent upward pressures on income support programs, demand that both orders of government agree to innovative approaches, integrated programs and new funding vehicles. Current arrangements have provided job placements and work experience. For some the issue of educational attainment and skills development has been addressed, however, the goal of permanent labour force attachment has eluded too many of the social assistance recipients who have participated in these initiatives.

A new programming concept called NB Works was approved in principle by the Cabinet Committee on Policy and Priorities in January, 1992. There also appears to be a federal commitment to the concept.

NB Works proposes a continuum of programs and services which is designed to ensure that the participants achieve a level of educational/skill proficiency and obtain relevant work experiences which will allow them the opportunity to achieve permanent labour force attachment.

### The Goals Of NB Works

1. To develop the human resource potential of the social assistance recipient caseload, to achieve the goal of a more educated, better trained work force;
2. To begin to change the attitude that may exist with some New Brunswickers that income assistance is an end in itself, to an attitude that people, though unemployed, must increase their employability and job ready status;  
and
3. To save social assistance costs through the exit of persons from the caseload to work.

### The Proposal

To operationalize NB Works, it is proposed that a five year Pilot Demonstration project be implemented in the province. The project would offer a continuum of programs and services to a target population of social assistance recipients. (SEE OVERLEAF)

The target population would be those clients who:

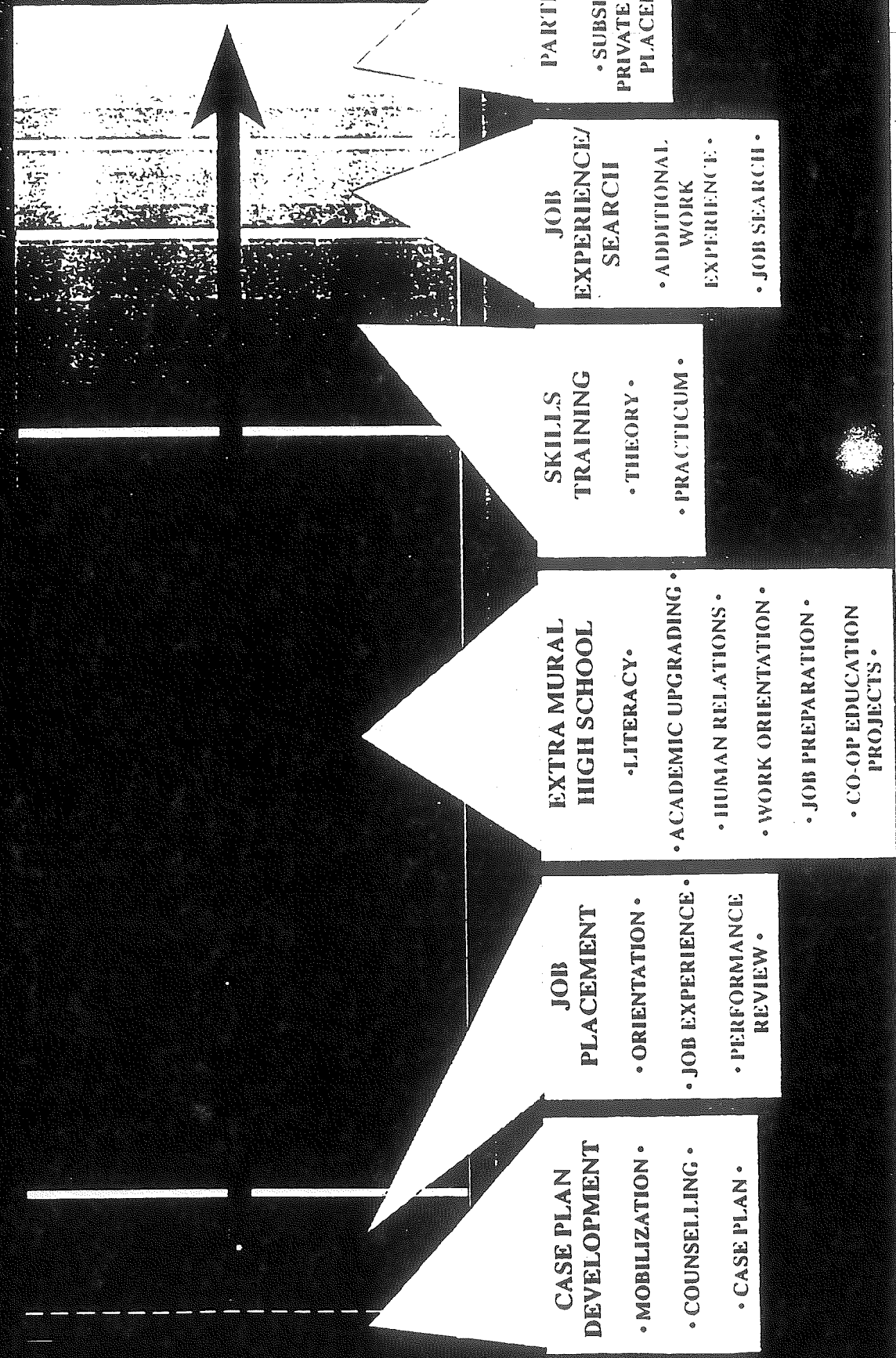
- have been in receipt of benefits for at least six months.
- are entitled to the higher ranges of income support (single mothers and two parent families).
- are assessed as having the greatest potential for success.

All programs and services offered by both orders of government will be focused on the achievement of the goal of NB Works. Specific and measurable objectives will be set and the interventions will be evaluated. Participants will be tracked to ensure they are provided with the tools and the support mechanisms necessary to compete in the labour market. The continuum of service model is client driven. Case planning, case management and evaluation are essential to the success of this Pilot Demonstration Project. Program flexibility is required to ensure that the appropriate interventions are available on a timely basis.

The key to the effective delivery of the NB Works concept will be to build on the positive elements of the joint planning mechanisms developed for the SAR and Youth Strategy Agreements. Initially, the committees which manage these Agreements should be expanded to include private sector representation at the provincial and local levels. This should have the effect of forcing greater accountability and responsibility for program planning and delivery onto the shoulders of "local stakeholders" and encourage innovative and creative responses to delivery issues. As the composition of

# SERVICE CONTINUUM - FULL CYCLE

5 Months      24 Months (ACADEMIC UPGRADING AND WORK PLACE ASSIGNMENTS)      9 Months      3 Mos.      8 Months



these Boards is almost identical, consideration may be given to collapsing these two committees into one local Human Resource Development Board.

The continuum of service model would, on an annual basis, offer fifteen hundred (1500) income assistance recipients the opportunity to participate in a five (5) month period of employment related to their employment goal and will comprise part of the continuum of service for the individual. This will be followed by up to a thirty six (36) month enrollment in the Extra Mural High School.

The Extra Mural High School will provide training and work experience which would include up to twenty four (24) months of literacy/basic education (including co-op education opportunities, internships, employment and lifeskills components); nine (9) months of skills training; three (3) months of job experience/search and eight (8) months of subsidized employment, if necessary, for a total of up to 49 months. (SEE OVERLEAF)

This cycle will be adjusted, as necessary, by the individual case plans and the time and service mix required for individuals to achieve educational/skill proficiency. The intention is not to interfere with seasonal patterns of labour market attachment. Individuals who traditionally hold down such employment will be flowed through the continuum of service in such a way as to not interfere with their normal seasonal employment opportunities.

It is understood that while the model is static, the reality will be dynamic. Participants will be entering and exiting at different points of the service continuum. As well, not all participants will be successful. (SEE OVERLEAF)

# COMMUNITY ACTION SERVICE OF THE DISTRICT OF COLUMBIA

	1992-93	1993-94	1994-95	1995-96
ASSESSMENT CASE PLAN	1500	1500	1500	1500
EMPLOYMENT				
EXTRA-MURAL HIGH SCHOOL				
SKILLS TRAINING				
JOB EXPOSURE / SEARCH				
PARTNERS				

ASSESSMENT CASE PLAN

EMPLOYMENT

EXTRA-MURAL HIGH SCHOOL

SKILLS TRAINING

JOB EXPOSURE / SEARCH

PARTNERS

# STUDENT CONTINUUM

FROM AROUND WITH A WORLD

CASE PLAN  
DEVELOPMENT

JOB  
PLACEMENT

EXTRA-MURAL  
HIGH SCHOOL

SKILLS  
TRAINING

JOB  
EXPERIENCE/  
SEARCH

PARTNERS



A key element of this model is the initial case plan and the ongoing case management.

A longitudinal study will be put in place to study the impact of intervention over the long term.

The model outlined in this paper will achieve a steady level of at least 4500 participants in years 3,4 & 5. This model will be refined as NB Works evolves and the integrated service continuum improves. The number of participants will be expanded as innovative approaches to educational attainment/skills enhancement and funding arrangements evolve.

This initiative will concentrate efforts on private sector placement in the Co-op Education model at various stages in the service continuum. Non-technical and non-professional training will be purchased from the private sector and a portion of the participants in the project will be provided a wage subsidy through a private sector wage subsidy program.

Linkage with the Labour Force Development Board will be established which will ensure extensive consultation with the private sector and provide a feedback mechanism in all areas of the province's Human Resource Development Strategy. As well, provision has been made in the new Social Assistance Recipient (SAR) Agreement to include private sector representation on the provincial and local SAR Management Committees.

Training of people in occupations where skill demands are identified will ensure that upon completion of their training programs suitable employment opportunities are available. Ultimately, employers are responsible for identification and resolution of their own human resources, i.e. ensuring that they have people with the right skills, at



the right place, at the right time. In addition to the identification of appropriate occupations to offer training, the matching of people to the occupations is crucial.

The original presentation of NB Works called for the establishment of a corporation. For reasons of administrative cost control, greater efficiency and more immediate implementation, it is recommended that, rather than create a new entity, the existing resources of the departments of Advanced Education and Labour, Income Assistance and Employment and Immigration Canada be linked via an information network.

A common assessment tool will be utilized by all of the Case Managers and tracking and evaluation methodology will be common. A training program in case assessment and management will be developed and implemented.

### **Funding**

Funds for this initiative will be provided by both orders of government and the private sector. Diverted funds will be utilized by the project. To develop a funding source for training and employment interventions both orders of government must agree to divert benefits, which would have been issued to participants in the form of social assistance and supplementary benefit allowances. (SEE OVERLEAF)

The maximum allowance entitlements available by regulation of the Unemployment Insurance Act are considered to be too generous to participants in the NB Works Pilot Demonstration Project. To accomplish the goal of a lower rate structure, Unemployment Insurance Account funds must be diverted to the Training and Development Fund and be utilized as allowances. The amount diverted to the fund will be based on the NB Works supplementary rate structure and will be designed to cover the actual cost of participation.

# DIVERTING FUNDS

1992 THROUGH 2000

ILLUSTRATES AMOUNTS OF  
FEDERAL/PROVINCIAL  
CONTRIBUTIONS TO NB  
WORKS TRAINING AND  
DEVELOPMENT FUND WHICH  
WOULD BE AVAILABLE  
DURING EACH FISCAL YEAR  
OF THE PILOT PROJECT

99-00 00-01 01-02 02-03 03-04 04-05 05-06 06-07 07-08 08-09 09-10

The service continuum model proposes that participants will receive a wage during the employment phase and Unemployment Insurance Benefits and NB Works Allowances during the training cycle. The wage, Unemployment Insurance Benefit and Allowance formula, would be structured to ensure ineligibility for basic social assistance but would provide for the continuance of the health card in some instances.

It is essential that social assistance recipients involved in the project receive the income support suggested by the model as a building block to the development of self-esteem which is gained by exiting income assistance as they embark upon the service continuum which will provide participants the tools to achieve permanent labour force attachment.

To provide an incentive to participants who successfully complete the continuum of service cycle, consideration should be given to establishing a scholarship program for those NB Works graduates who choose to continue their studies. The funding source for the scholarship would be the NB Works Training and Development fund. Private sector participation in the scholarship fund will be pursued.

The successful integration of programs and services of both governments to attack the problem of "life-long dependency" is essential. If administrative arrangements are streamlined and maximum flexibility ensured, the goal of educational attainment to achieve participation in the labour force can be realized.

The unique aspects of the NB Works Pilot Demonstration Project is the intense nature of the continuum of work, education and training. Reversing a situation where conventional educational institutions and labour market policies have failed, will not be cheap or easy. The investment required, although substantial, becomes small in

relation to the alternatives, those of lifetime income support and opportunity costs to the economy.

## NB WORKS TRAINING AND DEVELOPMENT FUND

The following are three options for establishing the NB Works Training and Development Fund. New Brunswick recommends Option 1.

### Option 1 - Special Purpose Fund:

Subsection 33 (1) of the New Brunswick Financial Administrative Act stipulates:

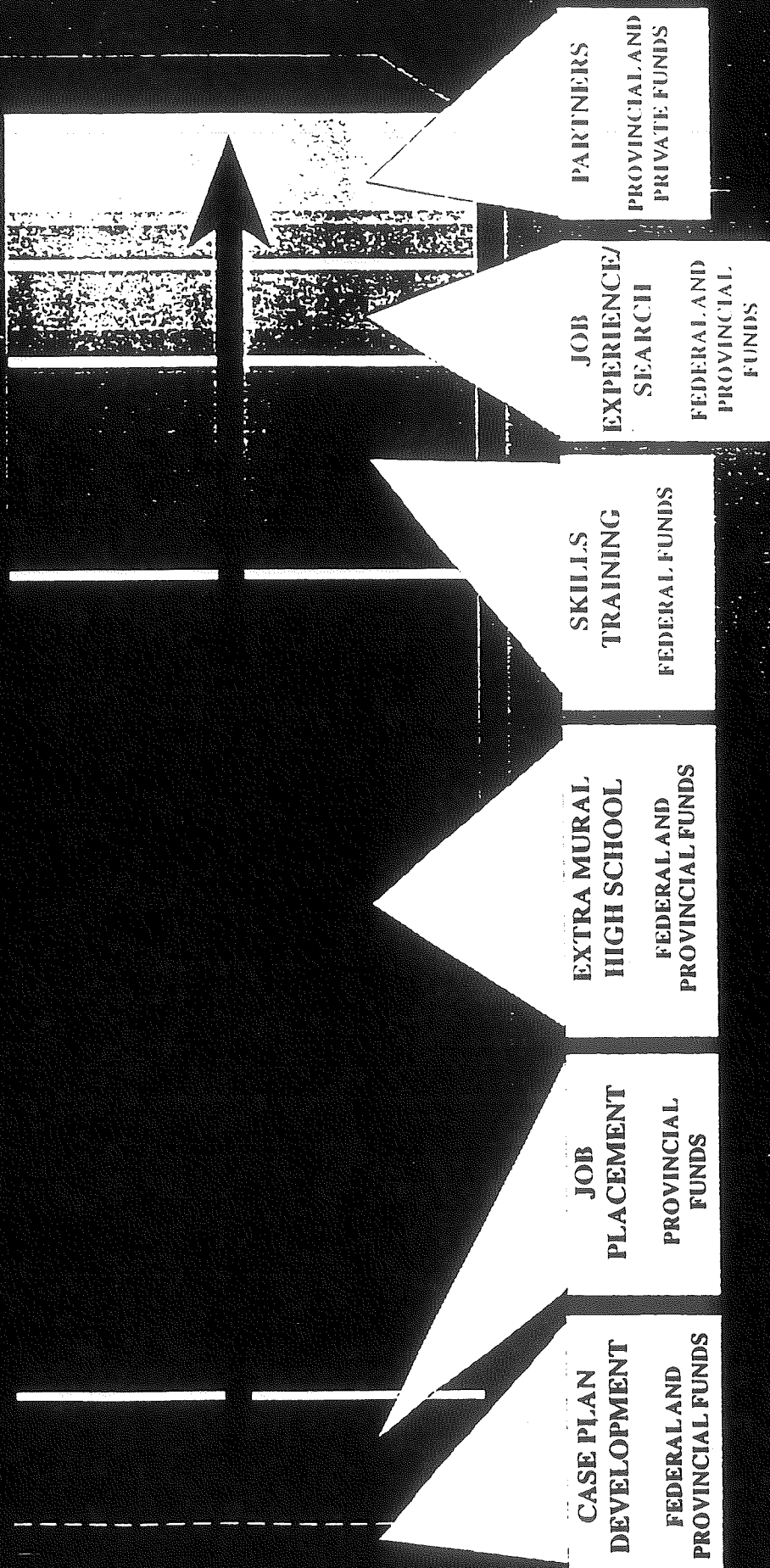
Monies paid to the Province for a special purpose and deposited to the credit of the consolidated Fund may be paid out of the Consolidated Fund for that purpose.

Under this scenario, Health and Welfare Canada and Employment and Immigration Canada would sign, with the province, a federal/provincial agreement or memorandum of understanding which would clearly establish the parameters by which all parties agree to the allocation and disbursement of funds over the life of the five (5) year pilot period.

The Agreement or M.O.U. would stipulate that a Joint Management Committee, composed of equal representation from both orders of government, would be responsible for all activities or services deemed to be eligible under the Agreement. The Joint Management Committee could make provision for the establishment of a coordinating committee of federal and provincial officials which would be responsible to coordinate the response of all field offices in the local planning process.

# 82 WORKS PRINTING AND DEVELOPMENT FUND

5 Months      24 Months (ACADEMIC UPGRADING AND WORK PLACE ASSIGNMENTS)      9 Months      3 Mos.      8 Months



**Option 2 - Federal/Provincial Agreement:**

The NB Works Training and Development Fund could be operated under the auspices of a federal/provincial agreement. In this scenario both orders of government would agree to divert the basic assistance and supplementary benefits a client would have received if they were not participating in a wage based or U.I. training allowance to the Fund.

The Fund would be managed by a Committee consisting of representatives from both orders of government, with the authority to make expenditures as required.

The conditions for allocating monies to the Fund, and subsequent disbursements would be detailed in a federal/provincial agreement, covering the five (5) year pilot project.

Using this scenario consideration may be given to including this activity as an Addendum to the New Brunswick/Canada Social Assistance Recipient Agreement.

**Option 3 - An Act of the Legislature:**

Under this scenario the NB Works Training and Development fund would be set up by an Act of the New Brunswick Legislature. The mechanism for allocating and disbursing monies would be similar to Option 2, including a joint federal/provincial Management Committee. The difference lies in the fact that the rules governing the Fund would be established under an Act, instead of a federal/provincial Agreement. As this option requires Legislation to be enacted which would take several weeks or months to establish.

## FEDERAL CONSIDERATIONS

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1. The funds which would have been provided by Health and Welfare Canada through the Canada Assistance Plan be diverted to the NB Works Training and Development Fund.
2. That the Co-op Training Model of the Labour Force Development Agreement of Employment and Immigration Canada be expanded and that the additional administrative costs be provided by the NB Works Training and Development Fund.
3. That the costs for training Case Managers be provided through the NB Works Training and Development Fund of Employment and Immigration Canada.  
(\$200,000)
4. That the costs of system development, implementation and ongoing support be provided through the NB Works Training and Development Fund including the cost of acquisition and support of requisite hardware and software. (Est. cost - \$3.5 M-\$5. M)
5. That Health and Welfare Canada and Employment and Immigration Canada commit to the establishment of a legal structure which will permit the sharing of information between governments.
6. That NB Works Training and Development Fund provide funds for a Communications Program.

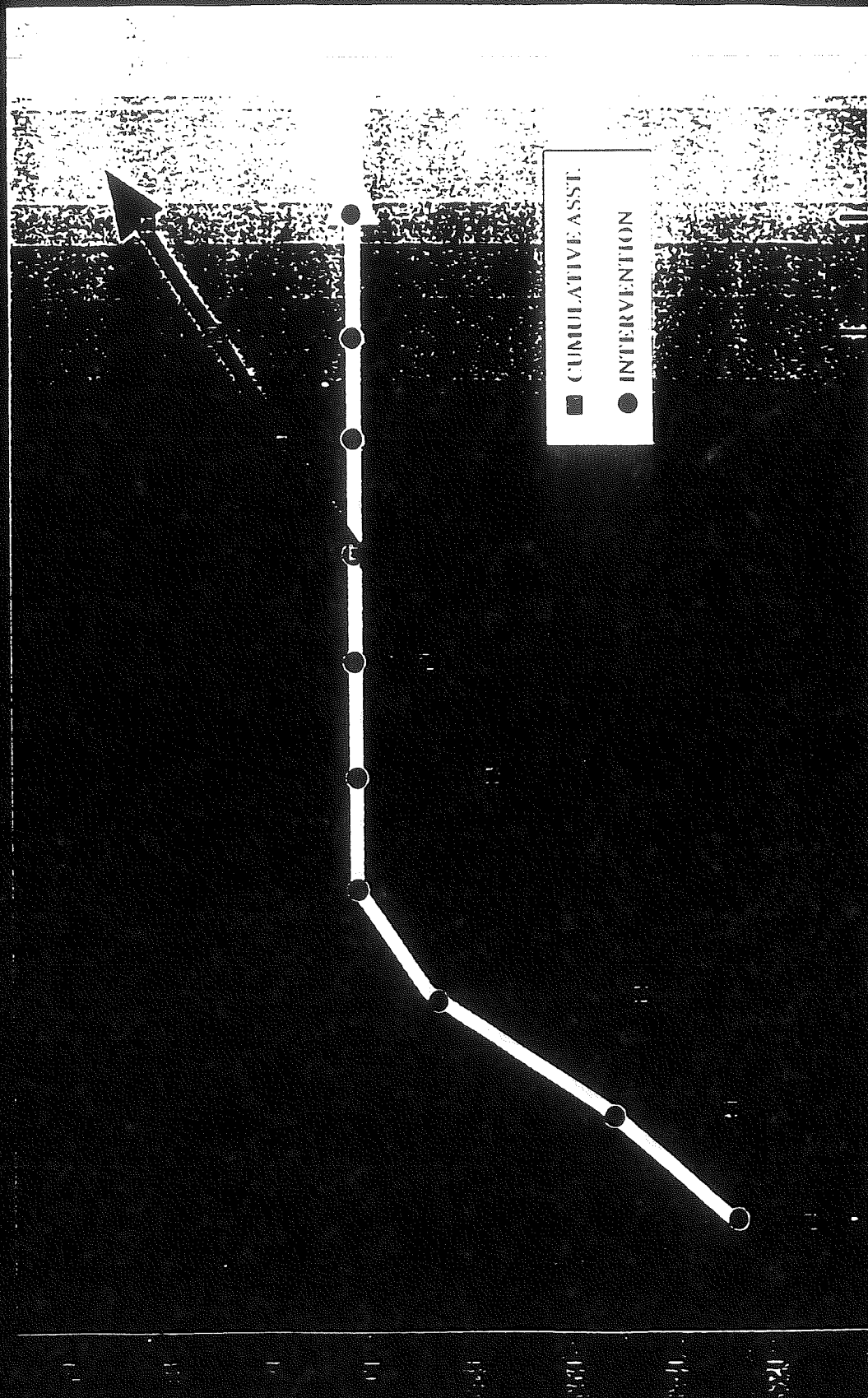
7. That this initiative be incremental to the current Canadian Jobs Strategy/Labour Force Development Strategy program funding levels for Social Assistance Recipients.
8. That Health and Welfare Canada recognize NB Works as a Demonstration Project and the participants in NB Works as social assistance recipients no matter what their "technical status" is on the service continuum. Any funds expended will not be included in the diverted funds.
9. That consideration be given to the establishment of a Scholarship Fund to which graduates of NB Works may apply to continue their studies. This Scholarship Fund will be established by federal and provincial governments as well as the private sector and individuals.
10. That the partners agree to provide NB Works Training and Development Fund provide the funds required to conduct the evaluation and longitudinal study of NB Works.
11. Employment and Immigration Canada divert U.I. Account Supplementary Benefit Funds to the NB Works Training and Development Fund for the purpose of covering the actual cost of participation.



## PROVINCIAL CONSIDERATIONS

1. The funds which would have been provided by New Brunswick through the Canada Assistance Plan be diverted to the NB Works Training and Development Fund.  
(\\$84.4 M)
2. Provincial funding will be utilized to cover the costs of the initial job intervention.  
(\\$48 M)
3. The province commits to the development of a legal structure which will permit the sharing of information between governments.
4. The province will undertake the provision of flexible training arrangements.  
Whenever possible private sector proposals will be solicited.
5. Social Assistance Recipients will be a priority in the Distance Education Project. ✓  
Diverted funds committed to the NB Works Training and Development Fund could be utilized for this development.
6. That consideration be given to the establishment of a Scholarship Fund to which graduates of NB Works may apply to continue their studies. This Scholarship Fund will be established by federal and provincial governments as well as the private sector.

NOTICE  
NOTICE  
NOTICE



SAR ALLOCATION 1991-92

BUDGET

PROVINCIAL

Advanced Education & Labour

Access	6,207,416
Partners	1,350,000

Special Projects

D.N.R.	1,500,000
NB Power	<u>5,900,000</u>

SUB-TOTAL	14,957,416
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Income Assistance

Special Needs Benefits	5,000,000
Training	<u>2,000,000</u>

PROVINCIAL TOTAL	21,957,416
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FEDERAL

Job Entry	5,873,850
Job Development	1,972,150
Self-Employment Incentive	249,000
Purchase of Training	905,000
CJS (LFDS) (not budgeted but targeted)	<u>8,000,000</u>
FEDERAL TOTAL	<u>17,000,000</u>

GRAND TOTAL	<u>38,957,416</u>
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NB WORKS (5 YEAR PROJECTIONS)

ANNUAL TOTALS

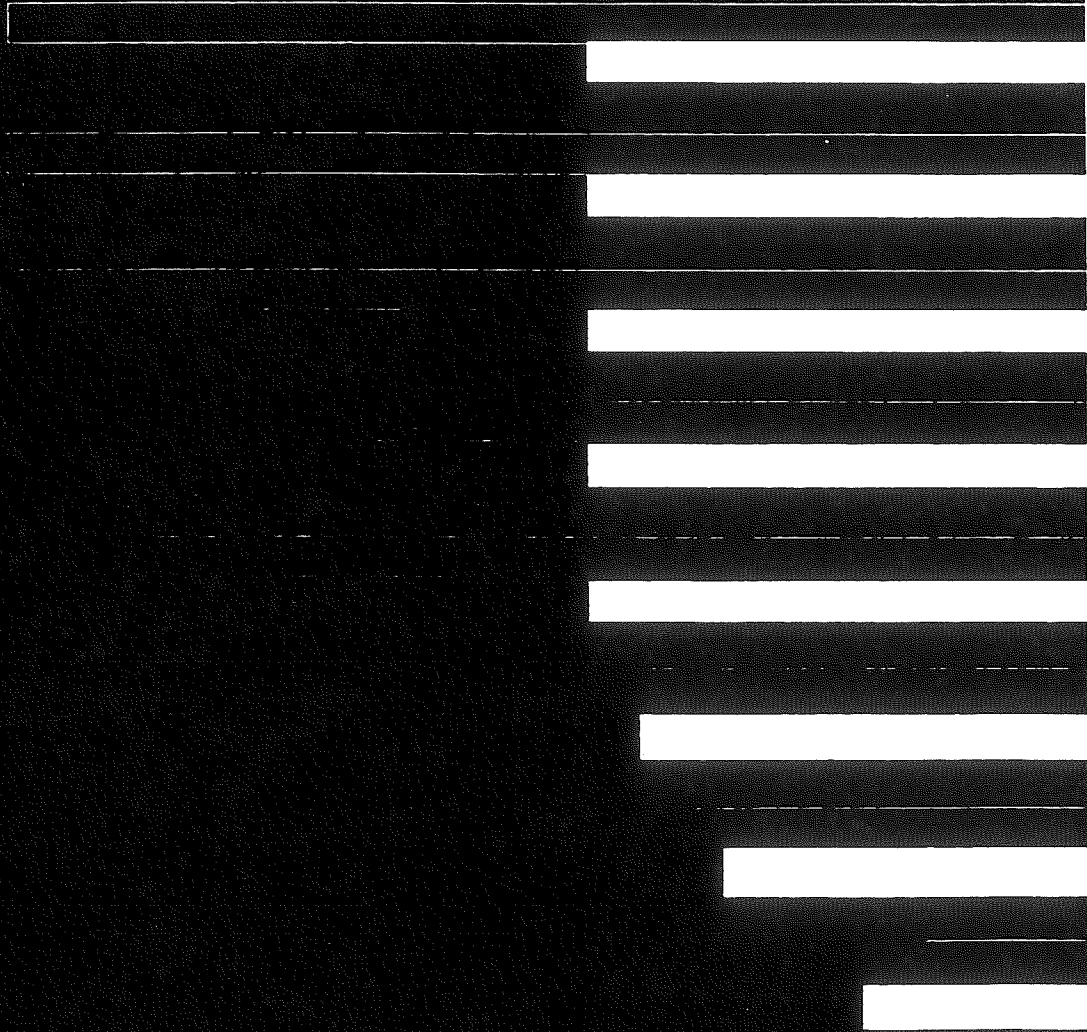
92-93	Provincial	15,138,100	
	U.I. Account	9,862,563	39,689,334
	Diverted funds	14,688,671	
93-94	Provincial	23,763,100	
	U.I. Account	26,769,813	79,910,255
	Diverted funds	29,377,342	
94-95	Provincial	27,356,850	
	U.I. Account	59,183,083	130,605,946
	Diverted funds	44,066,013	
95-96	Provincial	30,861,090	
	U.I. Account	71,109,750	154,818,132
	Diverted funds	52,847,292	
96-97	Provincial	30,861,090	
	U.I. Account	71,109,750	154,818,132
	Diverted funds	52,847,292	
<b>PROVINCIAL TOTAL</b>			<b>127,980,230</b>
<b>U.I. ACCOUNT TOTAL</b>			<b>238,034,959</b>
<b>DIVERTED FUNDS TOTAL</b>			<b>192,870,959</b>
<b>FIVE YEAR TOTAL</b>			<b>558,886,148</b>

# SHE WORKS PILOT PROJECT EXPENDITURES

1992 THROUGH 2000

95-96 BARS SHOW FULL  
IMPLEMENTATION,  
WHICH WILL REMAIN  
CONSTANT OVER TIME

PROVINCIAL  
EXPENDITURES  
U.I. EXPENDITURES





**NB WORKS**

**ROLES AND RESPONSIBILITIES OF PARTNERS**

**AN OPERATIONAL GUIDE**

Produced by the  
NB Works Operational  
Working Group  
February, 1993





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## General Statement

Department of Income Assistance (DIA) Case Managers will have an overall responsibility for clients participating in NB Works during their participation in NB Works. All links and transitions between employment, academic services, and vocational training will be the responsibility of the Case Managers, as will necessary interventions at any stage in the program.

DIA Case Managers will be responsible for developing, following up, and updating the information in each participant's career plan through the service continuum. Regular meetings (at least once every two weeks) are recommended. Career Consultants will work closely with Case Managers to provide appropriate support and intervention throughout the NB Works continuum.

DIA, in cooperation with the other partners, will be responsible for gathering and compiling the information required to evaluate the NB Works program through the service continuum.

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## **1. CASE PLAN DEVELOPMENT**

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### **1.1 Preliminary Participant Selection**

In November and December, the Department of Income Assistance will identify a number of potential participants for the NB Works program. These individuals will be selected according to the following criteria:

- have completed a minimum of grade 9;
- single parent or two-parent family on social assistance;
- have been receiving social assistance for at least six months;
- motivated and interested in improving their employability; and
- prepared to make a long term commitment to the program.

Clients will be evaluated in January and February by DIA Career Consultants using a series of academic achievement tests in order to determine their actual level of academic achievement. After these tests are administered, the names of clients with at least an intermediate level of academic achievement will be considered for participation in the program.

### **1.2 Selection and Mobilization of Participants**

In February, DIA will select a number of participants per region for the NB Works program. When the selection has been completed, all NB Works participants will take part in an extensive orientation session. DIA Case Managers will also meet with all participants individually following the final selection and before the employment phase begins (case plan development will be an ongoing process). The "not worse off" concept will be explained at this time as well as the continuum of service for NB Works.

### **1.3 Developing a Case Plan**

Grade 12 may be identified as the ideal goal but will not be a mandatory requirement for each participant. Participants will be counselled to identify occupational goals in their case plans for which there is demand in the labour market.

Mobilization, counselling, and the initial case plan will be the responsibility of DIA and its Case Managers. The case plan will contain:

- general information
- previous employment history
- level of education (as determined by Career Consultant)
- occupational goals

- action plan
- employment barriers

This will include an assessment of client needs in terms of potential obstacles to success and recommendations regarding the need for life skills, work skills, or other appropriate interventions.

The Case Managers may seek advice from and/or refer clients to the Career Consultants for specific "employment" assessment (problem identification, career related testing, etc.) as well as for related problems (alcoholism, other social problems, learning difficulties) etc.

Each participant should have completed a career plan before his or her initial placement, although changes and additions may be made at any time.

Information available on the labour market should be a major consideration when working out the case plan.

#### **1.4 Transition Period to Initial Job Experience**

The Employment Division of the Department of Advanced Education and Labour (DAEL) should receive the following information from every regional DIA office by February at the latest:

- name, sex, address, and social insurance number of new participants by region;
- educational level;
- occupational goal/interest; and
- work experience (if available).

The DAEL (Employment Division) will need this information in order to develop a bank of jobs in locations needed. These 20 weeks of work experience will provide eligibility for income support (unemployment insurance benefits) under the training component of the Unemployment Insurance Act. Where clients have clear occupation goals every effort will be made to provide placements related to these goals.

The DAEL (Employment Division) will inform the Case Managers of potential employers by region and Case Managers will be responsible for matching clients and employers. Information sessions will be offered to employers as required.

Case Managers will meet with the participants in groups or individually to inform them of their work location, rules that must be followed, allowances to which they are entitled (transportation, child care, and other), and the placement rationale. A labour market orientation session will be offered as needed. Orientation to work and/or counselling in personal and financial management will be provided by DIA.

Clients should be advised how to complete the TD1 form (code 05) to their best advantage. Employment and Immigration Canada (EIC), Revenue Canada, and DIA will make arrangements.

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## **2. JOB PLACEMENT**

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### **2.1 Job Experience (20 weeks)**

Throughout the twenty weeks, the Case Managers will visit participants on the job to check on their progress and evaluate their performance. Problem situations that cannot be addressed by the case manager will be brought to the attention of the Career Consultants so that the appropriate action may be taken.

The DAEL (Employment Division) will also be responsible for following up on employer-employee relations, safety rules on the job, and must encourage the employers to give each employee a record of employment on their last day on the job.

By mid June DIA will provide a list of NB Works participants to all partners. EIC will use this list to determine eligibility for income support in the Fall. This will be regarded as the official eligibility list.

By mid June this official list will indicate the number of students, their educational level, and the location where they require their classroom training.. The list should indicate all intakes (i.e. first year, second year, etc.) in order that colleges can respond with suitable plans and make the best combinations in respect of education and finance.

### **2.2 Transition to Extra Mural High School**

As clients move from their Job Placement into the upgrading phase, it is essential that they quickly receive Records of Employment from their employers in order that they can register with EIC (see Appendix A).

EIC will document clients and give details of the allowances NB Works clients will receive while in class. Time frames and the number of cheques a client will receive should be explained at the time of documentation. Partners need to work closely together to ensure that clients who are not reporting to the EIC office to be documented are being contacted. DIA Case Managers will have the responsibility of making this contact. When the rate of reimbursement is established by EIC this information should be shared with DIA Case Managers in order that the appropriate individual client shortfall budget calculation is properly determined.

DIA will assess clients financial status in order to determine eligibility for other allowances. Care should be taken to explain the "not worse off" concept accurately. Case Managers in collaboration with college staff will prepare clients for classroom training by ensuring that they know the location and times of training as well as the course requirements of the Adult High School Diploma. Both of these functions should be carried out prior to clients beginning classroom training.

An explanation of the various stages in the continuum of NB Works should be given to clients prior to their beginning academic upgrading. Representatives of all the partners in NB Works (DAEL, DIA, EIC, and H.W.C.) should explain the steps in the continuum and the roles and responsibilities of each partner. This process is essential in order to adequately inform, motivate and reassure the participants of their involvement in NB Works. (This process may be done during the first week of classroom training.)

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### 3. EXTRA MURAL HIGH SCHOOL

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#### 3.1 B.A.U.

Basic Academic Upgrading (BAU) will be the responsibility of Memramcook Institute. Testing to provide feedback and accreditation to clients and to assist movement from BAU to Intermediate Academic Upgrading (IAU) and Senior Academic Upgrading (SAU) levels will be conducted by DAEL. For the transfer of BAU students to IAU level, Memramcook will contact DAEL and request testing in order that students can advance. It is anticipated that BAU will be phased out in accordance with future intake policies. It is not a pre-requisite to write the provincial exam in order to progress from BAU to IAU. Upon entry to IAU clients will undergo their usual placement tests in order to proceed. The provincial exam can be used to provide motivation and formal certification as appropriate to client need.

Living and Learning Skills are an integral part of this training service. The roles and responsibilities of all partners will follow the same pattern as indicated in the following section, with Memramcook assuming the duties assigned to the colleges.

#### 3.2 I.A.U. AND S.A.U.

DAEL will provide training at the IAU and SAU levels through delivery by the community colleges. Testing for feedback and accreditation purposes will be DAEL's responsibility. The purpose of upgrading may be to lead clients towards their Adult High School Diploma (Grade 12). Colleges will develop Education Plans for each client to add to their Case Plans.

Clients experiencing difficulties during their upgrading will be referred to Case Managers who can access help from Career Consultants. Personal and educational problems can be dealt with in this manner with DIA having the resources to facilitate individual or group interventions to deal with such concerns. DIA have the primary obligation to provide service regarding job preparation skills, but DAEL, through the colleges, will provide secondary input where appropriate. Colleges may be able to identify clients with specific needs or deficiencies and assist DIA in addressing these concerns.

DIA through Case Managers and Career Consultants will make arrangements for Human Relations and Job Preparation interventions. Colleges may assist the process by allowing classroom time to be used where appropriate.

Work Orientation will be the responsibility of DIA's Case Managers and Career Consultants with DAEL staff being consulted where appropriate. The discussion of client's aptitude and interest is the responsibility of DIA in this career counselling process.

### 3.3 Internships

Internships once again see DIA with a lead role in both placement and supervision of trainees, while DAEL through its Employment Division will have the lead role in identifying employers. A collaborative approach may be required from all partners to prepare training plan objectives and assist in identifying appropriate employers. A case conference will be required to obtain input from all parties.

Internships should be related to Case Plans. There are two basic types of internships, those being short-term and long-term (see Appendix B).

Case Managers should meet with clients prior to their undertaking an internship of either a long or short-term nature. Explanation should be given on the type and nature of these projects to groups or individuals as appropriate.

#### 3.3.1 Short-Term Internships (1-2 weeks)

These can be used in exceptional cases as identified by the career consultant and would allow clients to break their classroom training for a short period. The purpose of these projects would be to act as a motivational tool and allow clients to explore career options in order to develop more clearly defined goals.

Career Consultants have the responsibility for these internships (identify needs, type of projects, follow-up) but referral by Case Managers and/or teaching staff may be appropriate. Advanced Education & Labour, (Employment Division) and EIC local office may assist DIA in finding suitable placements. Decisions should be the result of case conferences.

#### 3.3.2 Long-Term Internships (more than 2 weeks)

The scheduled summer internships fall into this category. In addition, clients who complete their academic requirements may exit the classroom in order to participate in an internship as indicated by their case plan. If appropriate skills training courses are not available from the community college system, private sector or other training institutions, an internship project will be considered. It should be understood that a clients' skill training will take precedence over any internship i.e. if their desired course is available clients will be expected to begin training rather than continue in an internship.

Learning objectives must be developed for these long-term projects. DIA Case Managers will have this responsibility. College staff may provide information and the Employment Division of Advanced Education and Labour will be responsible for identifying potential internship sites.

In the case of the planned summer work period, at the end of the first year intake, Case Managers should inform DAEL (Employment Division) of clients career goals, by early



February, in order that good placements can be made in line with the case plan.

### **3.4 Continuous Case Management**

Case Managers and clients are responsible for modifying, adjusting and steering case plans in an ongoing manner.

Case plans need to be developed with each client (DIA Case Managers are responsible). College staff will be involved in adding an educational component to this case plan, consistent with the goals and objectives of that plan (i.e. an individual education plan needs to be developed)

Frequent meetings (case conferences) between college staff and Case Managers will be required in order to ensure that case plans and educational levels achieved can be monitored and adjusted. It is recommended that these meetings take place bi-weekly or more frequently as needs dictate.

### **3.5 Continuation of Classroom Training - Summer Period**

The case conference process will identify clients whose Case Plan requires that they continue in classroom training over the summer period. Limiting factors would be availability of suitable classroom seats and clients ability to attend any such locations. DIA will be required to negotiate with DAEL and/or Memramcook Institute regarding this provision. Details of these needs should be communicated to DAEL and/or Memramcook by February when the scheduled summer internships are being arranged.

### **3.6 Reporting of Absence**

During the extra mural high school phase the colleges or Memramcook will be responsible for the timely reporting of student absences to EIC and DIA. The exception arises when clients are on internships and the Case Manager becomes responsible for monitoring. At such times the Case Manager will assume the responsibility of reporting absences (see Appendix C).

### **3.7 Transition to Skills Training**

When students are nearing completion of their upgrading Case Managers should be notified in order that they can plan for the next step in the process. Timeframes on this will vary depending on circumstances for example; a client who has a goal of enrolling in a regular college training program beginning in September will obviously need to be made aware that application has to be made by March, whereas another client may require less notice. The college should try to give at least one month notice of student completion in order to allow Case Managers time to make arrangements. Case Managers will need to be aware of admission requirements and timeframes relating to colleges and private sector trainers and make sure that clients are informed of the deadlines. Case Managers will be responsible for coordinating the movement of clients into the Skills Training phase.

In order to facilitate planning for clients who may wish to enrol in regular community college courses information will be required by February. A list of the number of clients by region, the college course they are seeking admission to and the location of the course will be required at that time. DIA will have the responsibility, through its Case Managers and Career Consultants, to provide this information to DAEL (Program Coordinators - Central Office).

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#### **4. SKILLS TRAINING**

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This component refers to job specific training required by the client, most usually an offering by New Brunswick Community College but including private trainers or other training institutions. Case Managers and Career Consultants will have the responsibility to counsel clients towards the most appropriate courses or other interventions. DAEL through the colleges will provide information about regular course offerings and means of accessing training within the college system. Career Consultants or Case Managers will be responsible for providing information on training other than college based and hence will lead this entire process since they alone have the total picture of offerings appropriate to each client.

##### **4.1 Colleges**

When the colleges are the providers of training they will be responsible for theory and practicum requirements on all courses in which this is a normal expectation, as specified in curriculum plans.

Entry to regular Skills Training courses offered by the community college system will follow usual admission timeframes. The admissions' process for NB Works clients is being developed and information will follow.

Whole course purchases are an alternative to seeking admission into regular program offerings. Full classes can be offered in response to identified training needs. DIA staff will be responsible to identify needs and make course requests to meet those needs.

Case Managers will work with the client to ensure that timely and appropriate application is made in accordance with the case plan.

##### **4.2 Private Sector/Other Training Institutions**

Career Consultants or Case Managers will need to monitor course offerings by the private sector and other institutions in order to advise clients on appropriate courses. It will be the responsibility of DIA staff to ensure clients are made aware of admission policies, time frames and other considerations and that courses will meet clients needs in accordance with their case plans.

##### **4.3 Transition to Job Experience/Search and Employment Programming**

As participants near the completion of their Skills Training, Case Managers and Career Consultants will have the responsibility to help clients with the next step in the process.

Assessment of potential job availability and the means of accessing such work will be discussed. DIA staff will have the responsibility of ensuring that appropriate interventions are determined and that the relevant connections are made.

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## 5. JOB EXPERIENCE/SEARCH AND EMPLOYMENT PROGRAMMING

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Once participants have completed their academic upgrading and received skills training in their field of interest, they will then begin the final stage of the service continuum. This stage involves developing job search techniques, if necessary, and moving participants into permanent employment. Job search techniques and a variety of existing federal and provincial employment development programs will be available through NB Works to facilitate this transition into the workplace. DIA has the lead to ensure that this occurs.



## **APPENDIX H**

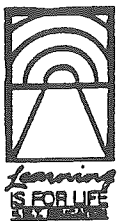






Northwest  
Territories  
Education, Culture &  
Employment Programs

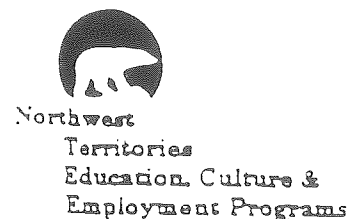
# NWT WORKERS TRAINING FUND: A HANDBOOK



MARCH 1992



# NWT Workers Training Fund



## Objective:

To increase community participation in economic & labour force development by providing funds to local governments to manage training & employment projects.

## Eligible Communities:

From April 1, 1993, to March 31, 1994, all communities in the N.W.T. are eligible for conditional grants from the Government of the N.W.T. The grants must be used to pay for work projects in the communities.

## Eligible Sponsors:

Businesses, organizations, or community governments may sponsor a project. All sponsors must apply to the local government for funding.

## Eligible Participants

All residents of the N.W.T. are eligible to participate in projects if they are:

- 16 years of age
- no longer in school fulltime
- unemployed
- wanting a job

## Projects:

Projects should contribute to the local economy and provide training or work experience to individuals wanting a job in the community. It is recommended that projects be a minimum of 20 weeks, however the local government makes the final decision on length

## Financial Assistance:

The N.W.T. Workers Training Program is a one time six million dollar special fund.

Each local government has an approved allocation to administer training & employment projects. Allocations range from \$12,000 to \$175,000.

The amount allocated to individual projects is a local government decision.

## Application Procedures:

Project Sponsor application forms are available at the local government office.

For more information, contact:

- Local Government Office or
- Regional Director or
- Department of Education, Culture & Employment Programs

## FUND DESCRIPTION

The NWT Workers Training Fund was developed to reduce unemployment in communities, and contribute to the development of the NWT labour force by providing opportunities for community management of training and employment projects.

The program provides one time grants to all communities in the NWT to undertake projects which will provide employment and training for unemployed Northerners. The fund is available to communities April 1, 1993 until March 31, 1994. This is a one time six million dollar special fund.

Individual community allocations are approved by the Financial Management Board based on working age population wanting a job in the communities. The maximum amount approved under this formula is \$175,000 for any single community and a minimum of \$12,000. Local governments may choose to spend all of their allocation on one project or spread it out over several.

Hamlets, Band Councils, community organizations and businesses are eligible to submit proposals to local governments who will manage the projects. Should they choose, the local government itself may sponsor projects.

All project proposals must be recommended by the local government, reviewed and commented on by the Minister of Education, Culture and Employment Programs and the local MLA, and receive final approval by the Financial Management Board.

## PROJECT CRITERIA

The following is a list of criteria to guide the development of projects and will be used in evaluating the project for approval:

- a) Projects must have the support of the local government in whose jurisdiction the project will be undertaken.
- b) The project should contribute to the development of the local economy and provide training and employment opportunities for individuals wanting a job.
- c) The project may be combined with, or in addition to other programs such as those administered by the Federal or Territorial governments. Local governments may also wish to participate financially to increase the length or size of a project.
- d) Each project must contain training and/or work experience allowing individuals to upgrade their skills or access future training or education opportunities.
- e) Projects should create new jobs and not compete with, or duplicate existing services.
- f) Projects should have a minimum of 20 weeks wage employment so that participants can access unemployment insurance benefits once the project is complete.

## PROJECT APPLICATION

Application packages will be distributed by local government offices and the Department of Education, Culture and Employment Programs, if required. The packages include an application form (sample attached), a one page description of the NWT Workers Training Fund, an evaluation form, ENTER forms, and UI applications.

To allow all project sponsors equal opportunity to access the funding, it is recommended that the local government set a date for proposal review such as May 15, 1993. This will avoid a first come, first served approval process.

Applications for project sponsorship must be completed by the project sponsor and submitted to the local community government. The sponsor can obtain assistance in completing their applications from Advanced Education or the local government offices.

Upon receipt of proposals, the local government must ensure that the applications have been fully completed. Special attention should be given to the project details section. This section should describe the activities undertaken by the project and explain how the activities will provide worthwhile services to the community.



# NWT WORKERS TRAINING FUND

## APPLICATION FORM

### Sponsor Information:

Business Name: \_\_\_\_\_

Mailing Address: \_\_\_\_\_  
\_\_\_\_\_

Postal Code: \_\_\_\_\_

Phone Number: \_\_\_\_\_

Fax Number: \_\_\_\_\_

Contact Person: \_\_\_\_\_

Title: \_\_\_\_\_

Type of Business: \_\_\_\_\_

Revenue Canada

Taxation Number: \_\_\_\_\_

### Project Information

Name of Project: \_\_\_\_\_

Will it be funded by other sources in addition to NWT Workers Training Fund? \_\_\_\_\_

### Summary of Project

Describe the details of the project.

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Location of Project. \_\_\_\_\_

### Participants

Number of Participants: \_\_\_\_\_

**Budget (Describe in detail.)**

Trainee wages and benefits (including employers share)::

C.P.P.: \_\_\_\_\_

U.I.: \_\_\_\_\_

Workers Compensation: \_\_\_\_\_

Vacation Pay: \_\_\_\_\_

Other Benefits: \_\_\_\_\_

Wages: \_\_\_\_\_

**TOTAL** \_\_\_\_\_

**Overhead**

Administration: \_\_\_\_\_

Equipment Purchase: \_\_\_\_\_

Instructional Costs: \_\_\_\_\_

Other: \_\_\_\_\_

**TOTAL** \_\_\_\_\_

**Duration Of Project**

Start date: \_\_\_\_\_

Finish date: \_\_\_\_\_

Hours of work: \_\_\_\_\_

Number of weeks: \_\_\_\_\_

**TOTAL PROJECT  
COSTS** \_\_\_\_\_

**Training Method:**

On the job: \_\_\_\_\_

Institutional: \_\_\_\_\_

Both: \_\_\_\_\_

\_\_\_\_\_  
**Sponsor Signature**



## FUNDING

Allocations have been made for all communities in the NWT. A schedule of allocations is attached. Budgets will be released from the Department of Education, Culture and Employment Programs, to local governments, through a conditional grant. Local governments must have approved proposals from project sponsors, who will provide training and/or employment, before the budgets are released.

Upon approval of a project and the signing of the conditional grant, the first 50% of the total project costs will be released to the local government. The second 50% of the funds will be released based on the terms and conditions agreed to by the local government and Advanced Education Superintendent.

Training allowances may be paid at the discretion of the local government. It must be noted however that training allowances are not considered insured earnings for unemployment insurance purposes and no future benefits such as training opportunities, through unemployment insurance, will accrue to the trainee/worker at the termination of the project. The final decision on wage rate rests with the local government in order to maximize its allocation. Legally the minimum wage in the NWT must be paid. It is recommended that the prevailing community hourly wage rate be paid. Guidance may be obtained from Advanced Education personnel.

The GNWT will not cover any costs over and above the approved allocations.

### **MANDATORY COSTS:**

Projects sponsors will be responsible for all regular employer deductions and contributions.

Project wage costs shall normally not be less than 70% of the total project costs.

Each project must obtain a Revenue Canada Taxation number (RCT) or use its existing number for audit purposes and submitting mandatory payments.

## OVERHEAD COSTS:

When designing project proposals, it is recommended that overhead costs be kept to a minimum in order to maximize allocated funds for on the job training and wages. Acceptable overhead costs will be determined by the local government who will identify abnormally high costs and discuss with the sponsor and the Department of Education, Culture and Employment Programs.

Equipment to carry out the project may be purchased by the Sponsor if agreed to by the local government. The local government should build into its contract, with the sponsor, terms around the ownership of the equipment once the project is complete.

Where possible, project sponsors should be encouraged to rent equipment rather than purchase it to ensure budgets are available for participant wages.

# Appendix A

	Population 18 - 64 Yrs.	Estimated No. Not Working Who Want a Job	Amount Allocated (\$000)		Population 18 - 64 Yrs.	Estimated No. Not Working Who Want a Job	Amount Allocated (\$000)
<b>Southwest Territories</b>	34,864	8,570	6,500				
<b>Yukon Region</b>	8,652	2,184	1,508		5,218	1,201	8,142
Arctic Bay	252	62	75	Atkasut	484	183	167
Beaufort Island	254	100	89	Arctic Red River	90	60	55
Cape Dorset	402	227	175	Cobbie Lake	43	19	16
Cape River	208	156	145	Fort Franklin	310	173	160
Crozier Field	85	14	13	Fort Good Hope	316	65	78
Elliot Beach	271	132	121	Fort McPherson	443	213	175
Ignorvik	441	197	175	Fort Norman	289	44	40
Ignorvik	2,204	591	175	Inuvik	2,184	184	169
Ilana (Inuvik)	197	83	70	Norman Wells	436	38	38
Pangnirtung	613	262	175	Paulatuk	110	45	41
Port Inlet	475	220	175	Sachs Harbour	72	32	20
Port Inlet	900	17	18	Tuktoyaktuk	621	215	175
Sachs Harbour	302	83	85				
<b>Northwest Territories</b>	3,211	1,279	874	<b>Fort Smith Region</b>	17,077	2,848	8,859
Arctic	703	357	175	Dudley	83	52	40
Baker Lake	674	205	175	Fort Liard	308	85	60
Chesapeake Inlet	103	80	55	Fort Providence	371	107	175
Crest Harbour	297	140	129	Fort Resolution	203	132	121
Flaming Inlet	906	247	175	Fort Simpson	780	215	175
Flamingo Bay	247	125	115	Fort Smith	1,815	303	175
Whale Cove	121	50	50	Hay River	2,119	328	175
				Hay River Reserve	122	47	43
				Jean Marie River	31	13	12
				Kahla	23	10	12
<b>Yukon Region</b>	2,408	958	819	Lac La Martre	205	114	105
Cambridge Bay	667	177	162	Lutsik's	180	68	70
Compton	619	230	175	Nahanni Butte	54	14	13
Crozier Inlet	403	226	175	Ree Lake	140	63	57
Ilana	199	46	42	Ree-Edzo	820	376	175
Port Inlet	211	120	110	Sachs Lake	83	32	30
Tuktoyaktuk	307	100	125	Trout Lake	35	15	14

## TRAINING PLANS

All projects must contain a training or work experience element. The training plans should indicate the type and length of training, skills to be learned, and how the skills will be taught. This would include on-the job and institutional methods. An example of a training plan is attached.

If part of the training is to take place in an institution, local governments are encouraged to use Arctic College as the prime delivery agent. Again, a reminder that training allowances are not insurable earnings and participants will not be able to access U.I. if they don't have 20 weeks of wage employment.

Following are some examples of projects that might be delivered by sponsors:

- building a playground or park in the community
- projects to encourage tourism
- arts and crafts
- non-capital renovations to an existing building
- tanning programs
- daycare worker training on the job programs

SAMPLE

## TRAINING PLAN

Employer's Name: \_\_\_\_\_

Trainee's Name: \_\_\_\_\_

Training Position: \_\_\_\_\_

Training Length: \_\_\_\_\_

### LEARNING OBJECTIVES:

**By the end of the training period the trainee will be able to:**

- 1.
- 2.

SKILLS TO BE LEARNED	METHOD	TIME FRAME
	How will it be taught?	How long before the trainee can realistically master the skill?

**Comments:**

## PROJECT APPROVAL

The local government will accept proposals from interested sponsors and prioritize them based on criteria set out in the "Program Criteria" section.

If the proposal is viable, the local government will forward it to the local MLA and the Minister of Education, Culture and Employment Programs for comments. Local governments have the authority not to forward proposals they don't support.

Regional Advanced Education Superintendents will act as a liaison between the local government and the Minister. Proposals from local governments should be submitted to the regional Advanced Education Superintendent who will review it for completeness and viability. The Regional Superintendent of Advanced Education will forward copies to the local MLA and the Minister of Education, Culture and Employment Programs. The MLA will comment on the proposal and return to the Minister of Education, Culture and Employment Programs, within seven working days. The Minister will recommend the proposal to the Financial Management Board who has final approval.

Once final approval has been obtained, Advanced Education Superintendents and the appropriate Regional Director will be notified. They in turn, will notify the local government and enter into a conditional grant to release the funds.

## PROJECT EVALUATION

All project sponsors are expected to keep accurate records which must include information on:

- Budgets
- Number of participants
- Number of weeks worked
- Training outcomes
- Early terminations and reasons
- Status of participants, if known
- Comments on success of project (did it meet objectives)

An evaluation form is attached. This form should be completed by all sponsors upon completion of contracts.

Selected communities will be invited to participate in a more formal program evaluation once the projects are complete.

All Project Sponsors must provide copies of participants' records of employment and a financial statement to the local government and Advanced Education. A copy of a financial statement follows and should be attached to the grant agreement.





## **APPENDIX I**



**SAHTU LONG TERM  
TRAINING STRATEGY  
MARCH 31, 1993**

**Prepared for: Sahtu Tribal Council.**

**By: Griffith Human Resource Planning.**



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## SAHTU LONG TERM TRAINING STRATEGY

### A. INTRODUCTION:

This document outlines the process required to further develop a long term training strategy, the training needs of the communities, obstacles to training, and makes recommendations.

A long term training strategy is effective only when it is used. I have therefore included an implementation strategy, which outlines and costs each of the recommendations. This provides the direction for fund raising and implementation.

### B. NEEDS ASSESSMENT:

#### 1. Human Resource Needs

##### i) Traditional Economy

The traditional economy still requires considerable demand on human resources. This should be considered in human resource planning because all beneficiaries need time for hunting and getting out on the land. Trapping will continue to be a source of income, especially for many of the older, and younger men who are under-educated in academics.

##### ii) Business

Small business development requires high level expertise. The desire for individual enterprise is strong and will likely draw some of the best workers.

Expansion of demand will occur in the building construction trades, road construction and maintenance, the service sector and tourism.

Resource development especially oil and gas could require considerable human resources.

##### iii) Community Transfer and Self Government

The demand for well informed and skilled leaders, and administrators is too great to achieve quickly. The objectives of the GNWT initiative are to increase community control, support efficient community government, reduce dependency on outside government, and advance community training and development.

The federal government is responding to demands for self government by devolving funding to tribal and band councils. This creates more demand for skilled resources at the local level.

iv) Land Claims Implementation.

It is estimated there will be a total of thirty nine staff positions created as a result of the claim and an additional one hundred board positions. Twelve of the staff positions require university graduates. Fourteen require a minimum of a two year college program in administration. The remaining thirteen secretarial positions require a one year training course.

## 2. Labour Force Analysis

The results of the 1986 Canada Statistics census were the most recently available (see Appendix II). The information on age distribution, education levels, workforce participation, and unemployment was selected for Fort Good Hope, Colville Lake, Fort Franklin and Fort Norman. Norman Wells was excluded because a more accurate view of the beneficiaries in the region would result.

The census shows that the majority of the population over 15 years old were not working.

Out of 950 working age people 470 participated in the workforce (49%), and 13% of them were unemployed.

The education levels indicated in the census show 550 people with less than grade 9, (58% of the working population).

There were 210 people with a grade 12 certificate, (22%).

One hundred forty people had a post secondary certificate, (15%).

Twenty five of these (3% of the working population) were university graduates.

Although the majority of the population were undereducated for employment there may be sufficient numbers with a high enough education to begin a training program to implement the training strategy.



### C. OBSTACLES TO TRAINING

Education success depends on many complex issues. In 1989 the Shihta Regional Council completed a training needs assessment of the region in a feasibility study for "Sahtu Tech." They interviewed 66 residents of various communities in the region and held community or band council meetings in each community. The report lists reasons for training and details the many barriers to advanced education. Some of the results are as follows:

**Low Education Levels** was mentioned by 76% of those interviewed. Fifty seven percent of all adults have less than grade nine education. This disqualifies them from professional training.

**Literacy and Language Barriers** mentioned by 75%.

**The Education System** was identified as a problem by 73%. Lack of motivation and some reasons for it were cited as: inflexibility and standardization of curricula, education budget cuts, southern teachers rotating, lack of discipline, peer and family pressure, psychological problems, and lack of role models. These problems helped to create the low education levels and affects adults ability to train.

**Lack of Career Planning (64%)**. Many young adults have little idea of the avenues open to them and many do not understand their abilities. People get placed into training not appropriate to their interests or abilities causing high attrition rates.

**Financial Barriers to Training (47%)**. Low levels of income support discourages potential students. Bureaucratic delays result in missed opportunities and drop outs. Some community residents take training programs just for the money.

**Inadequate Facilities (36%)**. This included inadequate classroom space, instructor accommodations and childcare facilities.

**Bureaucratic Barriers**. Apprenticeship programs are not available for most trades in the communities. Lack of coordination among government departments, agencies, aboriginal groups and business and no regional focus is established. The funding process does not encourage long term planning making support for those who wish to follow a career path very difficult.

Short Term Training With No Follow Up. Most locally available training course are short term and rarely lead to employment. Even when demand is there the short term courses do not adequately prepare students sufficiently for the job requirements.

Arctic College. While clearly providing a valuable service to the residents; many problems were sited. Haphazard approach and record keeping, upgrading programs were too unfocused to what students need. It is sometimes a lengthy, expensive and confusing process for communities to fundraise for a training course, and for students to access assistance.

D. RECOMMENDATIONS:

1. Initiate the Process of Strategic Planning

The planning process is consultive, educational and developmental by nature. The execution of a long term training strategy involves considerable background work to initiate and lengthy periods of time doing community planning and consultation on a broad basis. This could be initiated as soon as a Regional Training Coordinator is hired.

2. Career Promotion

Beneficiaries must be made aware, through promotional efforts, of all the available staff and training positions being developed as a result of land claims, community transfer, self-government and other initiatives.

3. Career Counselling

Potential trainee candidates must be appropriately selected and placed. They must also have a clear idea of what they embark upon and the commitments required to achieve their goal. Resident career counselling services must develop so that each major community would have a part to a full time career counsellor.

4. Establish a Human Resource Data Base

The career counselling process will provide individual's training plans which can be used to measure progress. To update frequently, and to provide current assessments, as participants achieve benchmarks a data base program should be maintained.

This will allow for efficient record keeping with easy retrieval for evaluation of trainees and programs. Individual career plans should be on a community data base. This will be the basis of information to plan a community, and ultimately a regional training program.

5. Develop Regional Training Capacity

The infrastructure required to plan and implement training regionally must be developed. There is currently no regional focus in planning or delivery of training.

6. Begin Administration Training Immediately.

Because the overwhelming need for all community development is in management training for both the leadership and administration, it recommended that a comprehensive regional management program be planned and implemented as immediately as possible.

E. IMPLEMENTATION STRATEGY:

Recommendation 1. Initiate the Process of Strategic Planning.

The Sahtu Tribal Council will be hiring a Regional Training Co-ordinator. This is the first step in implementation of the training strategy. It is recommended that the co-ordinator initiate the consultation required for the strategic planning process. This paper will provide a brief description of the necessary steps in strategy development, and present a draft of a plan that may be used as a starting point for discussion (See Appendix I). Short term plans must comprise a part of the plan because immediate initiatives must continue, and will provide the first steps toward implementation. The following steps may be taken to develop a long term training strategy:

- i. Research and integrate results of former and current community planning processes. This has been largely accomplished in this document.
- ii. Develop a draft statement of beliefs, mission, strategic policies, specific strategies and evaluation mechanisms through individual dialogue and meetings with Band Councils, Metis Locals, and other community organizations.
- iii. Bring community members into the process to add and comment on the draft. This must be done using a variety of community communications systems as creatively as possible.
- iv. Meet with other regional organizations to involve them in the process.
- v. Introduce the draft plan to the Sahtu Tribal Council for consideration of adoption.

TOTAL ADDITIONAL COST.....\$..0

## Recommendation 2. Career Promotion.

The Regional Training Co-ordinator could develop a career and training opportunity promotion strategy.

Local radio stations should form an integral part of each community's internal communication system allowing all programs to work better. It is recommended that the Sahtu Tribal Council seek ways to provide additional support to local radio stations to improve their ability to be a key information link to residents on all issues affecting their communities. A promotional campaign should include usage of television and the Press Independent advertising for notification of courses.

### Cost of Career Promotion Strategy.

- Support for local radio stations	
\$10,000 per community.....	\$40,000
- Advertising.....	\$ 5,000
TOTAL CAREER PROMOTION COST.....	\$45,000

### Recommendation 3. Career Counselling.

Regional and community employment counsellors could provide much of the career counselling required using distant computer and phone links. Career counselling programs must be adapted for distant delivery.

#### Cost of Counselling Program

Program Development.....\$5000

Communication Costs @ \$22/hour x 4 hours/person  
= \$88/person counselled x 100 people.....8800

Use existing employment & Training Counsellor @ no cost.

TOTAL CAREER COUNSELLING COST.....\$13,800

### Recommendation 4. Human Resource Data Base.

Fort Norman, Fort Good Hope and Colville Lake are nearing completion of a human resource survey. The results should be entered into the data base provided by the Dene/Metis Training Co-ordinating Group for communities use.

The data base can be updated with information from the career counselling process. Ultimately, the combination of many individual career plans provide the community and regional leaders direction in planning training.

#### Cost for Human Resource Data Base:

Existing Department of Education, and CEIC Employment Counsellor's positions in most Sahtu communities could maintain a current community resource data base.

Train Employment Counsellors in data base use:

- One week course @ \$1,000/day would be.....\$7,000

TOTAL COST FOR HUMAN RESOURCE DATA BASE.....\$7,000

## Recommendation 5. Develop Regional Training Capacity.

The magnitude of new demands for training require a regionally co-ordinated organizational structure.

Working toward developing a regional training focus should be a prime objective of the Co-ordinator. The focus can be developed through the planning process, and by establishing closer communications involving all organizations with an interest in regional training.

The Sahtu Tribal Council should consider the option of establishing a Sahtu Training institution. This would bring a regional focus not only to the planning of training, but also in the delivery.

With increasing amounts of training dollars being allocated by communities a training institution could be self-sufficient, and the regions would be providing their own training with increased regional input into programming. Lack of facilities and the high cost of current training delivery methods makes a conventional institution not feasible. Recent developments in technology allows for Distance Education programming in all communities with low up front costs, while providing the opportunity for high quality training.

Curricula using Distance Education are not yet available; a service a Sahtu training institution could provide.

### Cost for Institutional Development.

- meetings held by Regional Training Co-ordinator	
Resource people.....	\$8,000
- Organization Annual meeting	
Travel.....	\$5,000
- Board duty Honorarium	
4 delegates x \$200/day = \$800 x 2 days.....	\$1,600
x 4 x/year.....	\$6,400
<b>TOTAL ORGANIZATIONAL DEVELOPMENT COSTS.....</b>	<b>\$21,000</b>

**Recommendation 6. Begin Administration Training Immediately.**

A management training program similar in content to Arctic College's first year Management Studies could be in place for delivery by the Fall of 1993. It is recommended that the Sahtu Tribal Council undertake to implement such a program, and administer it until such time as a Sahtu Training institution is in place.

**Management Training Program Description.**

Each community/band office could link to an instructor with computer and phone links. Band Council employees, trainees, and others interested could take specific courses right in the Band office. Each management course would include 45 hours of on-line group instruction delivered over computer and phone links, and 8 hours per student of one-on-one follow-up time. This will provide a basic program on which to build further training opportunities as described in Obstacles To Training.

One of the major reasons why training programs fail is due to lack of follow-up. The computer and phone links allows for effective and feasible follow-up, and a one on one basis. Each student should get 8 hours of one to one instruction with the instructor.

The system allows for efficient record keeping on data base with feed-in from distant links. This will also provide better student feed back on program delivery, and a structure for program quality control.

**Cost For A Sahtu Management Training Program.**

**Program Development:**

@ \$300/day x 4 months.....\$24,000

**Curriculum Development:**

\$60/hour x 45 = \$2,200 x 5 courses.....\$11,000

**Total Program Development.....\$35,000**

**Delivery of the program:**

5 courses x 45 hour/course x \$60/hour.....\$11,000

Communications:

Up front cost (software) \$800/community x 4.....\$ 3,200

On line cost:

@ \$22/hour x 4 site lines x 45 hours x 5 courses..\$19,800

Total Communications Cost.....\$23,000

Cost of follow-up:

10 students x 8 hours/student x 5 courses  
= 400 student hours

Instructional costs @ \$60/hour x 400 hours.....\$24,000

One on one communications costs  
@ \$22/hour x 400 hours.....\$ 8,800

Total Follow-up Cost.....\$32,800

Administration:

one person 1/4 annual time  
@\$300/day x 50 days.....\$15,000

TOTAL PROGRAM COSTS.....\$116,800

F. BUDGET FOR INITIAL COST OF IMPLEMENTING THE LONG TERM TRAINING STRATEGY.

Strategic Planning Process.....\$.....0

Career Promotion.....\$ 45,000

Career Counselling.....\$ 13,800

Human Resource Data Base.....\$ 5,000

Develop Regional Training Capacity.....\$ 21,000

Regional Management Training Program.....\$116,800

TOTAL INITIAL COST OF IMPLEMENTING STRATEGY \$201,800



G. POTENTIAL FUNDING RESOURCES

The Sahtu Tribal Council designated \$160,000 from the National Tribal Council funding toward training and advisory services for the Bands. It is intended to divide it among the four Bands on a basis yet to be determined.

The Management Training Program costs \$116,800. If twelve students take each of the five courses the per student cost would be \$1947.

If each Band purchased an average of three seats per course they would each contribute \$29,205.

CEIC's Workplace Based Training Program is a potential founder of such a program. If CEIC assumes 60% of the cost each Band's contribution would be on average \$11,682.

DIAND's Regional Opportunities Program is a potential founder, and the Department of Education may be able to assist with portions of the strategy.



## APPENDICES



## APPENDIX I. A Draft Strategic Plan To Initiate Discussion.

### I. BELIEFS:

The beliefs are statements of the organizational structure's fundamental convictions, values and character. They are the foundation upon which to build the mission and objectives, and serve to guide the Sahtu organizations in all of their training activities. Beliefs are neither observations nor statements of fact. Although they are universal in application, they should have specific meaning within education/training.

#### Beliefs

We believe that:

- human life is sacred.
- the attainment of basic needs is a fundamental human right.
- all people have a commitment for the health and well-being of others.
- individuals have the capability and responsibility to direct their own lives.
- every human being can contribute to society.
- each person is responsible for the health of the earth.
- individual potential is unlimited.
- a sense of purpose is necessary for self-accomplishment.
- the individual's self-worth is dependent upon the realization of his or her uniqueness.
- achievement is the measure of success.

## II. MISSION:

The mission is a broad statement of the unique purposes and the specific function it performs. The mission is the keystone around which the entire plan is built, and provides the primary focus for the organization. The mission statement must emphasize the uniqueness and distinctiveness of the Sahtu region.

### Mission

The mission of the Sahtu Long Term Training Strategy is to confirm to each Band/Community Council and to the community members, the success of Band/Community Councils in their goals of self-government by providing outstanding learning experiences, offering program diversity, measuring Band/Community Council achievement of outcomes, increasing community based decision making, and reinforcing the responsibilities and obligations of the Sahtu Tribal Council, Band/Community Councils, and community members.

## III. STRATEGIC POLICIES:

Strategic policies are the parameters within which the strategy will set out to achieve its mission. They are self-imposed limitations which sharpen and limit the scope of activities that can be undertaken to fulfil the mission, therefore, they are written in the negative.

### Strategic Policies

1. All decisions will be made strictly in the best interest of the student.
2. We will not accept prejudicial discrimination.

### **IV. OBJECTIVES:**

The objectives are an expression of the desired measurable end results of the strategy. They are the specific results the training plan will achieve as it fulfils its mission. They are aspirations, not projections.

### Objectives

- To have 100% of our member Band/Community Councils, through the application of strategies for learning achieve success in their self-government undertakings.
- To ensure opportunities and responsibilities arising from the Sahtu Land Claim are developed to their fullest potential.
- To have every Band/Community Council reach their select level of achievement.
- To have 100% of our Band/Community Councils meet or surpass the criteria of their individual Community Service programs.

### **V. STRATEGIES:**

1. We will guarantee outstanding staff performance.

2. We will establish co-ordination of government and non-government training services provided to the regions.
3. We will ensure each student the appropriate individualized program through career counselling.
4. We will effectively integrate the training experience into the community.
5. We will co-ordinate all community services needed by students.
6. We will guarantee effective and efficient use of all resources.
7. We will ensure that each Band/Community Council's, and interest group understands and accepts their roles and responsibilities in fulfilling the mission of the Sahtu Long Term Training Strategy.
8. We will establish expectations for student achievement, and develop quality indicators to evaluate performance and achievement.
9. We will gain understanding and acceptance by Band/Community Councils, Sahtu Tribal Council, staff, and community members of our strategic planning process and results.
10. We will acquire and develop curriculum, programs, and assessment tools to achieve the mission and objectives.
11. We will ensure the primacy of choice in every aspect of the process, and promote awareness of the choices, and of their consequences.

## **VI. SPECIFIC OBJECTIVES**

**Strategy 1. We will guarantee outstanding staff performance.**

### **Specific Objectives:**

- 1.1 Provide access and the opportunity for professional growth to all staff.
- 1.2 Establish a staff performance review process that will stimulate and promote outstanding staff performance.



- 1.3 Set standards related to staff selection and placement.
- 1.4 Provide job descriptions for each position in the region.
- 1.5 Develop a process to recognize staff achievements.
- 1.6 Ensure suitable selection of staff in regional leadership positions.
- 1.7 Promote outstanding staff performance by clear communications.
- 1.8 Maintain a central listing (Data Base) of individuals who demonstrate outstanding skills, knowledge and attitudes for all job classifications.
- 1.9 Recruit outstanding individuals for regional staff positions.
- 1.10 Develop knowledge and understanding of employee rights in order to ensure judicious and fair treatment of staff in difficulty.
- 1.11 Provide resources for staff in difficulty.
- 1.12 Set framework for dealing with unsatisfactory staff performance.

Strategy 2. We will establish co-ordination of government and non-government training services provided to the regions.

Strategy 3. We will guarantee each student the appropriate individualized program.

- 3.1 Provide career counselling to all potential trainees, thereby increasing student control and commitment to being involved in their career development program.
- 3.2 Provide adequate assessment of candidates abilities for proper placement in training.
- 3.3 Ensure that all students are able to demonstrate their highest level of achievement in relation to the curriculum.

- 3.4 Select curriculum expectations and implement strategies to match identified student interest, strengths and needs so that the individual can demonstrate the highest possible level of achievement.
- 3.5 Ensure the development of a variety of programs for individualized programming.
- 3.7 Develop a co-operative model for the delivery of a range of individualized services to students which results in social and financial benefits to the community.
- 3.8 Establish communications between Sahtu Regional School Board and post-secondary initiatives regarding individualized instruction.

**Strategy 4.** We will effectively integrate the training experience and the community.

- 4.1 Develop a data bank which outlines current regional and community services and activities.
- 4.2 Involve the leadership, government, and the business community in collaborative training partnerships.
- 4.3 Develop a plan to pilot an education and treatment service centre for community members

**Strategy 5.** We will effect the co-ordination of all community services needed by students.

- 5.1 Establish an interactive computerized data base of relevant community services available to assist students.
- 5.2 Expand the level of awareness of services among staff, students, and community members.
- 5.3 Establish a regional plan which provides information and encourages use of services needed by students.
- 5.4 Establish and promote a regional position regarding the co-ordination of training services.

Strategy 6. We will ensure effective and efficient use of all resources.

- 6.1 Develop measurable regional standards that are to be used to determine whether all resources are being employed in the most effective manner possible.
- 6.2 Use buildings and facilities effectively and efficiently.
- 6.3 Develop long term recommendations for implementing partnerships with governments, non-government organizations, and business.
- 6.4 Develop long term recommendations for effectively utilizing human resources within the Sahtu communities.
- 6.5 Implement comprehensive career plan assistance for all staff.

Strategy 7. We will ensure that each Band/Community Council and interest groups understands and accepts their rules and responsibilities in fulfilling the mission of the Sahtu long term training strategy.

- 7.1 Develop a student role and responsibility statement which supports and is supportive to the region's mission.
- 7.2 Develop a role and responsibility statement for the training programs which supports and is complementary to the region's mission.
- 7.3 Develop a role and responsibility statement for training for communities which support and is consistent with the region's mission.
- 7.4 Develop a role and responsibility statement for instructors which supports and is congruent with the region's mission

Strategy 8. We will establish expectations for student achievement and success, and develop quality indicators and measures to evaluate performance and achievement.

- 8.1 Design curriculum and student assessment principles that focus on growth.
- 8.2 Provide regional staff with information about assessment practices and implications for instruction and trainee/student success.
- 8.3 Identify performance criteria for each curriculum training/module level.
- 8.4 Establish standards for each student staff/trainee performance.
- 8.5 Establish standards for regional performance.
- 8.6 Provide a variety of exemplars that model strategies and reflect levels of performance.
- 8.7 Communicate to student/trainees and to the communities how assessment is carried out in the programs.
- 8.8 Student staff/trainees identify and monitor their goals for learning.

Strategy 9. We will gain understanding and acceptance by Band Council, Sahtu Tribal Council, staff and community members of our strategic planning process and outcomes.

- 9.1 Incorporate the strategic planning process and outcomes as an integral part of the operation of the regions.
- 9.2 Promote understanding and acceptance of the strategic planning process and outcomes by each target audience.
- 9.3 Evaluate the level of understanding and acceptance of the strategic planning process and outcomes.

Strategy 10. We will acquire and develop curriculum, programs and assessment tools to achieve the mission and its objectives.

- 10.1 Design the training courses and programs to meet the needs of the students.
- 10.2 Ensure that instructional staff obtain, understand, accept and implement curriculum.
- 10.3 Ensure that the community members understand, accept, and support the curriculum.
- 10.4 Vary the physical environments in which learning occurs.
- 10.5 Determine the process for assessing and reporting student achievement.
- 10.6 Ensure students, staff, and community understand, accept and support assessment procedures and results.

Strategy 11. We will ensure the primacy of choice in every aspect of the process, and promote awareness of the choices, and of their consequences.

- 11.1 Review all policies, administrative regulations, regional procedures, and practices to give primacy of choice first consideration.
- 11.2 Develop indicators and measures for choice for students, staff, and community in areas such as consultation, facilities, language, culture, placement, programming, purchasing, and staffing.
- 11.3 Ensure that students, staff, and community members are aware and understand that primacy of choice, is to be given first consideration in every aspect of the region's operations.
- 11.4 Communicate the availability of choices and their consequences to those for whom a particular choice exists.

## APPENDIX II.

## CANADA CENSUS 1986

POPULATION CHARACTERISTICS:

	Colville /Good Hope	Fort Franklin	Fort Norman	TOTAL
Male, total.....	330	280	180	790
0 - 4 years.....	40	35	20	95
5 - 9 years.....	35	30	15	80
10 - 14 years.....	40	30	15	85
15 - 19 years.....	30	40	20	90
20 - 24 years.....	35	20	25	80
25 - 34 years.....	50	40	30	120
35 - 44 years.....	40	35	20	95
45 - 54 years.....	30	10	20	60
55 - 64 years.....	10	10	10	30
65 - 74 years.....	5	15	10	30
75 years and over.....	15	10	10	35
Female, total.....	285	255	150	690
0 - 4 years.....	40	35	15	90
5 - 9 years.....	35	25	10	70
10 - 14 years.....	30	30	15	75
15 - 19 years.....	25	25	10	60
20 - 24 years.....	25	25	15	65
25 - 34 years.....	45	50	35	130
35 - 44 years.....	25	20	15	60
45 - 54 years.....	25	20	15	60
55 - 64 years.....	15	10	5	30
65 - 74 years.....	15	5	5	25
75 years and over.....	5	5	10	20
Total population 15 years and over.....	385	345	235	965

EDUCATION LEVELS:

	Colville /Good Hope	Fort Franklin	Fort Norman	TOTAL
-----				
By Highest Level Of Schooling				
Less Than Grade 9.....	230	200	120	550
Grades 9 - 13				
- W/O secondary certificate..	55	85	50	190
- With secondary certificate.	-	5	-	5
- Trades certificate/diploma.	15	5	-	20
Males with Post				
Secondary				
Qualifications.....	35	20	25	80
Educational, recreational and counselling services.....	5	5	5	15
Fine and applied arts.....	-	-	-	-
Humanities and related fields.	5	-	-	5
Social sciences and related fields.....	-	-	-	-
Commerce, management, and business administration.....	-	-	5	5
Agricultural and biological sciences/technologies.....	-	-	-	-
Engineering and applied sciences.....	-	-	-	-
Engineering/applied science technologies and trades.....	25	10	15	50
Health professions, sciences and technology.....	-	-	-	-
Mathematics and physical sciences.....	5	-	-	5
All other.....	5	-	-	5

	Colville /Good Hope	Fort Franklin	Fort Norman	TOTAL
Females With Post-Secondary Qualifications.....	30	15	15	60
Educational, recreational and counselling services.....	10	5	5	20
Fine and applied arts.....	-	-	-	-
Humanities and related fields..	-	-	-	-
Social sciences and related fields.....	5	5	-	10
Commerce, management and business administration.....	10	10	-	20
Agricultural and biological sciences/technologies.....	-	-	-	-
Engineering and applied sciences.....	-	-	-	-
Engineering/applied science technologies and trades.....	5	-	-	5
Health professions, sciences and technology.....	5	-	-	5
Mathematics and physical sciences.....	-	-	-	-



LABOUR FORCE ACTIVITY:

<b>MALES - 15 years and over.....</b>	205	175	130	510
In the Labour force.....	110	100	75	285
Employed.....	85	85	65	235
Unemployed.....	25	15	10	50
Participation rate.....	53.6	57.1	57.7	56.0
Unemployment rate.....	12.1	15.0	13.3	13.4
<b>FEMALES - 15 years and over....</b>	175	165	100	440
In the labour force.....	70	65	50	185
Employed.....	60	55	40	155
Unemployed.....	10	10	5	25
Participation rate.....	34.2	39.4	50.0	41.2
Unemployment rate.....	14.3	15.4	10.0	13.2
<b>TOTAL LABOUR FORCE 15 YEARS AND OVER.....</b>	180	165	120	465
<b>MALE/FEMALE ALL OCCUPATIONS...</b>	175	165	115	455
Managerial, administrative and related occupations.....	20	15	15	50
Teaching and related occupations.....	10	15	5	30
Occupations in medicine and health.....	-	-	-	-
Technological, social, artistic, and related occupations.....	20	5	15	40
Clerical and related occupations.....	25	15	15	55
Sales occupations.....	5	5	-	10
Service occupations.....	25	30	15	70
Primary occupations.....	30	35	10	75
Machining, fabricating assembling and repairing.....	-	5	5	10
Construction trades occupations.....	15	10	5	30
Transport equipment operating occupations.....	15	10	10	35
Other.....	5	15	10	30
<b>MALE/FEMALE ALL CLASS OF WORK.</b>	175	95	120	390
Paid workers	160	85	115	360
Self-employed	5	10	5	20



## EDUCATION AND TRAINING NEEDS QUESTIONNAIRE

*The Dene/Metis Training Co-ordinating Group is responsible for assisting Dene and Metis individuals and organizations in the Mackenzie Valley to get further education and training. This questionnaire will help to identify what your training and education needs are. Please take the time to answer the researcher's questions. The information you provide is confidential and can be used only by the Regional Training Board, the Dene Band and the Metis Locals. Your participation is appreciated and will assist the Regional Training Board, the Band and the Locals to serve you better.*

### BACKGROUND INFORMATION

1. Your Name: \_\_\_\_\_  

(last name)
(first name)
(middle names)
2. Your Mailing Address: \_\_\_\_\_  

(Street and/or Box Number)

(Community)
(Postal Code)
3. Your Home Telephone Number: \_\_\_\_\_  
 Your Work Telephone Number: \_\_\_\_\_
4. Your Date of Birth: \_\_\_\_\_  

(day/month/year)
5. Your Sex: Male \_\_\_\_\_ Female \_\_\_\_\_
6. Your Status: Treaty \_\_\_\_\_ Non-Treaty \_\_\_\_\_ Bill C-31 \_\_\_\_\_  

Metis \_\_\_\_\_
Non-Native \_\_\_\_\_
7. Name the Band and/or Metis Local that you belong to:  

Band \_\_\_\_\_
Metis Local \_\_\_\_\_
8. Your Current Marital Status: Married \_\_\_\_\_ Single \_\_\_\_\_  

Common Law \_\_\_\_\_

Widowed/Separated/Divorced \_\_\_\_\_

Other (explain) \_\_\_\_\_

9. How many people do you support (i.e. with food, shelter, clothing, and/or money)? Children (under 15 years) \_\_\_\_\_ Adults \_\_\_\_\_

10. How many years have you lived in F. Good Hope

11. If F. Good Hope is not your home community, where were you born? \_\_\_\_\_

(name of community)

12. What languages do you speak, understand, read and/or write well?

	Speak Well	Understand Well	Write Well	Read Well
Gwichen/Loucheux	_____	_____	_____	_____
North Slavey	_____	_____	_____	_____
South Slavey	_____	_____	_____	_____
Dogrib	_____	_____	_____	_____
Chipewyan	_____	_____	_____	_____
Cree	_____	_____	_____	_____
English	_____	_____	_____	_____
French	_____	_____	_____	_____
Other (identify)	_____	_____	_____	_____

## EDUCATION AND TRAINING BACKGROUND

13a. What is the highest grade you have completed at elementary or secondary school, or through upgrading?

-no grade completed or did not attend school \_\_\_\_\_

-highest grade completed (circle one)

1 2 3 4 5 6 7 8 9 10 11 12 13

13b. Was your highest grade completed :

at school \_\_\_\_\_ or through upgrading \_\_\_\_\_?

14. List and describe any certificates, diplomas or degrees you have received?

-High School Diploma \_\_\_\_\_  
(such academic, vocational program)

-Certificates or Diplomas \_\_\_\_\_  
(such as nursing, accounting, trade certification, teaching assistant)

-University Degree \_\_\_\_\_  
(such as Honours, General, BSC, BA, MA, PHD)

15. List by course name, any education or skill development courses you have taken for which you did not receive certification or a diploma.

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16a. Do you have a valid driver's licence? Yes \_\_\_\_\_ No \_\_\_\_\_

16b. If yes, what class of licence do you have?

Class 1, tractor trailer units \_\_\_\_\_

Class 2, buses exceeding 24 passengers \_\_\_\_\_

Class 3, single bodied motor vehicles exceeding 11,000 kg. \_\_\_\_\_

Class 4, medium and small taxicabs/ambulance \_\_\_\_\_

Class 5, medium and small motor vehicles up to 11,000 kg. \_\_\_\_\_

Class 6, motor cycle \_\_\_\_\_

Class 7, learner's licence \_\_\_\_\_

## EMPLOYMENT HISTORY AND STATUS

---

17a. Are you now: (rank by number)

-casually/seasonally employed \_\_\_\_\_

-permanently employed \_\_\_\_\_

-self-employed \_\_\_\_\_

-unemployed \_\_\_\_\_

-a housewife/husband \_\_\_\_\_

-a hunter/trapper/fisherman \_\_\_\_\_

-not interested in working \_\_\_\_\_

-a student \_\_\_\_\_

-other (explain) \_\_\_\_\_

17b. What kind of work do you usually do? \_\_\_\_\_

(your occupation)

17c. In the last five years what other kinds of work have you done?

(List no more than three other occupations.)

1. \_\_\_\_\_

2. \_\_\_\_\_

3. \_\_\_\_\_

18a. In the past year, how have you mainly made your living? (rank by number)

-working as a (list occupation) \_\_\_\_\_

-unemployed and receiving Unemployment Insurance \_\_\_\_\_

-unemployed and receiving welfare \_\_\_\_\_

-unemployed and supported by others in my household \_\_\_\_\_

-unemployed and receiving no income/support \_\_\_\_\_

-hunting, trapping, and/or fishing \_\_\_\_\_

-doing arts and crafts work \_\_\_\_\_

-doing odd jobs or was self-employed \_\_\_\_\_

-a student \_\_\_\_\_

-other (identify) \_\_\_\_\_

18b. In the past month, how have you mainly made your living? (rank by number)

- working as a (list occupation) \_\_\_\_\_
- unemployed and receiving Unemployment Insurance \_\_\_\_\_
- unemployed and receiving welfare \_\_\_\_\_
- unemployed and supported by others in my household \_\_\_\_\_
- unemployed and receiving no income or support \_\_\_\_\_
- hunting, trapping, and/or fishing \_\_\_\_\_
- doing arts and crafts work \_\_\_\_\_
- doing odd jobs or was self-employed \_\_\_\_\_
- a student \_\_\_\_\_
- other (identify) \_\_\_\_\_

19a. If you were working full or part-time in the past month, how many hours a week do (did) you normally work:

less than 30 hours \_\_\_\_\_ 30 hours or more \_\_\_\_\_

19b. If you were NOT working full or part-time in the past month, were you:

(rank by number)

- on temporary layoff from a job and expecting to return \_\_\_\_\_
- on vacation, ill/injured, or on strike \_\_\_\_\_
- waiting to start a job as a (list occupation) \_\_\_\_\_
- looking for a job as a (list occupation) \_\_\_\_\_
- looking for any job \_\_\_\_\_
- not looking for a job \_\_\_\_\_
- permanently unable to work/disabled \_\_\_\_\_
- not interested in working \_\_\_\_\_
- going to school \_\_\_\_\_
- doing housework/working at home \_\_\_\_\_
- out on the land \_\_\_\_\_
- doing odd jobs \_\_\_\_\_
- other (explain) \_\_\_\_\_

19c. If you were NOT working full or part-time in the past month, do you want a job? Yes, full-time \_\_\_\_\_ Yes, part-time \_\_\_\_\_ No \_\_\_\_\_

20a. If you were working full or part-time in the past month, do you want a different job than the one you have now? Yes \_\_\_\_\_ No \_\_\_\_\_

20b. If yes, what is it that you are looking for in a different job? (rank by number)

- more challenges or interesting work \_\_\_\_\_
- different employer/boss \_\_\_\_\_
- to work in a different community \_\_\_\_\_
- different kind of work (list occupation) \_\_\_\_\_
- better working conditions \_\_\_\_\_
- other (identify) \_\_\_\_\_
- longer hours \_\_\_\_\_
- shorter hours \_\_\_\_\_
- more money \_\_\_\_\_

21. What sort of working arrangements do you prefer? (Rank by number)

-full-time \_\_\_\_\_

-part-time \_\_\_\_\_

-contract/term \_\_\_\_\_

-seasonal \_\_\_\_\_

-rotational \_\_\_\_\_

-shift work \_\_\_\_\_

-other (Identify) \_\_\_\_\_

## **YOUR FUTURE**

---

22a. Are you currently enrolled as a full-time or part-time student?

Yes, full-time \_\_\_\_\_ Yes, part-time \_\_\_\_\_ No \_\_\_\_\_

22b. If yes, which of the following are you presently enrolled in:

Elementary or Secondary School \_\_\_\_\_

Upgrading \_\_\_\_\_

University \_\_\_\_\_

College or Trades School \_\_\_\_\_

Other Skills Training (Identify) \_\_\_\_\_

22c. If yes, what level of education do you wish to achieve?

-grade \_\_\_\_\_

-degree/diploma \_\_\_\_\_

-certification \_\_\_\_\_

23a. If you are now a full or part-time student, did you at any point leave school and then return? Yes \_\_\_\_\_ No \_\_\_\_\_

23b. If yes, what caused you to go back to school? (rank by number)

-Needed more education to get the job I wanted \_\_\_\_\_

-Needed more education to make more money \_\_\_\_\_

-Needed to get retrained to get a job \_\_\_\_\_

-Didn't have enough education to get a job \_\_\_\_\_

-Other (explain) \_\_\_\_\_

24a. If you are **NOT** a full or part-time student, have you ever considered going to school?

-Yes on a full-time basis \_\_\_\_\_

-Yes on a part-time basis \_\_\_\_\_

-No, don't want to go to school \_\_\_\_\_

24b. Why do you say this? \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_

25a. In five years from now, what kind of work do you want to be doing? (list occupation) \_\_\_\_\_

25b. Do you feel that you have enough education and training to do the work that you want to do in five years? Yes \_\_\_\_\_ No \_\_\_\_\_

25c. Why do you say this? (rank by number)

Yes

- Never had a problem getting a job \_\_\_\_\_
- Have the job I want \_\_\_\_\_
- Am happy the way I am \_\_\_\_\_
- I continue to learn on the job \_\_\_\_\_
- Other (explain) \_\_\_\_\_

No

- Can't get the job I want \_\_\_\_\_
- Have problems getting a job \_\_\_\_\_
- Not smart enough \_\_\_\_\_
- Can't keep up with changes \_\_\_\_\_
- Other (explain) \_\_\_\_\_

25d. Do you feel you have enough experience and understanding to pursue your personal interests? Yes \_\_\_\_\_ No \_\_\_\_\_

25e. Why do you say this? (rank by number)

Yes

- Am able to do the things I like \_\_\_\_\_
- Am happy the way I am \_\_\_\_\_
- Am never bored/frustrated \_\_\_\_\_
- Other (explain) \_\_\_\_\_

No

- Can't seem to do what I want \_\_\_\_\_
- Feel dissatisfied with my life \_\_\_\_\_
- Feel bored/frustrated with my life \_\_\_\_\_
- Other (explain) \_\_\_\_\_

26. Consider the following training and education conditions and decide which appeal to you the most (check one in each category).

Duration:

- Less than 1 month \_\_\_\_\_
- 1 to 3 months \_\_\_\_\_
- 3 to 6 months \_\_\_\_\_
- 7 to 12 months \_\_\_\_\_
- More than 12 months \_\_\_\_\_

Location:

- Anywhere in the N.W.T. \_\_\_\_\_
- Anywhere in Canada \_\_\_\_\_
- In \_\_\_\_\_
- In \_\_\_\_\_
- In \_\_\_\_\_
- Doesn't matter \_\_\_\_\_

Time of Day:

- evenings only \_\_\_\_\_
- daytime only \_\_\_\_\_
- weekdays only \_\_\_\_\_
- weekends only \_\_\_\_\_
- anytime \_\_\_\_\_

Place:

- on the job \_\_\_\_\_
- classroom \_\_\_\_\_
- both \_\_\_\_\_
- doesn't matter \_\_\_\_\_



27. Have you ever had any problems getting a job? Yes \_\_\_\_\_ No \_\_\_\_\_

If yes, what? (rank by number)

- lack of transportation \_\_\_\_\_
- lack of day care \_\_\_\_\_
- lack of experience \_\_\_\_\_
- lack of education \_\_\_\_\_
- lack of good reading and writing skills \_\_\_\_\_
- lack of family support \_\_\_\_\_
- no jobs available \_\_\_\_\_
- no jobs that I want available \_\_\_\_\_
- employers not wanting to hire a native person \_\_\_\_\_
- other (explain) \_\_\_\_\_

28. Have you ever had problems getting further education or training?

Yes \_\_\_\_\_ No \_\_\_\_\_

If yes, what? (rank by number)

- lack of transportation \_\_\_\_\_
- lack of day care \_\_\_\_\_
- lack of basic education \_\_\_\_\_
- lack of good reading and writing skills \_\_\_\_\_
- lack of family support \_\_\_\_\_
- programs/courses are unavailable \_\_\_\_\_
- lack of money/financial support \_\_\_\_\_
- can't get any information on courses and programs \_\_\_\_\_
- don't know who to see, how to register or where to go for help \_\_\_\_\_
- other (explain) \_\_\_\_\_

29. Do you feel there is a need for a Dene/Metis organization to offer:

- |  |           |          |
|--|-----------|----------|
| -career counselling services                 | Yes _____ | No _____ |
| -education and training counselling services | Yes _____ | No _____ |
| -employment referral services                | Yes _____ | No _____ |
| -on-the-job training programs                | Yes _____ | No _____ |
| -classroom style training programs           | Yes _____ | No _____ |
| -other (identify) _____                      | Yes _____ | No _____ |

30. What kind of training and education programs would you be most interested in? (Rank in order of importance.)

- Management training \_\_\_\_\_
- Secretarial/clerical training \_\_\_\_\_
- Trades/apprenticeship training \_\_\_\_\_
- Computer training \_\_\_\_\_
- Technical services training \_\_\_\_\_
- Business training \_\_\_\_\_
- Reading and writing English \_\_\_\_\_
- Academic studies \_\_\_\_\_
- Reading and writing an aboriginal language \_\_\_\_\_
- Other (identify) \_\_\_\_\_

### USE AND CONFIDENTIALITY OF INFORMATION

I understand that the Background Information collected in Questions 1 to 8 is confidential to all other parties except for the Band and/or Metis Local to which I belong. I understand that the rest of the information in this questionnaire is confidential to all other parties except the

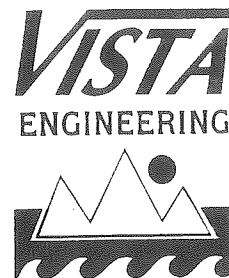
Regional Training Board, Dene Band, and  
Metis Local. I agree that the above information can be used by  
these groups for determining education and training needs.

\_\_\_\_\_  
(Signature )

\_\_\_\_\_  
(Date)

## **APPENDIX J**





Our File: 92-0800

April 29, 1993

Town of Norman Wells  
P.O. Box 5  
Norman Wells, NT  
XOE OVO

Attention: Mr. Doug Bruce

**RE: Esker Haul Road - Technical Summary**

As requested, the following provides a brief summary of the 1993 construction of the new access road to a proposed granular borrow source for the Town of Norman Wells.

A total of 2.5 km of new road is currently being constructed from the existing access road to the proposed granular borrow site. The work has included clearing of brush, placing of a supportive vegetative mat, and embankment construction.

The primary design criteria for the access road, as established by the Town of Norman Wells, was to minimize costs by utilizing locally available pitrun granular sources and minimizing fill quantities. RTAC standards for a low density rural road at an 60 km/hr design speed were applied for horizontal and vertical alignment design. Due to the relatively low design speed, a minimum allowable road width of 6m was set which allows sufficient passing room for two trucks while minimizing fill quantities.

Soil samples collected from a number of shallow test pits indicated that poor subsurface conditions existed in low lying areas consisting of ice rich or weak clays and silts with high moisture contents. Subsurface soils from higher ground were found to be of better quality consisting of unfrozen sandy silts and gravels.

Conventional construction techniques over ice rich or weak soils would have included the use of geotextile and high fill depths to reduce loading and the potential for permafrost degradation.

In order to reduce costs, it was decided to place cut brush and trees as a "natural" geotextile. The vegetative mat "bridges" soft soils, distributes embankment loads and reduces permafrost degradation due to its natural insulating qualities resulting in less rutting and embankment failures. Cost savings were realized by reduced fill depths, lower



cost for clearing as cut brush did not have to be removed and eliminating the purchase and transport of geotextile.

Subsurface inspection of roads dating to 50 years old in Norman Wells were a similar technique has been applied indicates that the permafrost rises into the embankment, freezing the vegetative mat which results in very slow degradation. Roads which have been built using this technique have performed well to date.

Cost savings were also realized by careful selection and excavation soils for use as embankment fill from higher ground where it was identified that permafrost or poor soil conditions did not exist.

The use of locally available materials to the maximum extent practical also resulted in reduced construction costs. Available construction materials included sandy silts and poorly graded sand and gravel.

It was identified that these materials did not meet current requirements for road construction and would result in increased maintenance costs. As these materials were available for approximately 10% of the cost of crushed granular fill and traffic volumes were considered to be relatively low, the additional cost of maintenance in using the materials was identified to be considerably lower than producing crushed granular material.

If you should have any questions or require additional information on the above, please contact us directly at 873-4894.

Yours truly,

Vista Engineering

A handwritten signature in black ink, appearing to read "Victor Menkal", written in a cursive style.

Victor Menkal, P.Eng.

*norman wells*

MEMO TO FRANK POPE

SUBJECT: ESKER ROAD COST SUMMARY

THE FOLLOWING IS A COST SUMMARY OF OUR RECENT COMPLETION OF A 2KM ROAD CUT THROUGH RAW BUSH OVER MUSKEG IN ORDER TO REACH NEW GRANULAR MATERIAL FOR FUTURE TOWN CONSTRUCTION PROJECTS.

SURVEY

-FLIGHT TO VIEW PROPOSED SITE	\$ 480
-CLEARING FOR SURVEY LINES	2,800
-FIELD SURVEY, DESIGN DRAWINGS	8,700
-CONTRACT PREPARATION	<u>2,400</u>
-SUBTOTAL	14,300

CONTRACT WORK

-CLEARING RIGHT OF WAY	\$ 14,000
-CUT/FILL; LOAD, HAUL & PLACE MATERIAL	
DITCHING AND FINAL GRADING	34,000
-CULVERT INSTALLATIONS	<u>4,800</u>
-SUBTOTAL	52,000

SUPERVISION

-TOWN FOREMAN/FIELD ENGINEER	\$ 3,920
------------------------------	----------

<b>TOTAL COSTS</b>	<b>\$ 70,220</b>
--------------------	------------------

LABOUR SUMMARY

-CONTRACTOR CREW	10 EQUIPMENT OPERATORS/LABOURS
-TOWN CREW	1 FOREMAN
	3 LABOURS (SLASHING)

ADDITIONAL BENEFITS

- FIREWOOD CUT FROM CLEARED BRUSH, USED FOR ELDERS AND CAMPGROUNDS (2 SEASONS WORTH)
- ROAD CAN ACCESS FUTURE RECREATION SITES - X COUNTRY SKIING ETC.





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## **APPENDIX K**



# RESPONSE TO PETITION

EXECUTIVE COUNCIL

*Received April 15th, 1992*

*c.c. Sakhu Martin  
list  
FAX to Frank Pope*

Petition tabled by Mr. Kakfwi on February 22, 1993

Response by the Honourable John Todd  
Minister of Transportation

## COMPLETION OF THE MACKENZIE HIGHWAY

The Department of Transportation welcomes the public support for the completion of the Mackenzie Highway expressed in this petition of 363 signatures.

The Government of the Northwest Territories and the Department of Transportation consider the completion of the Mackenzie Highway (north from Wrigley, through the communities of Fort Norman, Norman Wells and Fort Good Hope to link with the Dempster Highway south of Inuvik) to be an integral and necessary part of a rational and efficient land transportation network in the Western Arctic. In many ways, the future prospects for sustained economic growth and prosperity in the Western Arctic region depend on this vital transportation link.

As the petition recognizes, the financial responsibility for the construction of the Mackenzie Highway rests with the federal Government of Canada. On current estimates, the project will require an investment in the order of \$500 million. This is well beyond the means of the territorial government and will require a substantial financial commitment from the Government of Canada.

Despite the size of the investment, the position of the Government of the Northwest Territories is that the development of a healthy, self-supporting economy in the Northwest Territories is not possible with the existing, inadequate systems of transportation infrastructure. Furthermore, the long term investment in transportation infrastructure will not only contribute to the creation of a productive economy in the Northwest Territories but much of the benefit from the expenditures would accrue directly to the provincial economies of southern Canada. Sustained, positive growth in the economy of northern Canada would reduce the region's fiscal draw, through annual transfer payments, on Canada as a whole.

The Department is preparing practical, financial proposals for the Minister of Transportation to demonstrate to the Government of Canada that significant federal investment in northern transportation infrastructure, including the completion of the Mackenzie Highway, is in everyone's interest. This petition adds public support to the position of the Northwest Territories and helps to strengthen our case.



# Shihta Regional Council

P.O. BOX 297 - NORMAN WELLS, N.W.T. X0E 0V0  
(403) 587-2654 (403) 587-2324

September 22nd 1989

Hon. Pierre Cadieux  
Minister of Indian Affairs  
& Northern Development  
House of Commons  
Ottawa, Ontario

Dear Minister,

We in the Sahtu region of the Northwest Territories wish to advise you that we feel, despite the talk of a major gas development down the Mackenzie Valley, that the future of our region depends on the completion of the Mackenzie Valley Highway to Norman Wells from Fort Simpson and eventually to the junction of the Dempster Highway south of Inuvik.

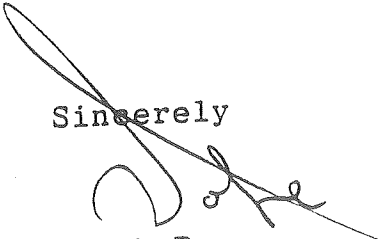
Such a construction project will keep the region's economy solvent through the boom/bust of Fossil fuel projects, it will be an ideal ongoing training ground for young northerners and it once completed will open up the region to unlimited business opportunities in the field of tourism and other ventures.

We also wish to suggest that based on the estimated costs related to such a project, your department meet with industry (oil companies and pipeline companies) with a view to them contributing towards this cost. We certainly do not feel that the Canadian taxpayer foot the total bill, we also feel that the Federal and Territorial role in this issue be clarified, e.g. if the Territorial government takes over road and highway construction from the Federal government, is it also going to receive funds to go with the authority.

I met with Mr McKnight last fall when he was Minister, at that time we gave him some of our ideas. Please find attached a copy of that correspondence, his reply and some material to explain who the Shihta Regional Council are.

I thank you for your time and attention and wish you well in the capacity of Indian Affairs Minister, should Norman Wells be one of your northern stops in the future, we would be most pleased to meet with you.

Sincerely



Frank Pope  
General Manager  
DIZ Committee

each community will have the opportunity to provide year round maintenance for the highway, thus creating even further long term employment opportunities.

We would suggest that small sections of the highway construction be undertaken in three strategic areas at this time:

1. Wrigley north to Fort Norman
2. Fort Norman south to connect with the Wrigley section and
3. Norman Wells south to Fort Norman

It is our opinion that with small sections being worked on annually a degree of certainty will exist that economic benefits will remain in each area for a period of time. The rationale for this concept is that if one major project were undertaken at one time it would only provide another boom/bust scenario. We believe our suggested approach would allow northerners to take part in and complete recognised apprenticeship programs which can take up to four years to complete. Thus extensive training programs for northerners could be incorporated in to the project similar to the "Hire North" strategy adopted during the early 1970's on that section of the highway constructed in the Fort Simpson area.

Contracts could be negotiated in each region rather than using the open tender system allowing only northern contractors to work on the project with no single contractor taking all the work, spreading the economic benefits to all communities. These contractors interested in working on the project could reduce their heavy equipment rates; Canada Employment and Immigration along with the Government of the Northwest Territories Department of Education could contribute to trainee wage programs allowing for minimised costs and maximised mileage constructed per year.

It is our opinion that with the co-operation of the G.N.W.T., The Federal Government and Northerners we could eventually push the highway to the shores of the Beaufort Sea, opening up the north for future development not only in the oil and gas sector but in other areas that will employ northerners in to the foreseeable future.

Possibly even more importantly Canada will achieve a year round coast to coast link which in our opinion will do more for "sovereignty" than will spending billions in France or England for submarines or even constructing nuclear ice-breakers.

Northern Canadians can build this highway, we can lobby industry and others for funding assistance, but without a commitment and strong encouragement from the Federal and Territorial government we will continue to have only a highway to nowhere. So let's go somewhere, let's work together and get the job done now before the next major northern development project is ready to go on stream.

C.C. Hon. Nellie Cournoyea, Minister of Highways, G.N.W.T.  
Hon Stephen Kakfwi, M.L.A. Sahtu  
Deh-Cho Regional Council





Minister of Indian Affairs  
and Northern Development



Ministre des Affaires  
indiennes et du Nord canadien

NOV 18 1988

Mr. Tony Grandjambe  
Speaker  
Shihta Regional Council  
P.O. Box 297  
NORMAN WELLS, Northwest Territories  
X0E 0V0

Dear Mr. Grandjambe:

This is in reference to your letter of October 19, 1988 and my recent meeting with Mr. Frank Pope in Edmonton concerning the extension of the Mackenzie Valley Highway.

I appreciate your interest in extending the Highway northward and agree that projects such as highway construction provide training and employment opportunities for northerners and business opportunities for northern construction companies.

The estimated cost in 1985 of extending the Highway to Norman Wells varied between \$136 million and \$156 million depending on the standard used. This is a significant capital commitment which will require new funding and will have to compete with other projects for funding.

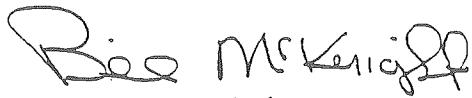
The department is currently in the process of transferring the inter-territorial roads reconstruction program to the Government of the Northwest Territories (GNWT). The department and the GNWT will also develop a long-term transportation infrastructure strategy and plan which will identify the requirement for new roads and the source of funds. Your proposal will be reviewed as part of this strategy.

.../2

As for a winter road to Fort Good Hope, the department has provided funding to the territorial government for this purpose.

Your interest in this matter is appreciated.

Yours sincerely,

A handwritten signature in dark ink, appearing to read "Bill McKnight". The signature is stylized with a large, looping initial "B" and a cursive "McKnight".

Bill McKnight

c.c. Ms Nellie Cournoyea  
c.c. Mr. Dennis Patterson

that governments strongly support the construction of the Mackenzie Highway to Norman Wells.

Moved by: Rick Hardy

Seconded by: Danny Yakelava

Carried

October 10, 1986



DEH CHO REGIONAL COUNCIL MEETING  
APRIL 25-29, 1988  
FORT SIMPSON

RESOLUTION #3

WHEREAS:

THE WRIGLEY BAND COUNCIL HAS STRONGLY EXPRESSED A DESIRE TO  
HAVE THE HIGHWAY EXTENDED TO FORT NORMAN

AND WHEREAS:

THE DEH CHO AND SAHTU REGIONAL COUNCILS HAVE EXPRESSED THEIR  
SUPPORT FOR THE EXTENSION OF THE HIGHWAY TO FORT NORMAN

WHEREAS:

THE GOVERNMENT OF THE NWT HAS NOT MADE PUBLIC PLANS FOR THE  
EXTENSION

BE IT RESOLVED:

THAT THE MINISTER OF PUBLIC WORKS INDICATE THE  
GOVERNMENT'S SCHEDULE FOR EXTENDING THE WRIGLEY HIGHWAY NORTH TO  
FORT NORMAN

MOVED BY : ROBERT HARDISTY

SECONDED BY: JOACHIM BONNETROUGE

CARRIED: UNANIMOUS

# MACKENZIE HIGHWAY EXTENSION PROJECT

15 October 1987

## Objective

When completed the Mackenzie Highway will run for 1330 km from the 60th Parallel north through to Inuvik. Its development has been in the planning stage for the past 30 years with actual construction 47% completed for 630 km to Wrigley. The remaining 720 km of the highway is mainly in the Inuvik Region. The early construction of this northern half is essential for the well being of Mackenzie Valley residents, for resource development in the national interest and for needed tourism expansion.

The objective of the Inuvik Region Community Futures project is to stimulate early construction and to provide a coordinated approach for the completion of the Mackenzie Highway from Wrigley to Norman Wells and on to Fort Good Hope and Inuvik. Connecting highways to Fort Franklin and to Macmillan pass are also included in the project.

## Community Futures Role

The Community Initiatives Fund component of the Community Futures Program provides for infrastructure initiatives which can not be supported financially through the other options in the Community Futures Program or by other programs in the Canadian Jobs Strategy. Access to this fund is held by the Employment and Immigration Minister. It is anticipated that this fund will be used to support a small number of exceptional projects each year.

The Community Initiatives Fund is limited to unique and innovative proposals that are integral to the implementation of a regional strategy for growth and recovery. The proposals must create new permanent jobs and involve matching funding contributions by the private sector and/or territorial government.

## Proposed Mackenzie Highway Extension

It is suggested that the highway extension would proceed in two sections with four construction phases starting at Wrigley and moving downriver to Inuvik. A third section would involve side roads from Fort Norman to

Section 1	Phase 1: Wrigley to Fort Norman	200 km	
	Phase 2: Fort Norman to Norman Wells	<u>80 km</u>	
	Total Section 1		280 km
Section 2	Phase 3: Norman Wells to Fort Good Hope	140 km	
	Phase 4: Ft Good Hope to Inuvik (Dampstar Junc)	<u>300 km</u>	
	Total Section 2		<u>440 km</u>
Total Mackenzie Highway Extension			720 km
Section 3	Phase 5: Fort Norman to Fort Franklin	115 km	
	Phase 6: Norman Wells to Macmillan Pass	<u>370 km</u>	
	Total Section 3		485 km

### Requirement

The Mackenzie Highway Extension Project will provide considerable employment for area residents while under construction and many long term jobs resulting from activities opened up by the highway completion. The actual number of construction jobs and new jobs created will depend on the rate of construction and Mackenzie Valley economic developments. However, it can be estimated that there will be an opportunity for at least 300 construction jobs on the project and 500 new jobs after highway completion in transportation, maintenance, resource development, tourism and highway services.

The completed project will provide economical year around transportation to the area communities and many new economic opportunities. Oil and gas exploration and production projects along the Mackenzie Valley will be expanded and Gasport oil and gas pipelines will be facilitated. Canadian sovereignty in the region will be enhanced by the highway extension.

### Project Support

In addition to long standing Territorial and Federal government encouragement, there is extensive community and industry support for completion of the Mackenzie Highway. At the October 1985 Sahtu Region Economic Conference a motion was passed "that governments strongly support the construction of the Mackenzie Highway to Norman Wells. The September 1987 report of the Commons Energy Committee recommended completion of the transportation corridor along the Mackenzie Valley.





SANTU REGIONAL ECONOMIC  
DEVELOPMENT CONFERENCE:  
FINAL REPORT





Northwest  
Territories Minister of Public Works and Highways

Chief Paul Wright,  
Fort Norman Band Council,  
FORT NORMAN, NWT  
XOE OKO

Dear Chief Wright:

Mackenzie Highway Extension

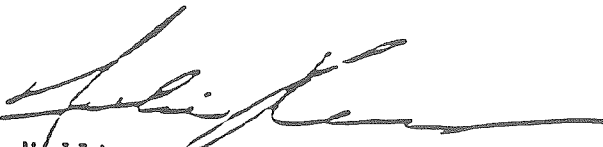
At this time, with the limited funds available for highway purposes, there are no surplus funds which can be committed to the completion of the highway network down the Mackenzie valley. However, the GNWT will continue to approach the Federal government, in the hope of obtaining increased funding to undertake this important project in the future.

In recent years, the Department of Public Works and Highways has developed policies, and implemented procedures, designed to increase employment and business development opportunities for local and Northern residents on construction projects administered by the Department. It is intended that these policies and procedures will apply to any future work on the Mackenzie highway extension.

The Department will continue to support the development of northern contractors by structuring its highway construction and maintenance contracts to provide the maximum opportunity for local involvement.

Your interest in this matter is appreciated.

Yours sincerely,

  
Nellie J. Cournoyea,  
Minister.

Hon. Gordon Wray  
Minister of Municipal and Community Affairs

Hon. Steve Kakfwi, M.L.A.  
Sahtu

Date Rec'd. Aug. 19  
Ack. 8  
XC to All Chiefs 10/11/88  
Briefing Req'd. 10/11/88  
Resp. Req'd. 10/11/88  
Other 10/11/88  
Info Item 10/11/88  
EF 10/11/88  
File Const - Ft Norman  
LYNDA SORENSEN



Northwest  
Territories Minister of Public Works and Highways

Chief Paul Wright,  
Fort Norman Band Council,  
FORT NORMAN, NWT  
XOE OKO

Dear Chief Wright:

Mackenzie Highway Extension

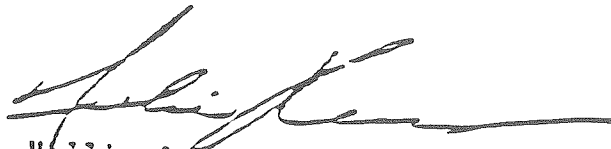
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Yours sincerely,

  
Nellie J. Cournoyea,  
Minister.

Hon. Gordon Wray  
Minister of Municipal and Community Affairs

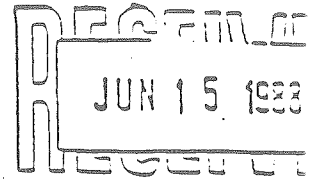
Hon. Steve Kakfwil, M.L.A.  
Sahtu

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Other 11/1/88  
Info Item 11/1/88  
EF 11/1/88  
File Const - Ft Norm  
LYNDA SORENSEN



# DEH CHO REGIONAL COUNCIL

P.O. BOX 89 • FORT SIMPSON, N.W.T. XCE 0N0 • (403) 695-2255



June 1, 1988

Ms. Nellie Cournoyea  
Minister of Public Works and Highways  
Gov't of the NWT,  
Yellowknife, N.W.T.  
X1A 2L9

Dear Ms. Cournoyea,

The people of both the Deh Cho and Sahtu are anxious to have the MacKenzie Highway extended north from Wrigley. We feel that is essential for any further economic development and the expansion of the tourist trade that there be road access to the communities north of Ft. Simpson along the MacKenzie.

However, both the Deh Cho and Shihta Regional Councils have tried unsuccessfully to find out your department's long-range plans for extending the highway.

We have been told that the responsibility for highway construction was turned over from the federal to territorial government as of March 31, 1988. Could you please confirm if this is so and tell us how much money your department now has for highway construction.

We would also like to know, if and when we can expect the MacKenzie Highway to be extended from Wrigley to Fort Norman, and from Norman Wells to Fort Norman.

I am enclosing a copy of Resolution # 3 on the subject of the highway extension passed at the semi-annual Deh Cho Regional Council Meeting at the end of April and trust we will be hearing from your department in the near future.

Sincerely,

A handwritten signature in cursive script that reads "Jim Antoine".

Jim Antoine  
Executive Director

cc. Frank Pope, Chairman, Shihta Regional Council  
cc. Dave Hickerson, MLA, Western Arctic





OTTAWA, Ontario K1A 0H4  
May 2, 1986

Your file    More references

Our file    More references

Mr. Peter C. Fraser  
Speaker  
Shishana Regional Council  
P.O. Box 287  
NORMAN WELLS, N.W.T.  
XCE 0V0

Dear Mr. Fraser:

I understand the Shishana Regional Council recently passed a motion calling for the commencement of negotiations for the immediate construction of an all weather road between Fort Norman and Norman Wells involving some kind of native training.

You may be interested to know that the Department of Indian Affairs and Northern Development has already engaged in some pre-planning activities for the extension of the Mackenzie Highway north from Wrigley. For example, last summer a preliminary study on traditional land use patterns in the vicinity of a proposed alignment between Wrigley and Norman Wells was conducted. However, in light of the cost of such a project, the present government spending restraints and other infrastructure projects currently underway, there are no plans to carry out any work on such a road in the immediate future.

As Head of Physical Planning for the Infrastructure Division, I am the person responsible for planning new roads. If you would like to discuss this matter of an all weather road from Fort Norman to Norman Wells further, or wish to submit specific proposals, please do not hesitate to write to me or telephone me at (819) 994-6773.

Yours sincerely,

*Valerie Hume*

V.E. Hume  
Head,  
Physical Planning  
Infrastructure Division

cc: Gilles Patenaude, Director  
Minerals & Economic Analysis

Frank Pope, General Manager

