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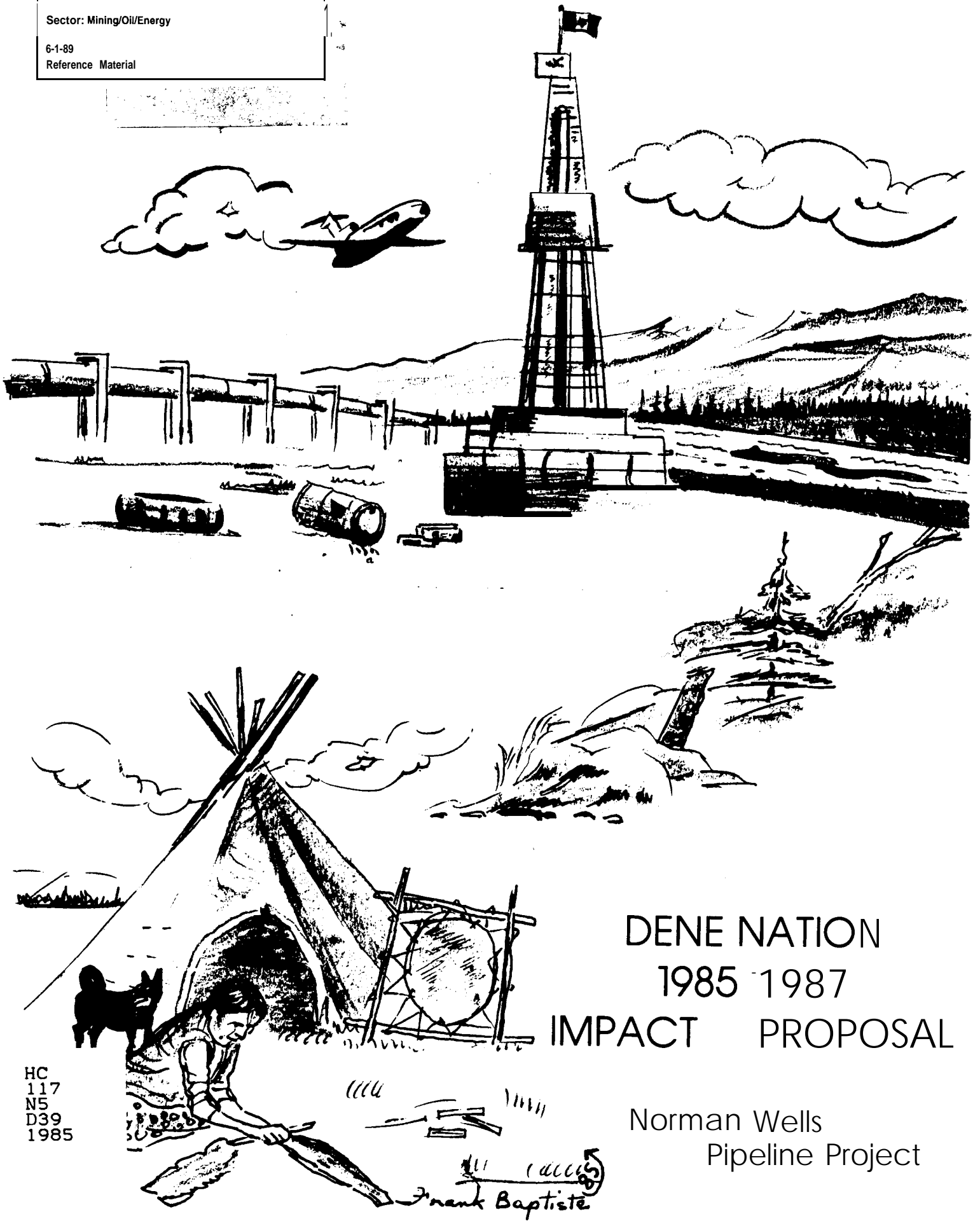
***Dene Nation - 1985 - 1987 Impact Proposal -
Norman Wells Pipeline Project
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DENE NATION -1985-1987 IMPACT PROPOSAL
- NORMAN WELLS PIPELINE PROJECT

Sector: Mining/Oil/Energy

6-1-89

Reference Material



DENE NATION
1985-1987
IMPACT PROPOSAL

Norman Wells
Pipeline Project

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Frank Baptiste

PROPOSAL TO ACCESS
NORMAN WELLS IMPACT FUNDS
1985-1986-1987

Prepared by: Dene Nation

March 1985

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NATIONAL COMMITTEE MEETING
YELLOWKNIFE, NWT
20 MARCH 1985

RE : NORMAN WELLS PROJECT IMPACT PROGRAMS

WHEREAS the Dene Nation and the Government of Canada set conditions and understandings for the implementation of the first mega-development project in Denendeh; and

WHEREAS the Dene Nation accepted the Government's decision based on these conditions and understandings; and

WHEREAS the Dene Nation had launched Denendeh-wide programs to assist communities to respond to cultural, environmental and social disruptions incurred in native communities as a result of mega development; and

WHEREAS these programs require a concentrated effort to ensure that they phase out in an orderly and gradual manner, that they benefit as much as possible through stated objectives, and that they carry out an evaluation and assessment in order to determine success and recommend improvements; and

WHEREAS the communities are now being faced with new development proposals;

WHEREAS, through these programs, the Dene Nation are able to identify and develop new approaches to problems which arose during the construction of the Norman Wells Pipeline and apply them to future development projects;

THEREFORE BE IT RESOLVED that the National Committee of the Dene Nation, hereby representing the Chiefs of Denendeh and, consequently, the Dene, urge the Government of Canada to honor the established conditions and understandings and to allow the Dene Nation to continue their programs so that they obtain true and long-term benefits from the Norman Wells Pipeline project.

BE IT FURTHER RESOLVED that the National Committee supports and approves the Dene Nation's 1985-86-87 program proposal, totalling \$7,503,879, as an appropriate and realistic workplan towards meeting our objectives.

MOVED BY: Chief Raymond Beaver

Raymond Beaver

SECONDED BY: Marc Casaway

M. Casaway

PASSED : Unanimously

MARCH 20, 1985

I. EXECUTIVE SUMMARY

i. **INTRODUCTION:** Federal approval for the Norman Wells Project was conditional. The conditions included a comprehensive package of **various** programs **totalling** more than \$20 million to ensure meaningful involvement, jobs and beneficial experience for native people.

Other conditions set by then Indian and Northern Affairs Minister John Munro included:

- a two-year delay so negotiations for a share of revenues could be settled as part of the **Dene land** claims negotiations;
- creation of business enterprises, awarding of contracts and massive training programs;
- creation of a monitoring **agency** with broad-based northern participation so that undue environmental damage **was** avoided and native **interests** were protected; **and**
- immediate launching of community and **social** development programs well before construction started.

Leaders of the Dene Nation and **Metis** Association accepted the conditional decision and publicly supported the two-year delay and funding to alleviate impacts.

"The immediate launching of community and **social** development programs well in advance of actual construction has always been one of our primary concerns and **the** fact that this **concern** has been provided for in this project illustrates the effectiveness of the united efforts of Northern people and our Northern supporters," said a July 30, 1981 Dene Nation press release.

"We believe this part of the decision is a breakthrough. To our knowledge, this is the first time a decision has been made to work with the social **consequences of development prior to development actually getting underway. It's a sound decision and should be incorporated as part of the approach to any major development.** "

"**The major point must not be lost. This is that all Northerners including those who opposed our position on the pipeline will benefit from this decision and the conditions attached to it. Furthermore, these benefits will begin to emerge very soon and will extend over a much longer period of time. In the end, all of us in the North -- Dene and non-Dene alike -- will be much better off.**"

The decision was reviewed by the Dene leadership at two meetings late in 1981. They made it clear that the Dene never would willingly consent to any use of resources before aboriginal rights were settled. This position, consistently and emphatically stated by the Dene over many years, most certainly applied to the Norman Wells Project,

The Dene leaders in turn attached conditions to their agreement that the Norman Wells Project could go ahead, and these conditions were communicated to the Government of Canada by the Dene Nation and Metis Association. The Dene called for:

- satisfactory settlement of the ownership of the Norman Wells oil and lands used by the Project before the end of the two-year delay;
- protection and, where possible, improvement of the environment, with total responsibility assumed by the Government of Canada;
- creation of a monitoring agency, with Dene participation and funding provided to the Dene by the Government of Canada, which would have authority to enforce compliance with rules, regulations and agreements to minimize impacts and protect or improve the environment; and
- provision of funding based on agreements with the Government of the Northwest Territories (see Appendix A - position of the Dene Nation on the Norman Wells Project, December 7, 1981, which includes project management structure).

Pipeline construction is expected to be completed in March, 1985. The original approval called for the settlement of aboriginal rights, including negotiations for all land used for extraction and transportation of oil from Norman Wells, before construction began.

The amount of exploration being planned or conducted at this time shows how, in the absence of an aboriginal rights settlement and legal determination of ownership, the non-renewable resource sector is being pursued without proper native consultation or input and without careful planning to alleviate cultural, environmental and social disruptions incurred in native communities as a result of mega-development.

The objectives of our proposed program and the related training are directed towards creating an awareness amongst the communities about the impacts and implications of development, assisting in establishing strong and healthy communities, and in turn, assisting them to creatively and effectively address future development proposals.

A) MANAGEMENT: During the past four years, administrative and management resources to plan and co-ordinate the Norman Wells programs have been minimal to the extent of covering overhead costs. All administrative and financial costs were absorbed through the Dene Nation's CORE funding. A strong management approach to co-ordinate and administer the delivery of the Norman Wells programs through the communities is needed now, and will be put in place.

B) MONITORING: The management structure for the Norman Wells Project originally proposed by the Dene, Metis and the Government of the NWT called for a committee of Dene, Metis and government representatives which would have leadership and decision-making powers, and a co-ordinating office functioning under it. The proposal also called for funding so that the Dene could set up a community advisory committee to ensure community input.

The Government of Canada, however, appointed a Federal Co-ordinator, directly responsible to the Minister, to over-see the project. The Co-ordinator, who has no regulatory powers, is responsible for ensuring that pipeline construction goes smoothly. His office also facilitates the two bodies -- the community advisory committee and project co-ordinating committee -- set up for advisory and information-sharing purposes.

The Dene did not have an opportunity for input into the terms of reference for the existing co-ordination structure, which does not serve the function of the management and regulatory structure proposed by the Dene, Metis and Government of the NWT, and does not have the power to deal effectively with Dene concerns.

In 1984, a Monitoring Program for the Norman Wells Project was created within the Dene National Office to monitor all aspects of the project during construction and start-up and to develop an on-going mechanism for dealing with problems which might arise during the life of the project. The initial terms of reference for this program are attached, i Appendix B)

The program's objectives have been expanded to include a final evaluation and assessment of the Norman Wells Project from the Dene perspective. On-going work and experience in that program and in the Community and Social Development Program will be documented, assessed, and analyzed, and recommendations dealing with future large-scale development of non-renewable resources will be made. Interim reports will assist the development of positions on resource ownership being prepared through the Dene/Metis land claims process.

C) COMMUNITY AND SOCIAL DEVELOPMENT: Previous years' funding enabled communities to hire fieldworkers to identify community needs and begin work on programs to strengthen community life. A series of issues which need urgent attention were identified, and a re-working of resources is proposed to meet these needs as effectively as possible.

During the next two years, the Dene Nation and the communities will be addressing these needs. Funds will be used to carry out research and make recommendations on programs designed around culture and tradition; to conduct community training workshops, and enable communities to understand, help formulate and get better access to government policies and programs.

D) TRAINING: Training should never be divorced from the on-going process of community development. The development of individual knowledge and awareness, skills and attitudes should be undertaken in the context of communities struggling for improved economic, social and cultural conditions.

The Dene have emphasized that "job skills" training is not enough to meet the long-term training needs of native residents of the Mackenzie Valley. Training which responds to identified needs of communities, such as upgrading of very low educational levels, life skills, and training in traditional and cultural skills, has not been provided through existing agencies or programs,

Yet the Canada Employment and Immigration Commission had received approval from Treasury Board for \$2.8 million of the Norman Wells impact funding to cover training which the CEIC and the Government of the NWT perceive to "respond to the impact of the Norman Wells Expansion Program" -- training in business management, construction camp management, first aid, a manpower information survey, and upgrading.

During the next two years, the Dene Nation plans to establish a mechanism to ensure that community training needs are recognized and addressed. This will be done through our regional co-ordinators, working with fieldworkers to identify and respond to community training needs.

II. MANAGEMENT OF PROJECT-RELATED PROGRAMS

i. HISTORY: While funding was promised to assist the Dene Nation and Metis Association in coping with the impact of the Norman Wells Project, proposals for programs which would use these funds had to go through an extensive and lengthy process before funds were received. As a result, planning and operating these programs was difficult if not impossible. The impression was created that government did not consider these programs a priority on par with the project itself.

The October, 1984 mid-project evaluation of the Norman Wells Project Co-ordination Office says that delaying factors gradually disappeared after the first two years and that by the third year (1983-84), authorization of funding was completed in the normal time of three months.

However, the report does not note that in 1982-83, the Dene Nation entered into a two-year contract which eliminated the need for a 1983-84 Cabinet submission. It also should be noted that proposals for 1984-85 funding (submitted by January, 1984) did not reach Treasury Board until June and funding was not received until August, five months into the fiscal year. Contracts were not received by the Dene Nation until October, 1984.

Planning and organizational difficulties were compounded by the sheer size of the program. Native organizations had not anticipated how much time and energy would be needed to co-ordinate and deliver such a massive program as effectively as possible. As well as delivering the Norman Wells-related programs, the Dene and Metis offices also had to run their existing programs as well. Given the confusion, frustration and urgent need to get the money to the communities, foreseeing and planning financial and human resource requirements in a calm and long-term manner was impossible.

ii. CURRENT PLANS: Now that the programs are established and operating, the Dene Nation plans to properly co-ordinate and complete them so that a successful and realistic assessment of the impacts of the Norman Wells Project from the Dene perspective can be made and, even more importantly, so that communities may benefit as much as possible from their social impact programs.

This management approach will be focussed on properly accessing and utilizing existing programs and resources as much as possible. Within each project proposal, there is an attempt to show the relationships to the other projects and how each resource will benefit the entire program objectives.

It will, however, be necessary to obtain resources to fulfil this function. Requirements include electronic data equipment to store information and assist with research and analysis, and to help meet the Dene Nation's financial reporting requirements. While adequate resources were not provided in the first place, the Dene Nation's inability to respond immediately to the numerous requests for strict and detailed financial statements often has contributed to funding delays. Human resource requirements are a program manager, budget officer, equipment technician, and secretary.

The translators will be establishing a data bank of terminology to be used when translating information about current issues such as development. Many of the English words used have no native meaning or translation.

The National Office's Community Development staff will be collecting on-going reference materials on programs and activities related to their programs so that this information is more accessible to fieldworkers, regional co-ordinators and community groups upon request.

The size, implications and benefits of this program require leadership direction to address social, cultural and environmental issues as they relate to future development and the land claims process. Resources are required to contribute towards one chiefs' meeting and four meetings of the National Committee each year.

As described in our Community Development Program, the fieldworkers play a major role in the design, planning and implementation of all our activities. Direction on priorities and over-all decision-making lies, as with all the Dene Nation's programs and activities, with the Leadership. Much attention has been given to the Norman Wells Project and the programs operating as a result of this project. During the finalization of these programs and their evaluations, the leadership will be looked to for concentrated direction.

The National Committee will meet on a quarterly and yearly basis to review the programs and to give constant direction and assistance. At least one meeting of all the leaders (Chiefs, Sub-Chiefs and National Committee) is required each year to give the leaders an opportunity to review and discuss programs and provide input and direction. Any decisions or policies made at this Leadership meeting would be the basis of future direction given by the National Committee. Fieldworkers and other community staff will be invited to attend this meeting.

The National Committee, after reviewing this proposal, decided that, upon approval of the proposed programs, they would meet again to become more familiar with the details of the programs and develop over-all guidelines and policies. Copies of the proposal are to be sent to all communities, requesting that they pass on any questions or concerns to their National Committee member. The National Committee will act as a steering group for the entire program. (See Appendix E for examples of previous leadership direction).

By taking a leading role in management and administrative logistics (i.e. recruitment and budget control), the management unit will allow program co-ordinators to concentrate on delivering and assessing programs and liaising with the communities.

The unit also will be instrumental in the over-all co-ordination and communication of various program objectives, and will provide a co-ordination point for information flow and relations with the federal co-ordinator's office.

The unit also will assist the monitoring program's review of the Norman Wells Project by documenting experiences in accessing funds, and in providing data on people employed by the Dene Nation to work on these impact programs since 1981.

III. MONITORING PROGRAM

i. **ACTIVITIES FOR 1985-87:** The over-all focus of the monitoring program has broadened since our 1984-S5 funding submission. The program's objectives, as outlined in the proposal of December, 1983, still stand. But during the past year, the Dene leadership has made it clear that the long-term over-riding goal of the monitoring program must be to produce a comprehensive documentation and evaluation of the Norman Wells project from the perspective of the Dene communities.

Based on this evaluation, concrete recommendations can be drawn up for future projects, strengthening and building on the positive aspects of the Norman Wells project, and proposing constructive alternatives to the negative aspects.

Not only will this work produce useful guidelines for the Dene leaders and communities, but it also will support our participation in the Land Use Planning Agreement, our work with existing legislation and regulations governing land and resources, and the efforts of our negotiating secretariat to develop a comprehensive position on land and resources.

Monitoring program activities identified to date for the years 1985-87 fall into four general categories -- environmental issues; social/economic issues; economic development; and over-all review of the Norman Wells Project. A breakdown of activities and rough time frame follows.

ii. ENVIRONMENTAL ISSUES:

a) Five tasks were outlined in the December, 1983 submission. They included reviewing and assessing written reports; liaising with agencies involved in environmental regulation and assessment; following up on specific problems; getting information to the communities; and co-ordinating environmental skills training.

All these activities have been, and will continue to be, on-going. As much as possible, they are realized through Dene participation in the Norman Wells Project Joint Environmental Working Group. We currently are working to develop a more active role for the group and our own participation in it.

These activities will wind down during 1985-86 as pipeline construction comes to an end. There will, however, be a need for environmental monitoring during the next few years and throughout the life of the pipeline,

The Dene Nation plans to continue its core group of researchers at the National Office to collect data, identify future research, liaise with government and other agencies involved in related fields, work with community researchers and consultants on the specific projects identified to date, and co-ordinate the delivery of the final assessment.

b) We will continue to assess and respond to impact assessment studies, particularly those begun by the Research and Monitoring Group, and to follow-up community concerns and work with government agencies to identify further research which should be done. An example in 1984-85 was the issue of water quality and fish tainting downstream from Norman Wells. This type of research has been on-going, and we anticipate a need for this function at least well into 1986-87.

c) We will continue to promote environmental **skills** training for community residents. Initial **plans** to train community **monitors were delayed** due to funding difficulties. Training plans have been revised to **focus on long-term right-of-way** assessment, to deal with seismic and exploration **work** which is a spin-off of Norman **Wells**, and to address specific long-term community concerns. (See Appendix A)

Training in 1985-86 will **not** be on the same scale. We will try instead to work **with** individuals **who have taken the initial** training and wish to further **their** skills in specific areas. For example, a person whose primary concern **is** fish tainting might be sent **to the** Freshwater Fisheries Institute in Winnipeg to gain a better understanding of how fish **are tested**.

Workshops will be held to address **the** whole area of impact on native communities **as** a result of development, using the experience of the Norman Wells Project, including the Dene Nation's social impact programs, findings from the Dene monitoring program, and the Evaluation Study being conducted by the Evaluation Branch of the Department of Indian and Northern **Affairs**. This training **also will assist** communities in responding to land use and water applications and in dealing with proposals for potential development. A community **awareness** plan is **included in** the training section of this proposal.

d) Community trainees will conduct actual right-of-way monitoring during the summers of 1985 and 1986. They will examine potential slumping sites, wood chip erosion, **exposed pipeline, and** stream crossings.

e) Increasing concerns of resource users downstream from Norman Wells about the **quality** of Mackenzie River fish have been validated by recent **results** of tests which revealed an apparent level of hydrocarbons in whitefish taken at Fort Good Hope.

The Dene Nation has repeatedly expressed concerns about water **quality** downstream from Norman **Wells**, in such forums as the NWT Water **Board**, Norman Wells PCC meetings, and research and monitoring group meetings. We worked with the Environmental Protection Service to put together a **NOGAP-funded** study design for water quality monitoring sufficient to address our concerns. To our frustration! that project **was** delayed and now has been cutback considerably due to federal budget constraints,

Thus we have proposed **to** the Department of Fisheries and Oceans (DFO) that we undertake a co-operative research effort, with study design and analysis to be done jointly by a working **group** of Dene Nation, DFO and an independent consultant appointed by the Dene Nation.

DFO staff have told us that they do not have **funds** in their existing budget to implement the scope of studies which may be needed **now**. While they can apply to **DIAND** for **NOGAP** funds, we feel the urgency of the situation requires immediate action,

The other reason for beginning a joint study **is** that our experience on this issue has proven again that we cannot **always** rely on government to adequately **protect our** interests. A joint study allows us to **ensure** that the study design is far-reaching enough to address our concerns, that the time frame is satisfactory, and that we receive an independent and objective analysis of the situation. **This work has** already **begun** and will continue into 1985.

f) Once **construction is finished, an over-all evaluation of environmental monitoring and regulatory proceedings associated with the Norman Wells Project** will be undertaken. This will **build** on the extent to **which** the Dene experience already **has** been documented (for example, the proposal on environmental monitoring submitted to the Project **Co-ordinating** Committee on November 30, 1983.)

We have attempted to pursue this work in a systematic and scientific manner. However, an application to **FEARO** for funds available for this purpose **was** unsuccessful. The **Dene** participated in a **study** sponsored by **Envirocon** Consultants, but this study **was cancelled** recently due to **Interprovincial Pipe Line's** opposition.

An initial list of questions still **to** be examined is provided in Appendix C.

From this evaluation, specific recommendations on procedures for establishing regulatory guidelines and for environmental protection on future projects will **be** developed. A final report will be ready by December, 1986.

iii. SOCIO-ECONOMIC ISSUES:

a) The joint **U.B.C./Dene** Nation Study (**Dene Gondie**) on social/economic impacts of **Norman Wells** is well-established, and is expected to be complete by **August, 1985**. It will be an initial community-based documentation of impacts on lifestyles, **work patterns, community planning**, economic development and **land-based** activities.

The study will identify **issues** which will require further research and **analysis before** conclusions can be reached, or recommendations drawn up for future projects.

b) The documentation of government and industry commitments proposed in our December, 1983 submission is complete. The analysis of how **well** these commitments were met is still on-going. **Reports made by the proponents and government agencies to the Project Co-ordinating** Committee, as well as independent studies such as the Lange study and the **DPA** study, have been compiled and reviewed.

By assessing this information, and the anecdotal information obtained through the **Dene Gondie** social/economic study, we will determine whether further **research** and analysis is needed. Any statistical discrepancies, for example, will be addressed.

This work **is** on-going. An initial summary and identification of further research **needs will take place** after the report of the social/economic study **is** compiled (September, 1985).

c) An important element of the project impacts **will** be the "let-down" effects stemming from the supply and demand factor felt by the communities who have been involved in the business and employment opportunities created by the project (i.e. local development corporations which were created to respond to demand). Through 1985 and 1986, we will try to evaluate the extent of impacts, using initial indicators revealed by the U.B.C./Dene Nation study, a review of DIAND-sponsored reviews and any independent studies which may be done, and the compilation and analysis of **statistical information**. Data collection **will** continue through the summer of 1985.

d) We will continue our documentation of the Dene experience with unions on the Norman Wells project, primarily through the social/economic study.

e) During the past year, communities have indicated they want to be better prepared for, and to have more **control** over, other development projects which may take place in future. **As** a result, we have begun planning a series of workshops **on** impact assessment for **Dene** communities. Workshops are tentatively scheduled for the late **spring** of 1985.

f) We propose to undertake an over-all evaluation and analysis of **social/economic** issues associated **with the Norman Wells Project**. This review will include **an assessment of how well** social/economic impacts **were** predicted, how effectively **they** were dealt with through the regulatory process, and so **on**. **Data will be collected** through the U.B.C./Dene Nation study, an on-going **assessment** of other agencies' reviews, and specific research addressing any gaps in the above,

From this evaluation, specific recommendations for mitigating **social/economic impacts and maximizing benefits on future projects** will be developed.

iv. ECONOMIC DEVELOPMENT:

a) Former DIAND Minister John **Munro** agreed to **reprofile** some Norman Wells training monies for economic development. Consultation with the Dene leadership and the **Dene Nation's** economic development unit has determined that a priority use for this money is to conduct a thorough analysis of business opportunities **associated with the Norman Wells Project, and the success** of native businesses in **getting** access to these opportunities.

The evaluation will include the documentation of government and industry commitments and of native expectations and an analysis of any discrepancy between **them**; an historical analysis of the formation of businesses and development corporations to take advantage of project-related opportunities; the evaluation of "let-down" **impacts**; the availability and quality of contracts, and the ease in getting access; the percentage of business which went **to** native contractors and to northern non-native contractors; and evaluation and recommendations for future projects,

This work will build on the results of the **socio-economic** impact study and will begin as soon as **funds** are received.

v. OVER-ALL REVIEW OF THE NORMAN WELLS PROJECT:

As outlined above, the Monitoring Program's major thrust over the next two years will be an over-all documentation and evaluation of the Dene experience with Norman Wells.

Sections ii. and iii. described how that evaluation will be approached in areas falling directly under the Monitoring Program's responsibility. As well, the Monitoring Program also will be responsible for an over-all review bringing together all elements of the Dene experience. To that end, the monitoring program staff will be working closely with the Community and Social Development Program and the Management Unit.

Over the past year, we have worked closely with the Community Development Program to share information, resources and strategies. Workshops have been planned co-operatively, and community resource people shared. The results of Community Development's needs assessment in project-impact communities, and its success in developing programs to address identified needs will be an integral part of our final report.

While the budgets and work plans of the two programs continue to be separate, it is expected that a closer working relationship with the Community Development Program will be made possible through the creation of a new management function to co-ordinate all programs under Norman Wells impact funding.

The activities of the Community Development Program in training and evaluation also will feed into the over-all evaluation. The Monitoring Program will work co-operatively with Community Development and the Management Unit on:

- evaluating the native experience in accessing training programs and training monies related to the Norman Wells Project;
- assessing the over-all effectiveness of the training programs related to the Norman Wells Project;
- designing a long-term training package and making recommendations on training for future projects, and
- on-going analysis of training studies being conducted by other agencies.

It should be noted that training programs delivered through the Dene Nation will have a built-in evaluation mechanism to assess their own training methods and results and to feed into the training assessment.

vi. JOINT VENTURE: Follow-up analysis and recommendations on Sheh-Tah Drilling

The joint venture among the Denendeh Development Corporation (DDC), Metis Development Corporation (MDC) and Esso Resources was set up with the goals of allowing Dene/Metis participation in operating and managing an oilfield in preparation for eventual ownership of sub-surface resources, providing jobs and career training for young Dene, and channeling a profit back into the DDC and MDC.

In September, 1983, the Dene Assembly approved several recommendations for follow-up on this issue, including analysis of the business success of Sheh-Tah.

Sheh-Tah Drilling's contract with **Esso Resources** expires in **July, 1985**. The Dene executive and the DDC will need advice and direction on what course to pursue with **Sheh-Tah** and on the advisability of pursuing other similar ventures.

The Monitoring Program, working in close co-operation with the **DDC** will hire a consultant with appropriate business expertise **to** objectively examine the following questions:

1) Will the **goal** of training an all-native crew and management by **June, 1985** be achieved? How **successful has** the training of natives **been?** (This involves looking not only at the percentage of native hire, but at the longevity of native hire,)

2) Has involvement in **Sheh-Tah** strengthened the case for **Dene/Metis** ownership of **resources?**

3) Should the **Dene** Nation concentrate on training more people for careers in the oil and **gas** industry? What are the long-term employment **prospects?**

4) Should the **Dene** Nation pursue other, similar joint ventures? **What** are the long-term business prospects in oil and **gas?**

5) How has **Sheh-Tah** succeeded as a sound business venture? **Should** the **DDC** pursue other drilling contracts or consider selling **out?**

6) Is there a clear mechanism for channeling **Sheh-Tah** profits through the **DDC** once the loans are paid off?

7) How does this venture relate to the role of the **DDC** as being presently defined by the **Board** of Directors through community consultations and surveys?

Great urgency is attached to this research. **An** initial report should be ready for Executive consideration by **June, 1985**.

vii. **CONCLUSION:** All Monitoring Program activities are designed to feed into the **over-all** evaluation and **analysis** of the Dene experience with the Norman Wells Project.

The final **report** and recommendations will be published so that the information will be easily accessible to the public, government agencies and other native groups who might benefit from the Dene experience.

Conclusions and recommendations of this analysis will be essential to the Dene regional groups and communities, and the Dene Nation leadership, in dealing with other pipeline proposals and resource development impacts **which** may be made in future,

A final report is not expected to be ready until **December 1986**, because of the need to continue documentation and analysis for at least one year after construction ends and another year to wind down our programs and prepare a final assessment. However, it is anticipated that a series of interim reports and recommendations will be prepared that will be available to Dene communities and the Dene leadership.

IV. COMMUNITY AND SOCIAL DEVELOPMENT PROGRAM

i. **INTRODUCTION:** Throughout the Dene Nation's history as an organization, fieldworkers have always been a key part of its community and social development programs.

Fieldworkers identify problems and issues in their communities. They bring these problems back to the Dene Nation leadership, which identifies general problems and then gives direction to the staff in the Dene National office on national programs to address these. But the fieldworkers also deal with these problems in their communities, with help as needed from the Dene National office.

The 1985-86 community and social development funding submission calls (as have previous submissions) for funding for fieldworkers and for the resource people in the regions and in the Dene National office to assist the fieldworkers in carrying out their job. These are complementary functions; neither can be successful without the other.

Community and social development has never been an easy task anywhere, at any time. It is not something which can be done TO people; it must be done WITH them. That means each community must identify its problems and needs and take part in resolving or meeting them. But often, work is needed to help communities get to that point.

ii. **SPECIFIC PROBLEMS IDENTIFIED:** During the past two years, fieldworkers chosen by their communities were trained through the Community and Social Development Program and encouraged as much as possible in carrying out their work. They identified a list of problems in their communities which required urgent attention, including economic development, social and environmental problems, community learning and decision-making, child welfare, alcohol and drug abuse, health and social concerns, justice and corrections, traditional values in the modern world, elders, women, and Dene culture.

During 1984, several major conferences or workshops dealing with some of these areas were held or planned. A major health conference held in Rae-Edzo during the summer provided strong directions for future work by the Dene Nation's health department, both independently and with government health agencies. Plans were made for a conference on alcohol (subsequently held in 1985) to provide directions on alcohol-related problems and solutions to both the Dene Nation's community and social development program and to government agencies dealing with alcohol abuse problems.

These conferences were held because the communities and the Dene Nation leadership felt these subjects had to be dealt with in a perspective wider than just one or two communities.

Health programs and drug and alcohol abuse prevention programs generally are delivered by government agencies on the same basis to all communities in the Northwest Territories. At these conferences, representatives of Dene communities discussed the programs being delivered and the Dene perspective on the problem, What is the nature of health, and what are the Dene traditions of health and health care? What are the reasons for the serious alcohol abuse problem, and how can the Dene best deal with the problem in their communities and among their people?

The fact that the conferences were requested and held also points to a significant development within the Dene Nation. Communities and individuals have begun to deal with specific problems in a specific way, rather than trying to deal with a wide range of general problems in a general fashion. It demonstrates that the community and social development work done over a number of years has begun to show results. It also demonstrates that communities are willing to work at solving problems.

iii. RESPONDING TO CHANGE: In response, the community and social development program also has had to change, in order to better serve the requests coming from the communities and regions. The workshop team which was set up by the **community and social development department to serve the general needs** of communities must be changed to reflect their changing needs. The communities now need specialized assistance, not just general assistance. They have identified their problems; now they need the **tools** to work at solving them.

The community and social development **staff** now will be assigned specific **areas** of work. The five staff will each take on one of the following areas: alcohol, corrections and justice, training and education, housing and family life education. These **areas** are consolidated from the list of priorities identified by the communities and the Dene leadership. Family life education will involve working with women and children, **focussing** in on child care needs and on problems such as battering which affect both women and children, and working with elders and youth. There is a great need to find ways to help the elders pass on their wisdom and knowledge, **Dene** tradition and ways to the young.

The National office staff will be expected to become familiar with all the work being done in these various areas by other agencies and by communities, and the funding sources which can assist communities in these specific areas.

Fieldworkers will be able to call on the head office to assist them in coping with problems in that area. The staff will be able to let them know the various possibilities for programs, help them decide what approach would work best for their community, and work with them in writing proposals to funding sources if funding is needed for that approach. These staff also will assist government agencies which need information or advice from **Dene** communities, providing a source of information and a channel through which information can be passed on or solicited. A data base of information will be established for on-going and **future** reference.

The previous level of staffing at the community level met the **program's** initial objectives and succeeded in identifying problems and needs in the communities. However, since our program has been changed to respond to these needs, the field staff have received increased requests for assistance in dealing with specific issues at the community level.

A common problem in this program is the "burn-out" syndrome in the communities. Therefore, we also have proposed to increase resources at the community level, but to use this increase as a means to obtain specific direction for the National office staff. Funds equivalent to one-quarter of the cost of their present funding level will be made available to the communities if they **submit** proposals outlining a **workplan** and specific issues **they** will address. The method of addressing the issues will be left to the community's discretion. Instead of hiring an additional part-time **fieldworker**, for **example**, a community might conduct feasibility studies and/or hire temporary staff to get a community

program going and then turn it over to a community group to run. The National office staff will use these proposals to plan its work.

iv. BUILDING HUMAN RESOURCES: In addition to the head office program staff (Community Development officers) who would take the place of the workshop team members, the development workers located in each of the five regions are an integral part of the program. Plans call for these five workers to concentrate on developing leadership skills and abilities within the communities of each region.

As communities move toward running their own affairs and developing programs to meet their own needs, it becomes increasingly evident that communities need help to develop the human resources which this demands. Communities are awash in committees expected to run programs or advise government, but people who sit on these committees become frustrated when they do not possess the skills or training to carry out the functions which are expected of them.

Sometimes, committees virtually cease functioning because no one wants to sit on them. Sometimes this is because people feel they have no power to do anything; but many other times, it is because they are not sure what they are expected to do or how to do it. Yet, given the increasing trend to decentralize programs and services and to build community infrastructure, it is obvious that people will be needed to carry out these functions. The investment in human resource development pays dividends quickly. Programs designed and run by communities to meet their own needs can be much less expensive than government-run programs-- the Fort Good Hope housing program is an example,

Each of these five regional development officers would come from the specific region in which they would serve--Sah Tu (Great Bear), Mackenzie Delta, Dehcho, Dogrib and South Slave. Names of suitable people to fill these demanding jobs would be requested from the Dene leaders of the regions. Some training would be needed in order to help these people carry out their jobs.

v. WORKING HAND-IN-HAND: The regional development officers would complement the head office program staff. Programs or projects developed by a community to meet its needs still need people with leadership skills to carry them out successfully. On the other hand, it might well be easier for the regional development officer to help community residents develop their leadership skills if they were working on a project which was of particular interest to them and of benefit to their community and region and which had been developed by the residents of that community. Once developed, such programs could easily be applied to other communities in that region.

The Community Development staff will rely heavily on the management staff to assist with recruitment, administration of community contracts and the evaluation mechanism.

Phase two of the translating training program creates regional training programs. These regional translators will assist the communities and staff to communicate regional and national issues. The translators at the national office are instrumental in translating program objectives and progress and to seek direction from the local levels.

Our field staff will be called upon to identify resource people and assist the Monitoring program from time to time. The Community and Social Development

program also will be conducting a community-based evaluation and **assessment of its work** which will be integrated into the final **report on the Norman Wells** pipeline project. Community and regional **fieldworkers** will be trained to conduct assessments on their own programs. **Regional workshops** will **then be held to compile these evaluations, perform evaluations on the national office** and produce recommendations.

A community awareness program which will be scheduled according to Monitoring's time frames, will have input from our field staff and the translators. The delivery process will be designed and implemented by our community development staff through the various functions.

This awareness program is a series of video-tapes which will cover various components of development and will be produced and delivered in a way which will touch the "grass **roots** level" of **Denendeh**. These **tapes** will be used extensively over the **next** few years, but will require periodic updates.

Thus, the request for funding for the 1984-85 Community and Social Development program includes funding to continue the five community and social development staff currently in place as members of the workshop team (these people to move into areas of specialization as outlined earlier), as well as continued funding for five regional development officers.

Included within the training package **is** a proposal for training to complement these program plans; it further identifies specific levels of training for staff to enable them to **fulfil** their roles and meet program objectives.

V. TRAINING

i. **INTRODUCTION:** "We said, we've got \$10 million, we can actually look at what training needs the Dene have for the future. . . we've never had it before", Dene Nation president Georges Erasmus told the BEARP hearing in Yellowknife Dec. 9, 1983. "What's happening now? The dollars are trickling into both the Territorial (and Federal) government's normal education plans, through Manpower, etc. And what's happening now with all those training dollars is exactly what we feared from the start"

What the Dene had feared from the start was that those training dollars from the Norman Wells impact funding would go into existing training programs aimed at job skills rather than into the sort of training needed by Dene communities but not being delivered by any government agency or institution.

The Dene, Metis and Government of the NWT had said, early on, that training monies would not be used for existing programs or government responsibilities. This position was in line with the terms of the Federal/Provincial-Territorial Training Agreement. Yet Cabinet criteria required that the money be channeled through existing government programs.

Following the release of the Joint Needs Assessment Committee (JNAC) in 1983, the Dene evaluated that committee's report, identifying areas of training other than "job skills" as a necessary and integral part of the programs to alleviate the impact of developments such as the Norman Wells pipeline. (attached)

Although the Dene Nation presented the Dene perspective on training and a list of specific training needs such as life skills and cultural training which addressed long-term impact needs to the Government of the NWT and the Canada Employment and Immigration Commission (CEIC) in 1984, CEIC rejected these proposals, saying they did not fulfill the criteria of Norman Wells training funding because they did not provide jobs on the pipeline. As a result, negotiations for a joint training package were unsuccessful.

The CEIC's June, 1984 submission to Treasury Board does not reflect those Dene concerns. The covering letter says that the training proposals submitted are essential and relevant to the perceived needs of residents, but that they fall outside the mandate and funding of established CEIC programs.

Firstly, it would seem that the established CEIC programs have a different mandate than that of the Federal-Provincial/Territorial Training Agreement 1982-85 (The National Training Program), which lists one of its major objectives as to emphasize training in occupations of national importance and other occupational skills in immediate demand in the territorial labour market; to undertake retraining for workers to provide them with skills to meet altered occupational needs resulting from industrial and technological change,

Secondly, it is obvious that the process of determining training needs did not include community input, and most certainly did not include Dene concerns to deliver training for long-term needs.

ii. **CURRENT PLANS:** The only program under CEIC's training proposal which came close to addressing these concerns was the Northern Business Management Certificate Program, which emphasizes local **program delivery and professional development--key Dene** concerns. **But**, because no low level upgrading program exists, the target group for **this** program has been limited in most communities to non-native people.

A crucial part of planning, developing and implementing any training activities is the Human Resources survey, This function **was** not addressed by JNAC, and the **Dene identified** this as a major deficiency in the final report. Such a survey should have started as soon as the massive training programs were announced.

Such a survey should be expanded to include native concerns and special needs, should **be** conducted by the communities themselves, and **should** look at existing data and data being compiled on training activities in the North.

Attached (Appendix D) is the **Dene** evaluation of the JNAC report, which details **the types** of training required (in addition to job skills) to meet communities' needs when faced with **mega-project** development. **Examples** include training in the renewable resource economy, community development, survival skills, communications and coping with social problems which arise in communities as a result of development.

The absence of suitable training, particularly in economic development and planning, is a **major** reason why many native people have failed to benefit from development. Native groups received money for planning but there was no effort to provide training on community planning in the face of development.

The **Dene** Nation has found it difficult to convey these needs to government training institutes. Without the resources to plan, we have found ourselves unable to carry out the academic or scientific studies which would back up the perceived community needs and thus be accepted as input into the government's training plans. The Dene Nation has taken on the role of implementing training in community development, cultural and renewable resources, but these efforts **strain** our resources.

iii. **RESOURCES NEEDED:** Resources are needed **to:**

(a) Communicate and liaise with government training institutes and agencies to provide **input** into human resources planning;

(b) **Work** with government training bodies to create a more feasible, realistic way to obtain information on community-based training needs **so** long-range planning can be done;

(c) Participate in the Human Resources survey;

(d) Facilitate Dene training programs until there **is** government recognition and delivery of such training programs through existing channels;

(e) **Work** closely with our **fieldworkers** to help them to identify community training needs;

(f) **Work** closely with our monitoring research staff to provide current information which will be useful in their assessment of training.

We propose to conduct this work **through** our community and Social Development Program. The regional **co-ordinators** and the National office's training and education personnel will focus on training needs. However, we will require additional resources from time to time to facilitate our training and related workshops.

All training packages allow for resources to facilitate the project. Rather than use a facilitator from Yellowknife and another person in the community as a contact, as was previously done, the regional co-ordinator would be expected to work at the community level with the fieldworker.

Training programs (cultural survival) will require a full-time co-ordinator who will work with the Community Development program's training personnel.

Our attached training package includes the following programs: (1) Community Development Training; (2) Cultural Survival Program; (3) Community Awareness; (4) Translations.

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COMMUNITY DEVELOPMENT
FIELDWORKERS TRAINING PROGRAM
1985 - 1987

i. INTRODUCTION: The conditions set by the Federal Government when it approved the Norman Wells Project were intended to lessen the project's social and environmental impacts and to allow residents of Denendeh to take part in and benefit from the project.

The Community and Social Development proposals also focus on these aims. The programs are delivered through Community Fieldworkers in a way which allowed the communities themselves to work towards solving and preventing social disruption, and determining and setting priorities for beneficial activities.

The Fieldworkers have been expected to help communities identify economic development opportunities; develop solutions to social or economic problems; conduct needs assessments and collect supporting data; develop proposals and move them through the often complex approval process; design and deliver workshops needed by the community; co-ordinate feasibility or related studies and other professional services obtained by the community; establish sound management systems for community programs and projects; set priorities and draft action plans; and monitor, evaluate and improve community programs and projects.

The Fieldworkers recognize that carrying out these functions is crucial to the program's success. They feel it is vital to develop their skills so that they can facilitate practical community responses to the problems, challenges and opportunities arising from development.

ii. PROGRAM OBJECTIVES: The program aims to give each fieldworker the life management and communication skills which lead to a balanced and healthy lifestyle and enable them to function as responsible members of their community.

The program also aims to develop the skills needed so fieldworkers can help individual communities set priorities, develop plans and proposals, secure funds, and establish management systems for new projects.

These objectives will be achieved by delivering training in personal development and facilitation skills to Regional Co-ordinators and Community Fieldworkers.

Resources are required for the professional development of all staff, including courses, conferences and seminars offered in southern Canada on social or other issues related to and of benefit to the Community and Social Development Program.

iii. PROGRAM METHODOLOGY

(a) Personal Development: A proposal from the N.W.T. Native Women's Association requesting financial assistance from the Dene Nation to implement "Lodestar", a northern native adaptation of the life skills program, is attached as Appendix F. The Native Women's association proposes to have this first northern-based life skills program in operation by October, 1985.

They have asked us **to** cover the costs of the initial guide training program and have committed at **least** five spaces for our staff. This request is being discussed, along with a proposal for the Native Women's Dissociation to deliver **the** program in each of the five regions between **1985** and **1987**. **This** would free the **Dene** Nation from administrative responsibilities, and would provide workshops to our **fieldworkers** on a "cost" basis.

The "life skills" program will focus on identifying and managing positive and negative **behaviour** and feelings; balancing personal needs and spiritual, family, community and work life; interpersonal communications; and techniques for managing everyday situations ranging from money management to use of alcohol.

In 1985-86, all Community and Social Development Program workers will be required **to** take part in at least one of the "life skills" workshops. Where practical, these workshops **will** be delivered in the regions, with unfilled spaces being made available to qualifying people from the area.

Regional **Co-ordinators'** will be required to take Lodestar **Guide** (Leadership) training, of approximately five weeks' duration, in order to acquire **supervisory** and developmental skills needed in their work. Fieldworkers will be required to attend the regular workshops and encouraged to take the guide training later.

(b) Facilitation Skills: Workers will receive **community development training through workshops and supervised on-the-job training**. The National **Office** Community Development Officers, who will be working with the **fieldworkers** on specific projects where these facilitation skills are needed, will help design the workshops.

Workshops, which may change according to needs and/or progress, are proposed **as follows:**

1. Needs Assessment and Drafting **Action** Plans: The workers will learn how to set priorities, draft a **plan** of action for approval by community leaders, and set a practical schedule for implementation. They will learn how to set specific, achievable **goals** and how to avoid trying to be "all things to all people".
2. Program Development/Proposal Writing: The workers will learn how to develop programs or projects based on the needs assessment and plan. They **will** learn how to write proposals (as an integral part of the planning **process**) and draft budgets. While the methodology will be taught in the workshops, actual program and proposal development will take place" in the worker's community under supervision of the community development program resource staff. **Projects** will be matched to workers' skills.
3. Program and Project Monitoring and Evaluation: Workers will be taught simple **but** credible program evaluation methods. Through seminars and practical applications, workers will learn to organize an evaluation around a program's goals and objectives; design evaluations which measure progress and identify problems as early as possible; present an oral or written evaluation report; and choose a suitable **evaluation for a specific program**. **This training will allow** workers to take part in **the over-all assessment of the Community and Social Development Program**.

4. Information Workshops: The Dene Nation's headquarters' staff will continue to conduct information workshops for staff twice each year. Fieldworkers and regional staff find these workshops provide valuable information on current national **issues** and provide a context for the local issues which are of concern to communities and **fieldworkers**. (Appendix G)

iv. PROGRAM DELIVERY: While the training will be completed in time for the 1987 evaluation process, the programs begun as part of the training will continue to serve the communities well and the **fieldworkers'** skills will make them a continuing resource of great value to the communities and to **Denendeh** after the program ends.

The National Office's Community Development Officers **will** work with the **fieldworkers** on specific issues and **programs**, assisting them to apply their facilitators' skills. The Dene Nation will take part in an advisory committee which will design the programs.

While the Native **Women's Association** will be responsible for administrative and logistical arrangements for the personal development workshops, additional resources will be needed for the other workshops in the form of professional services. The facilitation skills will **require a co-ordinator to liaise with community development officers and fieldworkers planning and designing workshops; make** logistical arrangements; design and co-ordinate an evaluation process for all community development training in order to improve future training delivery and identify future training needs (See Appendix H); and retain resource people to conduct workshops.

CULTURAL SURVIVAL PROGRAM
1985 - 1986 - 1987

"We have to think of our young peoples that are working with the oil company. I said before that the oil companies **has** bought our young peoples off the land. So, **this is** where we're having problems today. They're working for big wages and **most** of them, after leaving school, they take training of rough neck, or maybe, **this** is where our younger people are losing interest of the land. It's funny today that we have to put in for proposals for money to take our kids back out on the **land** to show how to live and survive. That's because of the oil exploration. " (Chief Johnny Charlie speaking at **Chiefs Meeting, Yellowknife,** December 1984)

i. INTRODUCTION: Training in native survival **skills** is vital to ensure that young people have viable alternatives to turn to when short-term development projects and wage **labour** associated with them are completed. In a rapidly changing society impacted by industrial development, it is crucial that native people have support to strengthen their cultural roots.

This need has been demonstrated over and over again in the communities' proposals for use **of Norman Wells** impact funds made available in the 1984-85 fiscal year. Some excerpts from proposals received from the communities:

"There are individuals between the ages of **16** and 24 who are fatherless, unskilled and lack direction. Many have shown interest and initiative in attempting to make trapping a career. Due to the lack of any parental guidance or proper training and financial support, they become discouraged and quit. With proper training and **support** they **could** become competent self-supporting trappers capable of making a living off the land.

There **are** also a substantial number of individuals who are working in **non-renewable** resource development jobs. These **jobs** are seasonal **at best**, leaving them idle during the off season. Those who are interested **will** be encouraged to participate in the program.

We are aware of the fact that non-renewable resource development will end, leaving people idle and unable to make a living from the land. If they are trained and able to live off the land, the impact of development termination will not be great."

-- Fort Good Hope

"The residents **of** Fort Resolution have traditionally had a very **strong** association with the land and have earned a significant portion of their income from the renewable resource sector. However, as the economy of the north **has** changed, more and more of the community's people have given up traditional sector activities in **favour** of modern wage sector employment.

The purpose of **this** plan **is** to ensure that in future years, opportunities will be available for young **people** to pursue careers in both the traditional and modern wage sector of the economy.

The Economic Development Committee feels that programs **such** as the **Dene** Nation Traditional Skills Program are very important in that they provide the opportunity to allow communities to ensure that young people are **well-**equipped with the **skills** necessary to successfully carry on land-based occupations. "

-- Fort Resolution

"If a camp were established it **would** provide not only a constructive outlet for our children's natural curiosity and energy, but would provide the **Dene** of this community an effective opportunity to train their children in the numerous skills that they need to live comfortably on the land."

-- Fort Norman

"The community has relied **on** the trapping industry over a period of decades but most recently the basis of the economy has switched more directly towards a wage economy. In this transitional period, the majority of the younger generation have been encouraged to continue towards this trend, therefore trapping as a means of making a living has been avoided to a certain degree. "

-- Fort McPherson

"One of the reasons cited for these adverse conditions **is** the change from a traditional economy to that of a wage economy. This change has brought about limitations for the youth in the Delta, to what kind of lifestyle they may have in the future, In fact, their future may be further limited if they cannot cope with the lifestyle that the wage economy may provide.

The education system in the north today has **slowly come** around to recognizing the need for the education of the native languages, and traditional skills.

So in order to have a proper mixing of **bicultural** education in the existing system, education of traditional skills **must** not only be taught, but it must **also** be practiced. "

-- Mackenzie Delta

"More than most, those **Dene** living close to large **white-**dominated communities have suffered the loss of traditional life skills and cultural activities. In addition to greater access **to** the wage economy, the educational institutions combined with radio and television have contributed to de-emphasizing the importance of language, as well as traditional **skills** of survival and trapping. "

-- Hay River

"Due to **the** locations and several other factors. **..the** residents. . . retain their traditional lifestyle to a large extent. **As** the North, in particular **Sahtu** Region, is undergoing non-renewable resource development projects, traditional lifestyle is being subjected to incursion on basic cultural elements that comprise the traditional lifestyle of the **Dene**.

The major impact is upon our youth through:

1. The education system;
2. Introduction of mass media into the communities;
3. Wage economy. "

-- Fort Franklin

"Communities **were** traditionally built **by** the people who made their living from hunting, fishing, trapping. It was this **style** of livelihood that attracted some of our present businesses. Our heritage **was developed** through a lifestyle of living on the land."

-- Fort Smith

"In the past, the young were taught by the elders and the parents on how to live and survive on our own environment in harmony with nature. Those teachings have altered with modern technology and the lifestyles of the youth have changed with the introduction of the white culture. With the lack of teaching of Dene culture in our schools, there has been a loss of traditional skills amongst our younger generation. "

-- Snowdrift

"The **program** would **be to provide an opportunity** for youths, who may not have an opportunity to obtain an initial **exposure to a land environment, traditional songs and drumming. A program on the land, cultural activities**, which will bring elders and youth together in the traditional way of living and survival on the land of the **Dene.**"

-- Yellowknife "B" Band

These programs currently operate in 17 communities in the Western Arctic. **Activity** reports received **to date** indicate a high level of success and contain specific requests to continue the programs so that more young people **may** benefit.

This program addresses the renewable resource economy base which has been the traditional lifestyle of the **Dene**. Not only have **these** projects introduced traditional lifestyles to youth, but they have helped alleviate such, social problems as suicides, alcohol and drug abuse, and dropping out of school. Living on the land gives young people a sense of their culture and a realization of **their** ability to survive in a natural environment, as well as improving their personal and mental well-being.

This program also may **assist** in combatting the international campaign **against** trapping, a campaign which may well devastate the market for northern trappers. Drily **sketchy** data exists on the dependence of aboriginal peoples on the trapping economy. This program can be of great value in collecting facts and figures on this economy, as well as providing a forum for discussing these issues.

A number of **these** projects will be profiled in a film on the traditional trapping economy **now** being produced by the Dene Nation.

ii. **PROGRAM DELIVERY:** Communities are solely responsible for delivering these programs, but must provide activity reports and financial statements to the National Office.

The guidelines set for this program by the **Dene** National Committee are attached. **Based** on these guidelines, the communities submit proposals on **ways** to deliver the training, indicating local resource people, locations and trainees.

Communities also are expected to consider programs offered by government (i.e. Social Services' Alternative Pleasures Program; cultural research; Renewable Resources' **training** program on new traps and firearm safety) in order to see if resources can be combined to enrich the program.

An amount of **\$1,000** per month is provided towards co-ordination and administration, trappers receive a fee of \$750 for taking youths out on the land, and an allowance is provided to the trainers and trainees as a contribution to supplies, fuel and equipment usage. Some communities hire a part-time **co-ordinator**, others absorb the work within their band offices.

Communities may decide in which months they **wish** to deliver the **training**, as travel **restrictions** and traditional harvests vary according **to** location.

Seventeen of the 26 communities now have the program in operation. Smaller communities have "told us that they want the program but do not have the resources to prepare proposals or administer funds. We now are working to assist those communities and to provide funds in amounts similar to those given to other communities of comparable size so that they may take part in the program.

The National Office provides administrative advice and assistance for this program, channels funds according to need, and monitors community programs from a national perspective. Funding proposals are reviewed and approved by the National Committee.

The program co-ordinator assists communities upon request to design and write proposals; designs and co-ordinates evaluation and monitoring of programs; liaises with government agencies which offer complementary programs and passes this information on to the communities; and interacts with the Community Development program to enhance culture in all programming.

Cultural Survival Training Guidelines

1. This training program is for youths who a) do not have parents, b) have parents who do not go out on the land, or c) do not otherwise have an opportunity to go out on the land.
2. Trainers/Trainees should not belong to the same family.
3. Maximum number of trainees per trainer is two (2).
4. Budget - maximum allowances:
 - a) Trainers/Families \$750.00 per month wage, \$300.00 per month contribution towards equipment use, fuel and supplies;
 - b) Trainees: No allowances (they keep their own catch), \$330.00 per month contribution towards materials and supplies, equipment use, fuel, traps, net, etc.
 - c) Contribution towards program administration and co-ordination is \$1,000.00 per month.
5. The estimated time out on the land is four (4) months over a six-month period.
6. It is suggested that the trainers be liable for breakage or damage to the trainer's belongings.
7. Bands must ensure that they are covered under Workers' Compensation.
8. The Bands will be responsible for delivery of the program, selecting trainers and trainees, following the basic guidelines and providing the National Office with Financial and Activity reports.
9. The programs must be administered by the Dene Band offices.
10. The Cultural Survival Program should be taught out on the land and not in classrooms.

11. **Thirty** per cent of the total amount distributed amongst the communities should be used to start up your **program**. Once you have submitted your first activity reports to the National Office, you will then receive **60** per cent of your total. Ten per cent will be forwarded to you once you finish your **programs** and submit a final activity report. (The activity report should include the names of trainers and trainees, along with your revised budget, financial (expenditures) statements; and a description of activities.)

12. The Dene National Office **is** to look for other sources of funding for communities to run other traditional training that is not delivered on the land.

13. Communities who did not submit any proposals to the National Office for the Cultural Survival Program should submit proposals for the new fiscal year. Communities who have **submitted** proposals may send in proposals for your 1985-86 Cultural Survival Program.

14. Communities should bear in mind that the Guidelines for the Cultural Survival Program must be followed when submitting proposals. Purchase of **ski-doo**s, stoves, tents and any large items are considered capital costs, and capital costs are not included in the Guidelines.

DENE INTERPRETER TRAINING PROGRAM

i. INTRODUCTION: While many **Dene** residents of the Mackenzie Valley speak their own languages and English, many **Dene** speak only their own language. This "first language" situation (in which people operate totally in their first language) is, according to a **Dene** language specialist, unique in the **Athabaskan-speaking** world.

Much concern has been expressed in recent years (by the **Dene** Nation leadership and then by the Government of the NWT) about protecting and encouraging the further development and use of the aboriginal languages. The **Dene Nation** leadership believes that use of the aboriginal languages in all facets of life is an aboriginal right which should be protected by the Constitution of Canada, and wants to see the **Dene** languages given official status in the Northwest Territories.

Yet, while it is clearly desirable for aboriginal languages to be encouraged, **Dene** who speak only their own language find themselves at a great disadvantage in dealing with many of the issues -- including the Norman Wells Project and other development projects which may follow it -- which affect them as a people.

Most of the forums in which these matters are discussed use English as the language of discussion. Often, the words used do not exist in the **Dene** languages and can only be translated with great difficulty if at all. Often people whose first language is English find difficulty in understanding many of the technical and scientific reports put forward to answer questions about industrial impacts on land, water and other renewable resources. Many of the **Dene** people and their leaders do not speak English. Without competent translation, they cannot take part in the discussions which may have great impact on their lives.

For many years, the informal translation services available through the **Dene** National office was the only **Dene** interpretation available in the Northwest Territories. Neither the federal nor territorial governments provided **Dene** language translation.

Only within the last two years has the Government of the NWT developed a **Dene** language bureau; that bureau, however, is kept busy with work by the Assembly and the government. The Legislative Assembly of the NWT has provided simultaneous interpretation services in English and **Inuktitut** since 1975, but **Members** wishing to use **Dene** languages must make arrangements in advance. While **Inuktitut** interpreters have, over the past decade, developed ways of translating words such as development and pipelines and energy which do not exist in **Inuktitut**, that work has only just begun in the **Dene** languages,

The need for a well-trained and competent translation service was made even more pressing by the advent of the Norman Wells Project, the first major industrial development project on **Dene** lands. All **Dene** people in the 26 **Dene** communities in the Mackenzie Valley wanted to know about -- and were entitled to know about -- the project and its effects, but if they did not speak English, they were at a great disadvantage. The **Dene** leadership realized that the ad hoc approach which had been taken to translation up until that point could no longer be continued,

While it was evident that a strong translation service was needed so that people could be served in their own languages, the strong demand for Dene translation services also made it clear that a well-established translation service and training program would provide opportunities for long-term employment of Dene people as well as helping to ensure the survival of the Dene culture.

ii. **THE 1984-85 PROGRAM:** The Dene Nation's efforts to provide quality translation services in the Dene languages and to provide translation training to younger Dene people have been successful so far. The demands placed on the Dene translation unit by outside agencies is proof of the vital need for such a service.

In the past year, the Dene translators carried out an innovative and intensive translator training program; assisted at all the Dene leadership meetings, Dene National assemblies and many community meetings; and provided service for programs within the Dene National offices. The individual training program, first started on an experimental basis, has proven quite successful and offers a genuine alternative to the institutional type of training which has discouraged Dene students in the past.

Language abilities in both English and the Dene languages are identified through workshops. On this basis, trainees are chosen to work with their elders and experienced translators individually in the office, the field and on assignments. We know when a trainee is ready to work on their own by the demand for their services.

As well as assisting the Dene people, and learning skills which provide long-term viable employment possibilities, the translation unit was a definite aid to many government agencies and private firms.

The translation unit assisted both the health and court authorities when government services were inadequate or not available. They translated the report of the Beaufort Sea Environmental Assessment Review Panel, and served at meetings of the Development Impact Zone groups, regional councils, and other government meetings. They helped with the work of the NWT Legislature's Special Committee on housing, with the inquiry into the Fort Franklin air tragedy, and with cultural work done by the Department of Secretary of State.

Within the Dene National office, the translation unit played a vital role in communicating between the Community Development and Monitoring Programs and the communities. In fact, they did such an outstanding job that the communities now are urging the Dene Nation to expand the training program and translation services to the community level.

Communities need trained translators to assist in delivering community programs and in keeping community residents informed about the Norman Wells and other industrial projects which may be brought forward in future. The great expansion of activity at the community and regional level, in terms of community, economic and social development programs, requires translators who can be available all the time at the community level.

iii. THE 1985-86 PROGRAM: In this year's program, we plan to have five trainers working with five trainees on a training program worked out by the existing Dene translations unit. The program would take the trainees from consecutive interpreting, which has been standard practice in the past, to the much more demanding work of simultaneous translation.

The translator training program will be carried out in the communities using the existing translation unit as a resource in this work. The trainers and trainees will, as part of their training, assist the Community and Social Development and the Monitoring programs in their on-going programs funded through the Norman Wells impact funds.

These translators, both at the National office and the community level, are the glue which binds together all the programs which the Dene Nation has developed to assist communities in coping with the impact of the Norman Wells project. Without the ability to let Dene communities know in their own languages of the work which is being done, and without the ability to let Dene residents communicate in their own languages with the Dene National Office, government agencies and industry, impact programs cannot properly deal with industrial impact on the Dene.

Even without the pressures from the communities for qualified and competent translators to help them cope with the rapidly-evolving society around them, the translation unit would need to be expanded to meet the demands placed on it by the Dene National office and the many outside agencies who cannot find this service anywhere else. Instead of increasing the unit at the National office, however, the Dene Nation's leadership judges that the community demand is the most urgent need which must be met at this time.

COMMUNITY AWARENESS/TRAINING INITIATIVE

i. **INTRODUCTION:** Training available to Dene who are affected by such resource development projects as the Norman Wells Project has up to now been confined largely to "job skills" training, even though the Dene have emphasized that this does not meet the Mackenzie Valley's training needs.

In fact, it may be argued that the prime beneficiary of training has been the proponent, through the creation of a northern native pool (primarily in relatively unskilled low-paying jobs) which has given the appearance of native involvement in, and benefit from, development.

Some of the apparent deficiencies of existing programs can be summarized as follows:

- Training needs are determined with minimum and out-dated community consultation. Community surveys, through periodic visits and/or questionnaires, are conducted before communities are aware of or understand the opportunities and implications of development;
- There has been no meaningful Dene or native input into the design and structure of existing programs;
- Programs are not co-ordinated to achieve any common purpose or goal;
- Existing training is southern-oriented, academically structured and sponsored and administered by government;
- Programs do not reflect current socio-economic, social, educational and cultural circumstances at the community level;
- Current training programs are geared toward a select few community members and do not attempt to address the important requirement for broadly-based community training. Economic development cannot be effectively pursued without a concurrent effort to implement training, understanding and awareness at the grass roots level;
- Material, concepts and training presentations are generally "dry" and contain little material with which Dene or other native people can identify.

The Dene have advocated and pressed for a much more broadly based training effort which recognizes the importance of upgrading the lowest general educational levels in Canada, improving life skills, and training in traditional and cultural skills. This position is consistent with the spirit of the Berger Report which, in recommending a moratorium on development, recognized that the Dene were disadvantaged and would require time before they could cope with development's impacts.

The lack of a concerted effort to make Dene people aware of the implications of development has widened the gap between the development process and the Dene peoples' understanding and appreciation of its effects. In the short-term, this gap is reflected in the cumbersome and ineffective government/industry consultative process; in the long-term, it will worsen Dene social and economic circumstances.

ii. **OBJECTIVES OF THE PROGRAM:** Community Awareness training is aimed at fostering a better understanding of development and its impacts among the general population, which directs the actions and policies of Dene and government leaders. In turn, this will lead the way to future consultation for programming which meets the needs of the communities.

The objectives are to foster community-based awareness of the impact and

implications of such major resource developments as the Norman Wells project, and of the process by which development is undertaken; to promote discussion of options open to the **Dene**; to **make** people aware of opportunities for participation and involvement in development and discussing its impact on the traditional economy; to discuss the implications on the land claims process of **Dene** involvement in resource development; and to encourage community residents to take part in training programs and provide advice about future training content and delivery.

iii. **PROGRAM METHODOLOGY:** Success will depend on the program meeting five requirements. Firstly, the training must be tailored specifically to the region's native population. Secondly, training must be structured so it can be delivered at the community level by community members. Thirdly, the training **must** be widely applicable and of interest to a cross-section of the community's residents. **Fourthly**, the training must create an awareness and understanding of the economic development **process** and encourage a unified purpose and direction among native people. **And** lastly, the training must be designed to complement and make the best use of existing government-sponsored programs.

Community Awareness training will be delivered through a series of audio-visual programs complemented by more detailed written material. **Both** components will be translated into the various Dene dialects. **Fieldworkers would** carry out the orientation and delivery training at Community Development workshops,

The Community Awareness Training initiative **would** be contracted out for preparation with the contractor being required to work closely with the Monitoring and Community Development programs, the administration and an **Advisory** Committee which will ensure that the content reflects perceived requirements and has wide applicability and interest to community residents.

Anticipated module content and attendant research and work requirements are as follows:

Module 1: Relates **current events and** the **Dene's** current situation to the **past** and provides an overview of resource development activity and its impact on the community. The possible impact of rapid change on the existing cultural and social environment and ways of meeting the challenge will be discussed. This module will foster an awareness of the potential of economic development as a means of mitigating adverse impacts while reinforcing Dene control over their future.

Module 2: Provides an overview of the development and regulatory process, discussed why resource development is taking place in the North, and presents a comprehensive picture of the respective involvements and roles of the federal and territorial governments, their respective agencies, committees, departments and programs, and **procedures** including DIZ, **COGLA, NBC**, water and land use applications, etc.

Module 3: Addresses mechanisms that exist for Dene control/influence over the development process including a review of the respective roles and responsibilities of the Dene Nation, **Regional** Councils and Community Government. The importance of 'grass-roots' community direction of Dene initiatives **will** be stressed.

Module 4: Reviews past and **present** Dene involvement **in resource development and** discusses specific cases, illustrating both the positive and negative impact of involvement. This module also **will** address the subject of economic development, including a simplified overview of the planning process and its importance to the **Dene**.

Module 5: Reviews the Land Claims **process** to date and discusses the options and opportunities which may **be** open to **Dene** following a settlement. The advantages of establishing a stronger economic base for **Dene** both as **a means of** protecting cultural identity and **benefitting** from settlements are discussed.

Basic research **as** well as "**module specific**" technical planning and research **will** be needed for each module. The work will be done concurrently to ensure over-all compatibility and continuity of modules, to facilitate as much Dene content **as** possible by recording relevant meetings, and to improve the cost effectiveness of the audio visual work. The audio-visual **will** be shot in three quarter inch video and transferred to **Betamax** for wide application in the communities,

iv. **WORK-PLAN:** This **schedule** indicates the **co-ordination** expected from the Community Development and **Monitoring** Program staff and the input required from the Advisory Committee to the Community **Awareness** Training Initiative.

Contract	Program/Advisory Input
Facilitating research	Community Development and Monitoring input into research requirement.
Content development	Advisory Committee to advise and review.
'Pilot' audio-visual and pamphlet development	Review by Advisory Committee/Community Development and Monitoring and appropriate Dene Nation staff.
Preliminary edit	
Presentation in a 'test' community	Community Development staff to facilitate.
Final Edit and Translation	Translation to be provided by Dene Nation translators. Final product to be reviewed by Community Development and Monitoring program, Advisory Committee and Dene Nation.
Development of Delivery Plan Specifics	Co-ordinated with Community Development program.
Delivery Co-ordination	Delivery undertaken by Community Development workers according to developed plan and schedule.

Feedback Co-ordination

Through Community Development program and related training, feedback will be channeled through fieldworkers, regional co-ordinators and National Office. Government also will feel effects of this program through their own channels.

The experience and counsel of the Advisory Committee (three community-based individuals; it is hoped one of these will be an individual already sitting on the Dene Gondie Steering Group Committee) will be available and used throughout the process. To ensure continuity, focus of direction and cost efficiency, it is anticipated that all component work will be done by one contractor.

All audio-visual and written materials will be updated twelve months after commencement of delivery,

COMMUNITY RESEARCH CO-ORDINATION

A key problem with the activities of the Joint Needs Assessment Committee set up to identify training needs connected with the Norman Wells Project was the gradual fading out of community participation.

"To maintain funding, the Committee was required to file an interim report. Many of that report's interim recommendations arose from the input of the Committee's regional representatives and thus reflected community concerns to some extent. But the regional representatives were not given adequate training in community research methods, and gradually the entire dimension of community participation in the study faded into the background." (from Dene Nation analysis of JNAC Report)

The Dene Nation does not want to make this mistake in its programs related to the Norman Wells Project. The Dene leadership has specifically directed that communities should control the design and implementation of all studies,

A major part of the research being done under our Monitoring Program will be carried out at the community level and will be directed by a Steering Committee made up of community representatives.

The objectives of this program are to encourage the development of native researchers and to ensure that the sort of research which is funded and done reflects community needs and wishes. This is an area which a number of researchers are becoming concerned about, and it seems clear that some scientists would be willing to assist the Dene Nation and the communities in carrying out some of this work.

This program would involve carrying out several workshops to look at key steps in the research process and how communities can participate in and influence these steps. These include setting the terms of reference for a study, choosing approaches for the study, and methods of interviewing in native communities.

NORMAN WELLS IMPACT FUND
BUDGETS

- I Budget Overview
- II Estimated 1985 Dollar Value of Remaining Funds
- III Management
- IV Monitoring
- v Community Development
- VI Community Development Fieldworkers Training
- VII Interpreter Training
- VIII Cultural Survival Program
- IX Research Training
- x Community Awareness/Training Initiative

I.

NORMAN WELLS IMPACT FUND BUDGET OVERVIEW

	<u>1985-86</u>	<u>1986-87</u>	<u>TOTALS</u>
MANAGEMENT	\$ 448,090.	\$ 461,533.	\$ 909,623.
MONITORING	288,544.	284,723.	573,267.
COMMUNITY DEVELOPMENT	1,445,238.	1,555,020.	3,000,258.
<u>TRAINING:</u>			
- Community Fieldworkers	366,483.	228,800.	595,283.
- Interpreters	717,850.	--	717,850.
- Cultural Survival	663,683.	690,430.	1,354,113.
- Research Training	36,300.	24,200.	60,500.
COMMUNITY AWARENESS/TRAINING INITIATIVE	<u>207,170.</u>	<u>85,815.</u>	<u>292,985.</u>
TOTALS	\$4,173,358.	\$3,330,521.	\$7,503,879.

March 25, 1985

NORMAN WELLS IMPACT FUND

Cabinet Approval 1981	<u>\$21.4</u>	Million
Dene/Metis Portion	\$16,000,000.00	
Received 1981/82	<u>750,000.00</u>	
	15,250,000.00	
*1982 value 10.8%	<u>1,647,000.00</u>	
	16,897,000.00	
Received 1982/83	<u>3,330,513.00</u>	
	13,566,487.00	
*1983 value 5.8%	<u>786,856.00</u>	
	14,353,343.00	
Received 1983/84	<u>1,368,381.00</u>	
	12,984,962.00	
*1984 value 4.4%	<u>571,338.00</u>	
	13,556,300.00	
Received 1984/85	<u>3,260,000.00</u>	
	10,296,300.00	
*1985 estimate value 3.4%	<u>350,074.00</u>	
	<u>\$10,646,374.00</u>	

Dene 2/3 = \$6,864,200.00
 Metis 1/3 = 3,432,100.00
\$10,296,300.00 - 1984 dollar value

Dene 2/3 = \$7,097,582.00
 Metis 1/3 = 3,548,791.00
\$10,646,374.00 - 1985 estimated dollar value

*as per Statistics Canada

**as per proposed Government cost constraint. Actual 1986-87 budget increase should be based on actual dollar value available from Statistics Canada in January 1986.

March 25, 1985

NORMAN WELLS IMPACT FUND

Management 1985 - 86

Salaries & Benefits	\$129,800.
Housing	21,600.
Travel	5,000.
Electric Data Equipment	30,000.
Leadership Direction	<u>175,500.</u>
ADMINISTRATION 10%	\$361,900.
	<u>36,190.</u>
Legal	\$398,090.
Communications/Newsletter Contribution	25,000.
	<u>25,000.</u>
	<u>\$448,090.</u>

Management 1986 - 87

Salaries & Benefits	\$129,800.
Housing	21,600
Travel	5,000.
Electric Data Equipment	30,000.
Leadership Direction	<u>175,000.</u>
ADMINISTRATION 10%	\$361,900.
	<u>36,190.</u>
Legal	\$398,090.
Communications/Newsletter Contribution	25,000.
	<u>25,000.</u>
	\$448,090.
	<u>13,443.</u> (3% increase)
	<u>\$461,533.</u>

March 29, 1985

NORMAN WELLS IMPACT FUND

Monitoring 1985 - 86

Salaries & Benefits	\$146,663.
Housing	25,200.
Travel	30,000.

PROJECTS:

Economic Development Studies	\$15,750.	
Joint Ventures	9,500.	
Dene Gondie	30,200.	
Environmental Assessments	<u>5,000.</u>	<u>60,450.</u>

\$262,313.

ADMINISTRATION 10% 26,231.

\$288,544.

Monitoring 1986 - 87

Salaries & Benefits	\$157,300.
Housing	27,000.
Travel	25,000.

PROJECTS:

Economic Impact	\$10,000.	
Training Assessment	2,000.	
Community Social Development	15,000.	
Ongoing Environmental Assessment	10,000.	
Printing, Publishing & Distribution	<u>5,000.</u>	<u>42,000.</u>

\$251,300.

ADMINISTRATION 10% 25,130.

\$276,430.

8,293. (3%)

\$284,723.

March 29, 1985

NORMAN WELLS IMPACT FUND

Community Development Program

	<u>TOTAL 1985-86</u>	<u>1986-87 (3%)</u>
Community & Regional		
Central Office	\$1,099,835.	\$1,132,830.
+End of Project: Study (will begin late 1985-86)	335,403.	372,190.
	<u>10,000.</u>	<u>50,000.</u>
	<u>\$1,445,238.</u>	<u>\$1,555,020.</u>
		<u>\$3,000,258.</u>

March 29, 1985

NORMAN WELLS IMPACT FUNDCommunity Development
Fieldworkers Training

	<u>TOTAL 1985-86</u>	<u>1986-87</u>
Salaries & Benefits	\$25,666.	\$ 30,800.
Housing	4,500.	5,400.
Travel	2,000.	2,000.
	<hr/>	<hr/>
	\$ 32,166.	\$38,200.
Personal Development	113,000.	40,000.
Facilitation Skills	150,000.	90,000.
Professional Development	35,000.	35,000.
Evaluation Process	3,000.	5,000.
	<hr/>	<hr/>
	\$333,166.	\$208,000.
ADMINISTRATION 10%	33,317.	20,800.
	<hr/>	<hr/>
	\$366,483.	\$228,800.
	<hr/> <hr/>	<hr/> <hr/>

March 29, 1985

NORMAN WELLS IMPACT FUNDInterpreter Training Program 1985 - 86

Dene National Office	\$114,012.		
Communities	180,279.		
Coordinator	31,442.		
Assistant	<u>22,259.</u>	\$347,992.	
Benefits 10%		<u>34,799.</u>	
			\$382,791.
Housing			82,800.
Travel			120,000.
<u>EQUIPMENT:</u>			
Taperecorders for Communities			20,000.
Staff Training & Administration Staff			30,000.
Resources people, Consultants and Technical Assistant			<u>17,000.</u>
			\$652,591.
ADMINISTRATION 10%			<u>65,259.</u>
			<u><u>\$717,850.</u></u>

March 29, 1985

NORMAN WELLS IMPACT FUND

Cultural Survival Program 1985 - 86

Communities		\$625,000.
Coordinator	\$23,333.	
Benefits 10%	<u>2,333.</u>	
	\$25,666.	
Travel	5,000.	
Housing	<u>4,500.</u>	
	\$35,166.	
ADMINISTRATION 10%	<u>3,517.</u>	<u>38,683.</u>
		<u>\$663,683.</u>

Cultural Survival Program 1986 - 87

Communities		\$625,000.
Coordinator	\$28,000.	
Benefits 10%	<u>2,800.</u>	
	\$30,800.	
Travel	5,000.	
Housing	<u>5,400.</u>	
	\$41,200.	
ADMINISTRATION	<u>4,120.</u>	<u>45,320.</u>
		\$670,320.
		<u>20,110.</u> (3%)
		<u>\$690,430.</u>

March 29, 1985

NORMAN WELLS IMPACT FUNDResearch Training
Budget 1985-86Community Based Research Techniques

10 people 3 workshops @ \$10,000.	\$30,000.
Resource people 3 @ \$1000.	<u>3,000.</u>
	\$33,000.
ADMINISTRATION & OVERHEAD	<u>3,300.</u>
	<u>\$36,300.</u>

Research Training
Budget 1986-87Follow-up and Analysis of Research

2 workshops @ \$10,000.	\$20,000.
Resource People 2 @ \$1000.	<u>2,000.</u>
	\$22,000.
ADMINISTRATION & OVERHEAD	<u>2,200.</u>
	<u>\$24,200.</u>

March 29, 1985

NORMAN WELLS IMPACT FUND

Community Awareness Training Initiative

Facilitating Research	\$7,000.
Development of Content	10,500.
Pilot Audit Visual	68,150.
Preliminary Edit	35,500.
Test Presentation	5,000.
Final Edit & Translation	17,000.
Delivery Plan	1,750.
Delivery Coordination	26,250.
Advisory Committee	11,700.
Pamphlet Writing Development & Printing	35,000.
Material up-date	51,500.
	<u>\$266,350.</u>
ADMINISTRATION 10%	<u>26,635.</u>
	<u>\$292,985.</u>

March 29, 1985

APPENDICES

APPENDIX A

-- Position of the Dene Nation on the Norman Wells Project, prepared for the Minister of Indian Affairs and Northern Development by the Dene Nation and Metis Association, December 7, 1981.

APPENDIX B

-- Terms of Reference, Monitoring Program

APPENDIX C

-- Preliminary list of evaluation topics (Monitoring Program)

APPENDIX D

-- Evaluation of the Joint Needs Assessment Committee report*

APPENDIX E

-- Leadership Motions on the Norman Wells Project

Appendix F

-- Proposal from Native Women's Association for financial assistance towards Lodestar Program. *

APPENDIX G

-- Review of Community Development Workshop, December 1984*

APPENDIX H

-- Suggested processes for evaluation of Community Development Training. *

APPENDIX A

Position of the Dene Nation on the Norman Wells Project
prepared for the Minister of Indian and Northern Affairs
by the Dene Nation and Metis Association
December 7, 1981

BACKGROUND

When the **Minister** of Indian Affairs and Northern Development announced Cabinet's decision on the Norman Wells project leaders of the Dene Nation and Metis Association accepted the decision and publicly supported the two year delay and the funding provided to alleviate impacts. It was also stated at the time that final decisions regarding the project would, in the Dene tradition, be made by the leadership at a Leadership Meeting called for this purpose in November.

The Leadership Meeting, representing all Dene Communities and official representatives of the Metis Association of the N.W.T., was held in Yellowknife during the week of November 23rd to 27th. A follow-up meeting was held in Fort Simpson on December 2nd. All aspects of the project were examined in detail.

SUMMARY OF THE LEADERSHIP DECISION

1. The Dene never have, and never will, willingly consent to the use of any of our resources prior to the settlement of our Aboriginal Rights. This position has been consistently and emphatically stated by the Dene over a long period of time and it most certainly applies to the Norman Wells **oilfield expansion** and pipeline.
2. While the Dene accept the Cabinet's decision to grant the required certificate of Public Convenience and Necessity to Esso and IPL the **Government of** Canada must recognize that our acceptance is based on the following conditions:
 - a) That ownership of the oil at Norman Wells as well as all lands used for extraction and transportation of the oil will be negotiated and settled on a basis satisfactory to the Dene prior to the end of the **two** year delay period. If an agreement on these lands and resources is not included to the satisfaction of the Dene prior to the end of the two year delay period we reserve the right to use every means at our disposal to halt construction **untill** an agreement satisfactory to the Dene has been **concluded**.
 - In this respect we welcome the agreement concluded with the **Minister** of Indian Affairs and Northern Development on November 11, 1981 to negotiate the lands and resources required for the Norman Wells **oilfield** and pipeline project as a separate and immediate item in our Aboriginal Rights negotiations.
 - b) That the environment will not only be protected but, wherever possible, improved and that the Government of Canada assumes **total responsibility for ensuring this occurs.**
 - c) That a Monitoring Agency be established with Dene participation and funding provided to the Dene by the Government of Canada and that the Monitoring Agency be given the authority to enforce compliance with rules, regulations and agreements required to minimize impacts and protect or improve the environment.

- d) That funding be provided based on the agreement concluded with the Government of the Northwest Territories.

DENE NATION/G. N. W. T. DECISIONS RESPECTING USE OF FUNDS

The joint position of the Dene Nation and the Government of the Northwest Territories on the use of the funds is as follows:

1. Education and Training:

- a) Total amount available is \$10.5 million.
- b) \$750,000.** to be used during 1981/82 for needs assessment and planning which will be carried out by Dene Nation/G. N. W. T. Committee.
- c) The Committee will determine the use of funds identified for training by the proponents.
- d) The Dene Committee will have regional representation as well as representation from the Dene Nation Office and the Office of the Metis Association.
- e) The **Committee** will prepare plans for using the balance of funds,

2. Joint Venture:

- a) Up to \$1.5 million is available.
- b) Studies have been carried out regarding the potential advantages and disadvantages of joint venture with Esso.
- c) If the Leadership decide to enter into the joint venture with Esso the \$1.5 million is available almost immediately.
- d) The Department of Indian Affairs stated, on November 19th, that if the Leadership decides not to participate in the joint venture with Esso, the funds will be available for other uses provided these fall within established categories for Norman Wells funds (such as, education and training, community development, other types of economic development, etc.)

3. Community and Social Development:

- a) Total amount available is \$4.25 million, all of which is payable to the Dene Nation.
- b) \$250,000.** to be paid immediately for use during 1981/82.
- c) The balance will be spent during the period ending in 1986.
- d) The above is conditional on no duplication with government programs.

- e) A Committee composed of Dene Nation and **G.N.W.T.** representatives is to be established to co-ordinate activities.

4. Planning:

- a) A total of \$1.25 million is available.
- b) \$500,000. is to be paid out immediately for use during 1981/82.
- c) The balance will be paid out in equal installments of \$250,000 per year during the years 1982/83, 1983/84 and 1984/85.

5. G.N.W.T. Programs:

- a) A total of \$3 million is available.
- b) This is to be entirely **controlled by** the **G.N.W.T.**
- c) They need a total of close to \$9 million for community infrastructure and health and social development. It would be to the advantage of the Dene to support the **G.N.W.T.'s** request for additional funds since most of these funds will be earmarked for spending in Dene communities.

6 Community Advisory Group:

- a) A total of \$1,000,000. is available.
- b) This will be controlled by the Dene Nation for purposes of providing advice on what needs to be done to protect the communities interests during pipeline construction and expansion of the oil field.
- c) **\$200,000. is** available during 1981/82.
- d) Funds will be used to finance committees at the community level as well as securing technical **assistance** where require for Dene participation in the Monitoring Agency.

MANAGEMENT STRUCTURE

The project management committee is a joint committee composed of senior representatives from the federal and territorial governments, Dene Nation and Metis Association, and community representatives. The **11** member committee would be based in **Yellowknife** with meetings in impacted **communities** held as required.

The specific functions of the committee include;

- 1. To provide **co-ordinated** direction of project management issues.
- 2. To resolve inter-jurisdiction conflicts.

The Chairperson of the project management committee would be the Project Coordinator appointed by the Minister of Indian and Northern Affairs. The office of the Project Coordinator will provide administrative support to the Committee. Membership and representation on the committee would be:

Federal Government	2 members
Terri torial Government	3 members
	-Economic Devel opment and Touri sm
	-Inuvik Regi on
	-Energy & Resource Devel opment Secretari at
Native Associati ons/ Communi ty Representati ves:	5 members

The **wroking** level project management co-ordination would be through the office of the project **co-ordinator**. The project **co-ordinator** will act as a senior liaison officer between the various authorities and act as chairperson of the **Project** Management Committee. Based in **Yellowknife**, the project **co-ordinator's** office would have a small staff of three to five and may find it necessary to open a site office in Norman Wells itself.

The functions of the project **co-ordinator's** office include:

1. Ensuring the co-ordination of various parties by receiving and disseminating information.
2. Facilitate input into day-to-day project management issues. Input to major management issues would be obtained at the Project Management Committee level.
3. Act as a central information base.

The project **co-ordinator's** office would also be involved in administrative duties for the Project Management Committee, conducting research as required and providing information on specific topics.

The project **co-ordinator** would have no regulatory or enforcement powers; these poweres would be left with the existing governmental authorities. The office would be open to all interested parties to receive their input on project management issues for furtherance to the Project Management Committee.

APPENDIX E

Terms of Reference
Monitoring Program

THE TERMS OF REFERENCE

The objectives of the program are as follows:

1. To ensure that government standards and guideline are adequate.
2. To evaluate whether standards and guidelines set out by the regulatory agencies are adequate to protect the environment from project-related impacts and to ensure that all standards and guidelines are met.
3. To ensure that Esso and IPL internal company standards and commitments made at hearings and in their documentation are met.
4. To negotiate changes to government standards and guidelines that are deemed inadequate.
5. To ensure that the specific interests of the Dene communities affected by the project are being protected.
6. To provide for dissemination, in easily understandable form, monitoring results to Dene community members.
7. To ensure that where there are areas of uncertainty as to environmental effects of certain activities, the environmental procedures are adequate.
8. To provide the opportunity for quick feed-back mechanisms during project construction to change procedures which are not adequate.
9. To ensure that Dene are trained in the necessary skills to be actively involved in monitoring.
10. To ensure that trained Dene are incorporated into existing government and proponent monitoring schemes.
11. To provide the opportunity for better standards, guidelines and policies for future development in the north.
12. To develop on-going mechanisms for monitoring after the initial construction and start-up phase is over.
13. To determine final environmental, social and economic effects of the project.
14. To measure success of the whole environmental impact prevention control mitigation and compensation process.

APPENDIX C

Preliminary List of Evaluation Topics
Monitoring Program

APPENDIX C: Preliminary List of Evaluation Topics,
Monitoring Program

The content of the evaluation will be characterized by, but not limited to, the following questions:

ENVIRONMENTAL

- 1) Did the EARP Guidelines and NEB conditions provide sufficient direction to the proponents in all topic areas?
- 2) Did the Guidelines and conditions acknowledge the special Dene interests and concerns in the project area?
- 3) Did the proponents' Environmental Impact Statement meet the requirements of the Guidelines and the example of other projects of this nature?
- 4) Was consultation and discussion with the Dene adequate to the process, and did it meet the expectations of the Dene?
- 5) Were the details of site and route selection, project description and timing adequately communicated to Dene communities? If not, what were the failings? How could this communication be improved?
- 6) Was technical consultation limited to formal meetings, or did resource investigators consult directly with native hunters, trappers and fishermen to obtain resource information?
- 7) Did the EARP process and the NEB adequately review and evaluate the pipeline technology and engineering science used for project design?
- 8) Did resource assessments conducted by the proponents identify any impacts threatening to the Dene and their way of life?
- 9) Were specific conditions attached to EARP and NEB approval adequate? Did they include monitoring? Was the level of monitoring satisfactory to the Dene?
- 10) What engineering monitoring has been and is being conducted? Is the level of effort adequate? For example, is enough attention being paid to matters such as erosion control and spill prevention?
- 11) What fish and wildlife monitoring was initiated? Is it adequate in terms of the conditions attached to the approval process?
- 12) Was there evidence that technological limitations of pipeline engineering would contribute to environmental impacts? If so, what were the limitations?
- 13) To what degree are the Dene involved in on-going monitoring?

14) From the perspective of the Dene, what improvements should be made in implementing similar development projects?

SOCIAL/ECONOMIC:

1) All questions outlined under "Environmental" relating to the EARP/NEB process also will be applied to the social and economic areas.

2) Were the commitments made by the proponents to train and employ native people met satisfactorily?

3) Were training and employment commitments sufficient?

4) What social impacts were observed by community residents i.e. decreased dependence on transfer payments, increased alcohol consumption, increased family violence, different migration and employment patterns?

5) Were government-initiated monitoring programs sufficient to document and analyze these trends?

6) Did the proponents' Social Impact Assessments adequately foresee the social impacts and recommend appropriate mitigative measures?

7) Was the government infrastructure at all levels sufficient to deal with project impacts?

8) Were community expectations of available employment changed due to the project?

9) Did community hunting and trapping patterns change perceptibly during the life of the project? Is this perceived to be due to changes in availability of resources, or to changed employment patterns?

APPENDIX D

EVALUATION OF THE JOINT NEEDS ASSESSMENT COMMITTEE REPORT

Following are some edited excerpts from "Where Do We Go From Here? A Reaction from the Dene Nation to the Final Report of the Joint Needs Assessment Committee (1983)"¹.

A great deal of time was spent with only partial success on trying to resolve serious disagreement among Committee members about the general aims and procedures of the Committee.

The **Committee** made a political decision to contract out a major and extremely important part of the study to the Metis Development Corporation (**MDC**), but this decision led to some serious problems. Because the **Committee** was unable to communicate clearly to the MDC exactly what it wanted, the MDC could give little in the way of proper direction of its consultants. The result was that much **unuseable** information was collected in the subsequent surveys done for the MDC.

To maintain funding, the **Committee** was required to file an interim report. Many of that report's interim recommendations arose from the input of the Committee's regional representatives and thus reflected community concerns to some extent. But the regional representatives were not given adequate training in community research methods, and gradually the entire dimension of community participation in the study faded **into** the background.

The Committee, with little input **f**rom the communities, and without the **benefit** of staff trained in social **science** research, had to hire consultants to try to make some sense out of the surveys done by the MDC.

The result of all the foregoing **was** that the Committee produced a final **report** in which the traditional Dene economy was dismissed as being of **ineligible** importance to the people's economic future. The report's **recommendations** insinuate that the only solution for the Dene is to receive training

that will "upgrade" them to be like everyone else in the Canadian **labour** market.

Besides basing its final report on inadequate information, the **Committee** failed to carry **out its** mandate in several areas. It did **not** complete studies of:

1. current government and industry training programs.
2. proposed training programs to be offered by Esso and IPL.
3. Native people's education and skill levels, their livelihood and life-style preferences, and the size and availability of the Native **labour** force.
4. A training program specifically designed for Native needs related directly or indirectly to the project.

In addition to **not** fulfilling its mandate, the Committee did not address the following areas:

- a) training to develop the renewable resource economy.
- b) the relationship between education and training on the one hand and economic development on the other hand.
- c) the evolution of an appropriate mix of Dene traditional economy and other economic modes.
- d) how the delivery of training and training methods must differ from those in the South.
- e) why many Dene people do not complete company (e.g. **Esso**, IPL, Gulf) training programs.

- f) the extent of Dene and English language use in the **communities**, and the implications of delivery of training in Dene languages.
- g) the use of education and training to ease racial tensions on **mega-project** jobsites.
- h) training in the areas of community development, Dene survival skills, communications, and how to deal with community social problems arising as a consequence of **mega-project** development.
- i) An Action Research approach is needed to examine economic and vocational alternatives and to design an appropriate economic training plan for the Dene communities.

Where Do We Go From Here?

Training related to the Norman Wells project must assist Dene people to gain a greater measure of control over their society and their economy. Job skills training alone can not ensure successful native participation in economic opportunities arising from the project.

The Dene have pleaded for assistance in the development of the renewable **re-**source sector, which is "the economy" to many Native people. The Dene economy is a cultural, and hence lifestyle option that could easily be swept away in the wake of large-scale boom-and-bust resource development activities.

For these reasons we believe that there must be as much emphasis on **communi-**ty development training as there is now on job skills training.

Two Philosophies of Northern Development and Two Categories of Training

Thomas **Berger's** report makes an important distinction that we feel bears repeating for the purposes of the paper. He spoke of two philosophies of

northern development. The first philosophy holds that:

Large-scale industrial development will bring the benefits of employment opportunities to all northerners. (Berger, vol. 11, p.4)

The proponents of the philosophy acknowledge that large-scale industrial development has not **always** served the best long-range economic interests of Native people, but they are quick to add that those mistakes are correctable if the proper terms and conditions are met. The terms they refer to are a "full partnership" by Native people in the development activities, which requires special attention to manpower delivery systems and preferences for native businesses bidding for business and service contracts connected to the project.

The second philosophy of northern development: emphasizes the importance of the Native economy and the renewable resource sector and the wishes of the native people themselves. It is skeptical of the advantages no Native people of large-scale industrial development and it urges us to strengthen the Native economy and the renewable resource sector, including logging, **sawmilling**, fishing, trapping, recreation and conservation. It advocates the removal of all impediments to the development of renewable resources, and the modernization of the renewable resource sector, with a view to securing the basis of the Native economy for the future. (Berger, vol. 11p.4)

We recognize that both philosophies are operative in the North at this time. The Dene people have repeatedly stated their preference for the second philosophy. However, if it comes down to a choice between a relatively **high-**paying job on the pipeline or going on welfare, many will at first choose to work despite the often disastrous social consequences. It is our belief that both sectors of the Northern economy can benefit from the pipeline project if proper planning occurs and proper training is provided.

The strengthening of the traditional Native and renewable resource economy can only serve to strengthen direct Native participation in the activities

of the Norman Wells project. The stronger the cultural roots and **social** fabric of Dene society become, and the stronger the Native and renewable resource sector of the economy becomes the more Native people will feel themselves in control of the change processes affecting their lives. And the more the sense of control and identity grows, the more Dene people will be able to assume their rightful role as **full** partners in the development of the north.

Two Categories of Training Category One -- Training for Jobs

There are two categories of training that are needed in the north. The first kind has to do with developing job-related skills, attitudes, and values that Native people will need in order to work in some aspect of the Norman Wells project. Most manpower studies addressing native training needs -- including the JNAC report **exclusively** discuss category one training for occupations such as welders, truck driver, **swampers**, heavy-duty mechanics, **cooks etc.** as **well** as training for service sector jobs that come in with the project and disappear as the construction phase ends. This paper will focus on the second category of training.

Category Two -- Training for Community Development

The second category may be termed "training for community development." It is imperative that the families and **communities** out of which an "active **labour** force" is drawn be inoculated against the massive social breakdown that has always accompanied **mega-projects in** the past.

Typically, manpower training assessment studies carried out on Native Populations have overlooked this vital category of training entirely. This oversight is **largely** attributable to an exclusion of all intentional learning activities from the accepted definition of the word "training" except those activities already identified by industry as meeting "legitimate" training needs.

We recognize that industry does have a legitimate need for trained personnel. We further recognize that the areas of training they identify contribute a valid category of manpower training for the purpose of the JNAC study.

On the other hand, it is clear that even if all the training needs which industry has identified were met, there could **still** exist a great training gap in the North, particularly among the Dene and **Metis** populations.

This gap constitutes what the people need to learn so that after the construction phase of the project is **over**, they still have families and viable communities to come home to. It is also what must be learned to enable communities to respond creatively to the economic opportunities the project will generate.

The massive cultural, and as a consequence, social disintegration that has historically occurred in Native communities in the wake of mega-projects may not be entirely unavoidable. Yet we do feel that proper training could enable Native with a great deal more effectiveness.

In Particular, Training is Needed Directly Related to Employment With the Projects:

1. for women, and the community at large, to enable them to cope with the stresses of single parenthood while their husbands are away, and to help communities to organize adequate family support systems.
2. for families, to assist them to be better communicators, and to be more supportive of each other during difficult periods.
3. for men, to assist them to understand the difficulties their absence from the family and the community causes.
4. for families and groups within the communities to assist them to develop money management and entrepreneurial investment-related skills so they

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can capitalize on a higher income and make it work for them long after the project has finished.

5. for the community, counseling skills to assist individuals, families and special groups such as elders, women, and youth, to cope with increased social pressure.
6. for the community, training in the prevention and treatment of alcohol and drug-related problems that always increase in the wake of **mega-**project development.
7. for the community, training to enable them to participate in the development of an adequate mental health program.
8. for Native workers on the jobsites, to enable them to make productive use of their non-working hours in order to maintain a healthy and balanced physical, mental, emotional and spiritual life.

Indirectly related to employment with the project: training in all areas of Dene survival skills, so that young people learn the Dene ways of living off the land, thus providing a viable alternative to wage **labour** when the project phase winds down and also serving to strengthen cultural roots and a sense of belonging.

We see this area as extremely vital to the successful participation of young Dene workers in wage labour outside their **home** communities.

Community Development Training

Specific training in community development methods is desperately needed if the **Dene/Metis** communities are enabled to respond to the changes being generated by the Norman Wells project.

The training would include special attention to:

1. planning approaches
2. fund raising
3. community needs assessment
4. participatory research methods
5. project management
6. co-operative management techniques
7. project evaluation
8. group dynamics
9. how to run meetings
10. personnel management
11. financial management
12. small business management

New Economic Ventures

As well, trainings is needed to assist Native people to modernize their traditional harvesting activities and to develop **viable** renewable resource industries. This training should be tailor-made for the circumstances and expressed desires of each community. Examples of what might fall under this category include the following in:

1. aquiculture
2. domestication of **wild** game such as caribou or bison
3. tourism (i.e. hostⁱng, hotel **management, etc.**)
4. guiding
5. outfitting
6. northern **construction** techniques, including log building
7. fur farming methods
8. garment making
9. boat making
10. small motor repairs
11. northern communications system
12. northern transportation systems
13. marketing techniques

14. co-op management
15. small business management
16. money management

Monitoring Techniques

Training is needed to enable communities to monitor the local effects of the **mega-project** and its spinoffs, as well as the effects of the communities' efforts to respond to the changes coming out of the project. Community monitoring concept has a precedent in the monitoring bodies established during and after the Alaska Pipeline Project. The ongoing health of the communities is as essential to a dependable and constant "active work force" as healthy soil is to healthy plants. **But without training, communities** will not know how to monitor and **follow** through on changes occurring on the local level.

Leadership Training

The "best trained" (category one training) individuals in each **community** will tend to seek the job that pays the most money (as is shown by current manpower studies). This means that as the best educated and trained people, who were providing leadership in local community enterprises, obtain employment outside the community, there is no one left fully capable of ensuring that initiatives for local community development occur, or that initiatives will succeed even if they do occur.

Communications Training

Training is needed in each community to enable an electronic networking of Northern communities. It is vital that the lessons learned in one of the Native communities be shared so that all can benefit. As well, training that is being offered in one of the communities might well be shared with others that want it by the proper use of television, radio, video, or **Tele-**don link-up. The opportunities and the technology are already in place at this writing. All that is missing is community initiatives and training.

It is critical that the communities themselves control the introduction of hi-tech communication services for their own purposes.

Delivery of Category Two Training

Clearly a quite different type of training is required in the areas reviewed in the preceding sections. The formal academic upgrading and individual skills program recommended by the JNAC study to meet Category One training needs may suffice in some instances, but certainly no in all.

We recognize that extremely flexible and innovative approaches to **community-**based Category Two training will have to be found. Rather than attempting to prescribe in detail how training of this sort might best be delivered, we shall instead set forth several guiding principles which we feel will assist planners in devising training programs for Category Two training.

1. The training, should be community-based.
2. There should be a unity of purpose established through a process of consultation between planners and the community as to the reasons for, and the intended outcome of the training.
3. The communities must participate in the planning, delivery and evaluation of the training. The word "participate" means, in this case, to have share in controlling the finances of the training program.
4. Planning and evaluation should be linked to each other, so it is possible to tell whether or not, and to what extent, the intended aims of the training were realized.
5. Both planning and evaluation efforts should be linked to the cultural development process now well underway in Dene communities. This process is seeking to articulate approaches and objectives for development which are in harmony with the essential elements of Dene culture.

6. The training should never be divorced from the on-going process of community learning for community development. The development of individual knowledge, skills and attitudes should be undertaken in the context of communities struggling for improved economic, social and cultural conditions.

Conclusion

The Joint Needs Assessment Committee has opened the door to a great number of issues related to the education and training of Native people for participation in the new wave of economic development that is now at our doorstep in the Mackenzie Valley. Had it not been for their activities, the enormity of the challenge we face would not now be so apparent. For this we owe them a debt of gratitude.

Yet there is much that remains to be done. The question remains how best to utilize the remaining Treasury Board allocation, and allocation that will no doubt have to come after this one for Northern Native education and training.

Our basic position is that we believe the Native people themselves are in the best position to complete the work begun by the Joint Needs Assessment Committee, and to undertake the delivery of education and training for the Dene people. We suggest the formation of a non-profit agency that would function as a **Dene/Metis** training institute run entirely by and for the Native people. While we are open to discussion on how this might best be achieved, we see no viable alternative to Native control of Native education and training.

In conclusion, we pose this question: What is the point of staging a massive manpower training effort for Northern Native people as if, after the completion of the construction phase of the Norman Wells project, there was going to automatically appear a great number of employment and other economic opportunities for the Dene? The reality of the situation is that unless the Dene themselves create economic options out of the presently stimulated

economic environment, no such opportunities and unemployed Dene and Metis people.

It **is** towards enabling the Dene and Metis people to create for themselves a variety of economic and related **socio-cultural** options upon which they can depend in the years to come that the main thrust of our recommendations in this paper have been aimed.

APPENDIX E

SAMPLES OF DENE NATION LEADERSHIP MOTIONS
ON THE NORMAN WELLS PROJECT AND RELATED PROGRAMS

DENE NATIONAL ASSEMBLY
FORT SIMPSON, N.W.T.
TUESDAY. APRIL 06. 1982
P.M.

MOTION NUMBER SEVENTEEN

WHEREAS the Dene have repeatedly made it clear that we have not yet taken a final position on the Norman Wells Pipeline. and:

WHEREAS there maybe confusion on the actual position the Dene are taking on the Norman Wells Pipeline:

THEREFORE BE IT RESOLVED that the Dene will not take a final position on the proposed pipeline unles:

1. environmental safe
2. **settlement of Dene Rights**
3. strong monitoring board

BE IT FURTHER RESOLVED that due to the fact the MacKenzie/Liard and Great Bear Regions will bear the heaviest impact that they will receive additional say in the Norman Wells Funds.

Moved by: Lorayne Menicoche

Seconded by: Jim Antoine

Carried Unanimously

DENE NATIONAL ASSEMBLY
FORT RESOLUTION, N.W.T.
SEPTEMBER 6-12, 1983

MOTION #24

WHEREAS the Minister of Indian Affairs in his public announcement that the Norman Wells pipeline was going ahead also announced that "funding" would be made available to "offset the impact of the Norman Wells expansion project";

·AND WHEREAS he also stated that this funding package would include funding for the Dene to enter into a joint venture with Esso Resources;

AND WHEREAS the Dene Leadership meeting held in Yellowknife in November 1981 accepted Munro's decision regarding the pipeline and placed conditions on this acceptance, as follows:

- a) that ownership of the oil at Norman Wells, and the pipeline right-of-way, would be negotiated and settled prior to the end of the 2-year delay period (that is, before August 1983);
- b) that the environment would be protected;
- c) that a monitoring agency be set up, with Dene participation to enforce regulations designed to protect the environment;
- d) that funding be provided on the basis of the agreement included with GNWT.

AND WHEREAS the National Assembly of the Dene Nation feels that none of these conditions have been met;

AND WHEREAS the Executive of the Dene Nation prior to September 9, 1983, authorized the signing of a Joint Venture between Esso Resources and Dehcho Drilling Ltd.;

AND WHEREAS the Executive of the Dene Nation requested the Fort Good Hope Community Council to conduct a review and analysis of the joint venture agreement with Esso Resources Ltd. and that study has been conducted;

LET IT HEREBY BE RESOLVED THAT

1. The National Assembly of the Dene Nation accept the recommendations of the Fort Good Hope Community Council study which are as follows:

1. Recommendation #1

Use the joint venture as a testing ground for the possibility of applying traditional Dene values in the context of an industrial setting:

Research has been done for us in the past on how Dene economic institutions can be set up which are not as oppressive to workers as most modern-day corporate situations. While we do not have influence to insist that these be tried out by the joint venture, the Dehcho Drilling Shareholders Agreement states, "the joint venture corporation shall, in the carrying on of its business activities, recognize and respect the traditional values, lifestyle and culture of the Dene and Metis people." This clause should give us enough legal clout to press for Shehtah to look at trying out ideas like

- setting up special counseling programs and flexible operations for Dene employees who are sincerely committed to training but may be having a hard time within the industrial set-up;
- looking at incentives other than competition to motivate workers;
- involving employees in a consensus style of decision-making to deal with issues like selection of people for promotions, division of labour, payment, hiring and firing. This would be closer to Dene tradition than the present set-up where a manager make all these decisions;

- involving employees in policy decision, e.g. discussions on environmental concerns brought Up by communities.

This area requires a lot more discussion but **it is** one way in which we can turn the joint venture to our advantage. We can learn a lot from this experience which will help to determine if this kind of economic project is the way Dene ought to go in the future.

2. Recommendation #2

That the Assembly issue a public statement clarifying our position on the Joint Venture:

The southern press has reported the Joint Venture as if it means that the Dene are now ready for development to proceed before our aboriginal rights are settled. We must publicly set the record straight--define clearly again our position on the Norman Wells pipeline, why we have decided to try out a Joint Venture, and emphasizing that there are many other concerns relating to Norman Wells which must be dealt with.

3. Recommendation #3

A process must be identified by the assembly for the executive to follow before making major decisions of this kind in the future:

We have learned from this experience that a brief mention at leadership meetings, and a stream of one-way written communications from the executive to the communities, does not constitute adequate consultation on issues of such crucial importance.

One reality which the executive must take into consideration is that Dene have not traditionally dealt with written materials in our decision-making. Ours is an oral culture and, at least while so many of our Chiefs and community leaders come from a

traditional generation, our executive must respect that fact.

Other ways in which information on the joint venture should have been taken to communities include:

- at least one visit to each community by members of the executive to deal specifically with this issue with Chiefs and Councillors, and in public meetings.
- telephone conference hook-ups by the executive into local council meetings.

In the future, the executive should look at more creative use of local radio stations and production of information video tapes for local distribution. And most important of all, issues like this must be dealt with at Leadership meetings and Assemblies, in detailed and serious discussion.

4. Recommendation #4

The assembly should establish a clear-cut on-going review process to monitor the progress of the joint venture.

This could be done through a requirement that the DDC board prepare regular reports dealing with previously agreed upon issues, for presentation to the leadership. The leadership should remember that, once elected, the DDC Board will have the authority to act on its own. It could also be done by a Review Committee, consisting of some Chiefs with staff assistance, to conduct an on-going review. Or it could be in the form of a contract to a local council, as this report was contracted to the Good Hope Council.

The people mandated to monitor the joint venture would :

- make specific recommendations to the DDC board about applying Dene traditional values in Shehtah;
- review the success, of the training and hiring of Dene and Metis staff in Shehtah;

review the financial progress of Shehtah and report to the leadership;

- be prepared to make a recommendation to the leadership if at any time they feel the Denendeh Development Corporation should withdraw from Shehtah.

5. Recommendation #5

That a monitoring agency be set up with Dene participation to enforce regulations designed to protect the environment;

And that the Dene Negotiator be instructed to commence negotiation on the monitoring agency immediately with the intent of instituting this agency within a year.

6. Recommendation #6

When the current drilling contracts expire (around the end of June 1985), we **should** be prepared to review all aspects of the joint venture and decide whether we want to seek another drilling contract and perhaps buy out Esso's interest; or, whether the time has come to ask Esso to buy us out.

2. If the **assembly** decides to accept the above recommendations, and if several months down the **road**, there has still been no interim agreement on ownership of resources at Norman Wells; or if the federal government has not moved to take the first steps in setting up a monitoring agency; or if any of the other recommendations have not been followed satisfactorily, then the leadership should seriously re-examine its participation in the joint venture.

3. If the leadership decides that the Dene should withdraw from the joint venture for any of the reasons given in #2 above, this National Assembly authorizes the leadership to take or approve all steps necessary to bring about the withdrawal, whether by negotiating the sale of Dehcho Drilling Ltd.'s share, or by other means approved by the leadership.

Moved by: Jim Antoine

Seconded by: Freddy Greenland

Carried Unanimously

12 Abstentions

NOVEMBER 15 - 18, 1983
DENE LEADERSHIP MEETING ON ECONOMIC
DEVELOPMENT, YE LLOWKNIFE, N. W.T.

RESOLUTION RESPECTING THE ESTABLISHMENT OF A DENE
MONITORING AGENCY

WHEREAS policies have been established by both the Government of the Northwest Territories and the Government of Canada designed to give priority to native people and northerners for jobs and business opportunities; and

WHEREAS it is evident, particularly in the instance of the Norman Wells Project and Beaufort Sea development, that oil companies, contractors, other developers and unions have failed to live up to these policies; and

WHEREAS this situation must be rectified by putting in place a monitoring process whereby contravention of these policies can be accurately reported to government, industry and the public; and

WHEREAS the monitoring of jobs and benefits to native northerners has not been properly carried out by either government or industry; and

WHEREAS the Dene Nation in collaboration with the communities affected should undertake to establish its own monitoring agency to ensure that the jobs and business opportunities from the Norman Wells project flow to the communities and not to southerners and southern-based companies; and

WHEREAS this monitoring agency can be used as a pilot project which can ~~(later)~~ be used in relation to other development projects, *such as proposed hydro development projects;*

NOW THEREFORE BE IT RESOLVED that the Dene Nation executive be directed to negotiate with the Department of Indian and Northern Affairs and the oil companies concerned for funding for the development of a Dene monitoring agency;

FURTHER BE IT RESOLVED that the Dene Nation work in close collaboration with the communities to develop a structure and mandate for this monitoring agency; and

FURTHER BE IT RESOLVED that the Dene Nation Executive be directed to lobby government and industry to strengthen their policies on native northerner participation in economic development.

DENE NATION LEADERSHIP MEETING
FORT SMITH, NWT
DECEMBER 12 - 16, 1983

WHEREAS the Dene Nation operates a Community Development Program funded through the Norman Wells Fund; and

WHEREAS, due to the nature of the funding, the Community Development Program is required to focus on regions and communities directly impacted by the Norman Wells Pipeline Project; and

WHEREAS other regions and communities are also experiencing the affects of resource development projects or potential projects.

THEREFORE BE IT RESOLVED that the Community Development Program staff be mandated to locate additional funding sources in order to enable it to expand its work in all regions of Denendeh.

MOVED BY: Chief Felix Lockhart

SECONDED BY: Chief Jim Thorn

Carried Unanimously

15 December 1983

NATIONAL COMMITTEE

MEETING

JULY 11-12, 1984

WHEREAS the Department of Indian and Northern Affairs implemented a socio-economic monitoring study under Dr. Bob Bone without consulting the Dene Nation or the study communities;

AND WHEREAS both Fort Simpson and Wrigley have passed Band Council Resolutions opposing the content and methodology of the study;

AND WHEREAS the Dene Nation Executive has also opposed the study;

AND WHEREAS the terms of reference of the study are inadequate and unacceptable;

THEREFORE BE IT RESOLVED THAT the Dene Nation direct DIAND to terminate the study; .

FURTHER BE IT RESOLVED THAT the Chiefs of Fort Simpson, Wrigley and Fort Norman work with the Dene Nation Staff and Executive to develop a counter proposal to present to DIAND; .

FURTHER BE IT RESOLVED THAT this counter proposal" contain recommendations which will enable the affected communities to "control the design and implementation of any further studies.

MOVED BY: Alexis Arrowmaker

SECONDED BY: Frank T'Seleie

PASSED : Unanimously

This 12th Day of July, 1984

NATIONAL COMMITTEE

MEETING

JULY 11-12, 1984

WHEREAS the Leadership recognizes that the best way to gain control over resource development projects is by negotiation of a Dene Rights Settlement;

AND WHEREAS the monitoring program is engaged both in training and policy development geared towards effective regulation and monitoring of all aspects of non-renewable resources development projects;

THEREFORE BE IT RESOLVED THAT the monitoring program be directed to work closely with the Aboriginal Rights Secretariat, particularly on the development of positions designed to ensure Dene control over such development.

MOVED BY: Frank T'Seleie

SECONDED BY: Jim Thorn

PASSED: Unanimously

This 12th Day of July, 1984

14th ANNUAL MEETING
OF THE NATIONAL ASSEMBLY
OF THE DENE NATION
FORT RAE, N.W.T.
JULY 23 - 27, 1984

RESOLUTION #9

RE: ALCOHOL ABUSE AND COMMUNITY DEVELOPMENT

WHEREAS NNADAP has failed to provide the necessary mechanisms to evaluate the community needs to resolve alcohol abuse by not providing enough support to the communities;

WHEREAS the Dene communities have still identified alcoholism as a major problem affecting our communities in a negative way;

WHEREAS alcohol abuse contributes to many other community problems by using resources which could be used to develop the community's quality of life, housing and care of children;

WHEREAS this problem has been related to the move of the Dene from the old way of life to the stress of living in community;

WHEREAS there is need of control of the mechanism to resolve this problem to be handled by Dene, as the problem is one which requires an inherent understanding of Dene belief and ways and the problems generated by the change in our way of life;

THEREFORE BE IT RESOLVED THAT the Dene Nation establish a program to provide for the training of Dene to work *as trainers* and to provide a support system to the community people and programs presently in operation;

AND FURTHER BE IT RESOLVED THAT an Alcohol and Drug Abuse conference be held to look at this issue. To be attended by Chiefs and Councillors.

MOVED BY: " Chief Johnny Charlie

SECONDED BY: Richard Hardisty

PASSED UNANIMOUSLY

This 26th day of July, 1984.

LEADERSHIP MEETING
FORT GOOD HOPE, N. W.T.
APRIL 11-16, 1984

RE: COMPENSATION

WHEREAS the way of life of Dene hunters, trappers and fisherman who are dependant on the land for their livelihood is being disrupted by resource development activities,

AND WHEREAS these disruptive activities are causing economic loss and cultural upheaval to Dene individuals and communities;

BE IT RESOLVED THAT the Dene National Office develop a policy for Environmental Impact Compensation and damages to Dene way of life as soon as possible.

MOVED BY: Chief Jim Antoine, Fort Simpson

SECONDED BY: Dolphus Lennie, Fort Norman

PASSED UNANIMOUSLY

April 12, 1984

LEADERSHIP MEETING
FORT GOOD HOPE, N.W.T.

APRIL 11-16, 1984

WHEREAS the Dene Leadership gave conditional approval to construction of the Norman Wells Oilfield Expansion and Pipeline Project in November of 1981;

AND WHEREAS the terms and conditions of that approval included:

the establishment of a Monitoring Agency with significant Dene participation and funding from the Federal Government;
separate and immediate negotiation of the ownership of Norman Wells oil prior to the end of the two-year delay period;

AND WHEREAS these conditions have not been met:

AND WHEREAS there have been grave concerns expressed about this project by individuals, and community and regional councils;

AND WHEREAS the Fort Simpson Band Council has undertaken to document local concerns regarding the project, and intends to develop a community position based on that research;

THEREFORE BE IT RESOLVED THAT the leadership of the Dene Nation hereby expresses its disapproval of the implementation of the Norman Wells Project to date;

BE IT FURTHER RESOLVED THAT the Leadership hereby gives the Executive of the Dene Nation the mandate to investigate and assess the implementation of the project and to report back to the Leadership with recommendations for action;

BE IT FURTHER RESOLVED THAT the Executive be directed to take whatever action is necessary to immediately obtain funds for this work from the Norman Wells Training Fund.

MOVED BY: Chief Charlie Barnaby, Fort Good Hope ,

SECONDED BY: Chief Jim Antoine , Fort Simpson

PASSED UNANIMOUSLY

April 12, 1984

NATIONAL COMMITTEE MEETING
YELLOWKNIFE, N.W.T
October 16 - 18 1984

RE: HOUSING

WHEREAS the Dene communities are continuing to express concerns about housing;

AND WHEREAS the Dene Nation has hired a contract employee to address these concerns and liaise with the Legislative Assembly Special Committee on Housing;

THEREFORE BE IT RESOLVED THAT THE National Committee endorse the Dene Position Paper on Housing (1984);

AND BE IT FURTHER RESOLVED THAT the National Committee direct the Executive to seek funding for a Dene Housing Liaison Officer to follow up on these concerns, and to work with the Special Committee and other Ministers of Legislative Assembly on the implementation of their recommendations, as they affect Dene communities.

MOVED BY: Marc Casaway

SECONDED BY: Alexis Arrowmaker

CARRIED: Unanimously

This 18 Day of October, 1984

NATIONAL COMMITTEE MEETING
YELLOWKNIFE, N.W.T.
.....October 16 - 18, 1984.....

RE: COMMUNITY HEALTH REPRESENTATIVES

WHEREAS in the Eastern Arctic, Medical Services Branch just completed a training program for eight (8) Community Health Representatives;

AND WHEREAS in the Western Arctic, presently there are only seven (7) CHR's for twenty-six (26) Dene Communities;

AND WHEREAS the communities have identified the need for more CHR's in the Dene Communities;

THEREFORE BE IT RESOLVED that this Dene National Committee meeting recommend to the Medical Services Branch to identify funding for, the training of Community Health Representatives and the placing of those positions in the communities by the end of 1985;

AND BE IT FURTHER RESOLVED that provisions are made to emphasize more Dene cultural and spiritual awareness, along with other components of the CHR's training curriculum.

MOVED BY: Raymond Beaver

SECONDED BY: Joe Rabesca

CARRIED: Unanimously

This 18 Day of October, 1984

NATIONAL COMMITTEE MEETING
YELLOWKNIFE, N. W.T.
October 16 - 18, 1984

RE: DENE NATION'S TRANSIENT CENTRE AT YELLOWKNIFE

WHEREAS the Dene Nation's Second Dene Health Conference in Edzo, June 12-15, 1984, representatives from the Dene Communities very strongly expressed the need for a Transient Centre here in Yellowknife;

AND WHEREAS Dene patients visiting Yellowknife for their respective medical appointments are undergoing serious problems in accommodation, meals, transportation, translation and moral support;

THEREFORE BE IT RESOLVED that Medical Services Branch provide funding to Dene Nation to operate a Twelve (12) bed Transient Centre facility in Yellowknife;

AND BE IT FURTHER RESOLVED that funding will be provided by Medical Services Branch to address the Dene patients services, while they are at Yellowknife.

MOVED BY: Marc Casaway
SECONDED BY: Raymond Beaver
CARRIED: Unanimously
This 18 Day of October, 1984

LEADERSHIP MEETING
 YELLOWKNIFE, N. W. T.
 DECEMBER 3-7, 1984

WHEREAS pipeline and exploration companies are meeting with individuals and elected leaders in Dene communities;

AND WHEREAS the Dene National Office Monitoring Program has been mandated to "document the Dene experience with the Norman Wells Project, in order to improve our knowledge and political bargaining position on future project proposal-s;

AND WHEREAS the Monitoring Program cannot do that without knowing what these companies are saying to the communities and vice versa;

*** THEREFORE BE IT RESOLVED THAT the Band Councils and Regional Councils send a record (tape or written) of all meetings with pipeline and exploration companies to the Monitoring Program so that the national office can better represent community positions.

MOVED BY: Chief Harry Deneron

SECONDED BY: Marc Casaway

CARRIED: Unanimously

This 7th day of December, 1984.

H. Deneron
Marc Casaway

NATIONAL COMMITTEE MEETING
YELLOWKNIFE, N.W.T.
FEBRUARY 5 - 7, 1985

RE : WORKSHOP TO DISCUSS FUTURE PIPELINE DEVELOPMENT

WHEREAS the Dene Leadership gave conditional approval to the Norman Wells Project and is not satisfied that those conditions have **been met;**

AND WHEREAS a review of the Norman Wells experience is required to address future pipeline proposals;

THEREFORE BE IT RESOLVED THAT the Dene Nation sponsor a **workshop to develop** a strategy for assessing future major resource development and other pipeline proposals to be **held** the **week** of March 25 - 29, 1985, in Fort Norman and to involve staff and leadership from the Dene National Office, Negotiations Secretariat and **Regional** Councils, and possibly legal and southern support.

MOVED BY: Gordon Yakeleya

SECONDED BY: Johnny Charlie

This 7th day of February, 1985

PASSED UNANIMOUSLY

DENE NATIONAL CONFERENCE
ON
ALCOHOL AND DRUG ABUSE
HAY RIVER RESERVE, HAY RIVER, N.W.T.

WHEREAS the Government of the Northwest Territories, Department of Justice and Public Services is responsible for control of all liquor sales in the Northwest Territories;

AND the Liquor Ordinance is administered by a body known as the N.W.T. Liquor Control board;

AND WHEREAS the Chiefs of the Dene Nation have met this 15th Day of February, 1985 and have agreed that alcohol and drug abuse is devastating the values, lifestyle, beliefs and ultimately the future of the Dene people, and that the Chiefs have expressed concern regarding their youth;

THEREFORE BE IT RESOLVED THAT the composition of the N.W.T. Liquor Control Board should proportionately represent the Northern population, and that those positions to be filled by Dene people should be chosen by the Dene Leaders of the N.W.T. ;

BE IT FURTHER RESOLVED THAT profits resulting from the taxes levied by the Territorial Government of all liquor sales in the Northwest Territories, be directed to the Native people for administration of community based Alcohol and Drug Programs;

BE IT FURTHER RESOLVED THAT those fines collected from the alcohol and drug related offences of our Native people be directed to the Native people to combat the disease of alcoholism at the community level;

BE IT FURTHER RESOLVED THAT those positions of "liquor inspectors" be filled by Native people.

*(Native = Dene, Metis and Inuit)

MOVED BY: Chief Isadore Tsetta, Dettah, Yellowknife, N.W.T.

SECONDED BY: Chief Robert Sayine, Fort Resolution, N.W.T.

PASSED: Unanimously

This 15th Day of February, 1985

DENE NATIONAL CONFERENCE
ON
ALCOHOL AND DRUG ABUSE
HAY RIVER RESERVE, HAY RIVER, N.W.T.

WHEREAS the Department of Education for the Northwest Territories is responsible for implementing education programs for the peoples of the Northwest Territories;

WHEREAS the Dene Elders, Leaders and parents are responsible for the overall education of Dene children;

AND WHEREAS the Chiefs of the Dene Nation have met this 15th Day of February, 1985 and have agreed that alcohol and drug abuse is devastating the values, lifestyles, beliefs and ultimately the future of the Dene people, and that the Chiefs have expressed concern regarding their youth;

THEREFORE BE IT RESOLVED THAT the Legislative Assembly amend the Education Ordinance to accommodate an alcohol and drug abuse program developed by the people of the Five Regions of the Dene Nation and requiring the Department of Education to implement it in the N.W.T. school curriculum (Kindergarten to Grade 12 including residential schools);

BE IT FURTHER RESOLVED THAT the Dene Elders and Leaders be utilized at a community level to assist in the preparation, development and instruction of this program.

MOVED BY: Chief Jim Thorn, Fort Providence, N.W.T.

SECONDED BY: Chief Joe Rabesca, Fort Rae, N.W.T.

PASSED : Unanimously

This 15th Day of February, 1985

DENE NATIONAL CONFERENCE
ON
ALCOHOL AND DRUG ABUSE
HAY RIVER RESERVE, HAY RIVER, N.W.'I'.

WHEREAS the Ministers of Health, Justice and Education of the Government of the Northwest Territories and the Regional Director of Medical Services Branch, Health and Welfare Canada are responsible for the health and well being of the peoples of the Northwest Territories;

AND, WHEREAS the Chiefs of the Dene Nation have met this 15th Day of February, 1985 and have agreed that alcohol and drug abuse is devastating the values, lifestyle, beliefs and ultimately the future of the Dene people;

THEREFORE BE IT RESOLVED THAT, before being allowed to assume responsibility in providing health care delivery services to the Dene people of the Northwest Territories, all personnel (ie: R.C.M.P. , Doctors, Nurses, Alcohol Program Workers, Teachers, Social services) must receive **comprehensive wholistic** training as approved by Chiefs of the Five Regions of the Dene Nation in the Dene values and culture and in the areas of alcohol and substance abuse.

MOVED BY: Chief Felix Lockhart, Snowdrift, N.W.T.

SECONDED BY: Rosey Sewi, Fort Franklin, N.W.T.

PASSED : Unanimously

This_ 15th Day of February , 1985

DENE NATIONAL CONFERENCE
O N
ALCOHOL AND DRUG ABUSE
HAY RIVER RESERVE, HAY RIVER, N.W.T.

WHEREAS The ADCC Board is convened to formulate recommendations to the Government of the Northwest Territories and Medical Services Branch, Health and **Welfare Canada (NNADAP)** in the area of **alcohol** and drug abuse for the peoples of the Northwest Territories;

AND WHEREAS the Chiefs of the Dene Nation have met this 15th Day of February, 1985 and have agreed that alcohol and drug abuse is devastating the **values**, lifestyle, beliefs and ultimately the future of the Native people, and that the Chiefs have expressed concern regarding their youth;

THEREFORE BE IT RESOLVED THAT the ADCC Board be represented by abstainers who are chosen for their commitment and dedication to represent truly their people of the Northwest Territories to eliminate this devastating disease of alcohol and drug abuse from our communities;

BE IT FURTHER RESOLVED THAT this representation and that of the members at large be carefully reviewed and approved by the Native organizations before being appointed by the Commissioner of the Northwest Territories;

AND BE IT FURTHER RESOLVED THAT these membership on the ADCC Board be reviewed by the leaders of the Native **organizations** and the Commissioner of the Northwest Territories every two (2) years.

MOVED BY: Charlie Snowshoe, Vice-President (North), Dene Nation

SECONDED BY: Agnes Blake, Fort McPherson, **N.W.T.**

PASSED : Unanimously

This 15th Day of February, 1985

DENE NATIONAL CONFERENCE
O N
ALCOHOL' AND DRUG ABUSE
HAY RIVER RESERVE, HAY RIVER, N.W.T.

WHEREAS the Government of the Northwest Territories Social Services Department is established to provide social service *delivery* for the people of the N.W.T. ;

AND WHEREAS the Chiefs of the Dene Nation have met this 15th Day of February, 1985 and have agreed that alcohol and drug abuse is devastating the values, lifestyle, beliefs and ultimately the future of the Dene people;

BE IT RESOLVED THAT the Chiefs of the Dene Nation mandate the Dene National Office to acquire funds from the Minister of Health and Social Services for the establishment of Regional Councils which will be responsible for providing direction to their communities in alcohol and drug abuse;

BE IT FURTHER RESOLVED THAT funds be allocated to the Dene Nation to establish a counselor exchange program throughout Denendeh, so that workers may exchange ideas, experiences and solutions in dealing with this devastating disease.

MOVED BY: Chief Jim Thorn, Fort Providence, N.W.T.

SECONDED BY: Chief Joe Rabesca, Fort Rae, N.W.T.

PASSED : Unanimously

This 15th Day of February, 1985

DENE NATIONAL CONFERENCE
ON
ALCOHOL AND DRUG ABUSE
HAY RIVER RESERVE, HAY RIVER, N.W.T.

WHEREAS the Solicitor General's Department of the Government of Canada is responsible for law enforcement in the N.W.T.;

AND WHEREAS the Chiefs of the Dene Nation have met this 15th Day of February, 1985 and have agreed that alcohol and drug abuse is devastating the values, lifestyle, beliefs and **ultimatley** the future of the Dene **people**, and that the Chiefs have expressed concern regarding their youth;

AND WHEREAS Federal Law Enforcement in some communities is non existant due to the isolation factor;

BE IT HEREBY RESOLVED THAT the R.C.M.P. be requested to establish detachments immediately in communities where **no** regular police force presently exists.

MOVED BY: Chief Joe Rabesca, Fort Rae, N.W.T.

SECONDED BY: *Sonya Gebassige*

PASSED : Unanimously

this 15th Day of February , 1985

DENE NATIONAL CONFERENCE
ON
ALCOHOL AND DRUG ABUSE
HAY RIVER RESERVE, HAY RIVER, N.W.T.

WHEREAS the Chiefs of the Dene Nation have met this 15th Day of February, 1985 and have agreed that alcohol and drug abuse is devastating the values, lifestyle, beliefs and ultimately the future of the Dene people and have expressed concern regarding their youth;

THEREFORE BE IT RESOLVED THAT regional alcohol and drug abuse conferences be held yearly to review and evaluate the progress of the alcohol and drug abuse programs in the communities;

BE IT FURTHER RESOLVED THAT a Dene Nation Task Force on Alcohol and Drug abuse be established to do the following:

- " Follow up on all resolutions and recommendations resulting from this Assembly,
- Implement recommendation of this conference and identify the issues that should be addressed at the next Dene alcohol and drug abuse conference,
- " Clarify the goals and objectives of Dene Nation/ Metis Association in the area of alcohol and drug abuse "Where is the priority?",
- "Review and evaluate the Government of the N.W.T. Social Services and Alcohol Programs and NADAPP,
- Encourage youth workshops with professional facilitators and community elders, dealing with alcohol and drug abuse problems, and encourage leadership among our youth, especially in this International Year of the Youth,
- Enter into discussions with the Leadership of other Native organizations in the Northwest Territories, to look at the possibility of creating an independent Alcohol and Drug Abuse Commission in the N.W.T. with balanced Native representation, to replace the existing ADCC. The mandate and funding of this Commission to be negotiated with the Legislative Assembly of the Northwest Territories,

- .Identify funds for an Elders Workshop to exchange ideas and educate others to understand problems of the youth, especially alcohol and drug abuse,
- .Encourage sobriety amongst our elected leaders, and discipline any community representatives who miss meetings due to alcohol and drug abuse when away from their communities by refusing to pay return fares and per diems,
- " Report all conclusion to the Chiefs of the Denendeh.

MOVED BY: Chief Felix Lockhart, Snowdrift, N.W.T.

SECONDED BY: Chief Cece McCauley, Inuvik, N.W.T.

PASSED : Unanimously

This 15th Day of February , 1985

DENE NATIONAL CONFERENCE
O N
ALCOHOL AND DRUG ABUSE
HAY RIVER RESERVE, HAY RIVER, N.W.T.

WHEREAS the Delta Region requires a concrete and permanent facility to resolve the alcohol problems in their region;

AND WHEREAS there is a property in Inuvik known as "The Inuvik Inn" for sale;

AND WHEREAS this facility is away from the influence of the downtown problems of Inuvik;

AND WHEREAS the Delta Region views the property as a viable non-profit facility for the purpose of alcohol and drug rehabilitation;

THEREFORE BE IT RESOLVED THAT the Chiefs of the Dene Nation and the members of this conference firmly support the Delta Region in their attempts to procure monies to purchase this facility for the Delta Region.

MOVED BY: Edward Lacorne, Dettah, Yellowknife, N.W.T.

SECONDED BY: Chief Jim thorn, Fort Providence, N.W.T.

PASSED : Unanimously"

This 15th Day of February , 1985

DENE NATIONAL CONFERENCE
ON
ALCOHOL' AND DRUG ABUSE
HAY RIVER RESERVE. HAY RIVER, N.W.T.

WHEREAS the Chiefs of the Dene Nation have met this 15th Day of February, 1985 and have agreed that alcohol and drug abuse is destroying the Dene values, lifestyle, beliefs and ultimately the future of the Dene people, and that **the** Chiefs have expressed concern regarding their youth;

THEREFORE BE IT RESOLVED THAT youth councils be established in the Dene communities and the Dene **Nation** to pressure educate Dene youths in **all** areas to enhance Dene culture;

BE IT FURTHER RESOLVED THAT Chiefs, Dene **Nation** Leadership and Dene communities encourage the participation by Dene youth in all the issues related to the Dene Nation;

BE IT FURTHER RESOLVED THAT **the Dene Nation seek funds for this** youth council.

MOVED BY: Margaret McDonald, Norman Wells, N.W.T.

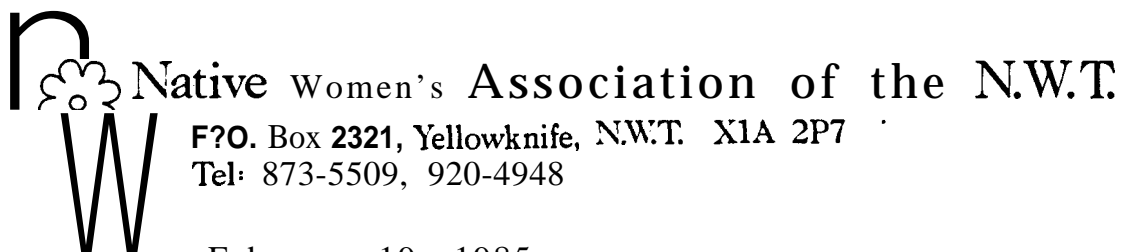
SECONDED BY: Sonya Debassige

PASSED : U n a n i m o u s l y

This 15th Day of February, 1985

APPENDIX F

PROPOSAL FROM NATIVE WOMEN'S ASSOCIATION
FOR FINANCIAL ASSISTANCE TOWARDS TODESTAR PROGRAM



Native Women's Association of the N.W.T.

F?O. Box 2321, Yellowknife, N.W.T. X1A 2P7
Tel: 873-5509, 920-4948

February 19, 1985

Margie German,
Co-ordinator
Norman Wells Impact Program,
Dene Nation,
P.O. Box 2338,
Yellowknife, N.W.T.
X1A 2P7

Dear Ms. German;

Attached please find a proposal for a program called "Lodestar".

It was developed in response to the direction from the Native Women's Association membership at the Annual General Assembly in November, 1984. The members said that there was an identifiable need for a program which would assist community people in making the transition necessary to operate in today's society. However they also expressed concern over the use of the southern "life skills" technique because of **inconsistent quality, lack of northern native orientation and cost.**

A first step must be the training of people to adapt the old "life skills" concept and deliver the program in the communities. Two people have been identified who are qualified to train Lodestar Guides. **Thebacha** College will provide training and living space at a minimal cost.

Since the Dene Nation has identified the need for similar qualified people and also the need for a program like Lodestar in the communities, the **N.W.A.** makes the **following** submission:

Will Dene Nation request the necessary ^{\$53,500}~~\$42,500~~ from Norman Wells Impact funds for the **N.W.A.** to deliver this program for trainers in return for:

1. A guarantee of 5 of the 16 training spaces for community Development workers provided they meet the standardized entrance criteria;
2. Administrative duties will be carried out by the N.W.A.;
3. Guaranteed representation of the Dene Nation on the Lodestar Advisory Committee;
4. Co-decision making powers with the N.W.A. in deciding the location of the first four Lodestar program delivered.

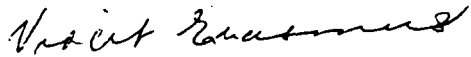
It is likely that the **NWTNWA** will obtain a copyright on the Lodestar name.

Within two to three years the curriculum is expected to be uniquely tailored to the **N.W.T.** while being flexible enough to grow as northern culture changes.

We would very much like to have the Dene Nation participate as a partner in this exciting project.

I look forward to your earliest convenient **response.**

Sincerely,



Violet Erasmus,
Executive Director,
Native Women's Association.

Attach.

c.c. N.W.A. Executive and Board Members



Native Women's Association of the N.W.T.

P.O. Box 2321, Yellowknife, N.W.T. X1A 2P7 .

Tel: 873-5509, 920-4948

The NWT Native Women's Association proposes to sponsor a program which will train northern native people in the skills required to deliver courses which will assist northern people in making a healthy adjustment to a society in transition. The program could be delivered by the NWT Native Women's Association Training Centre in conjunction with the Dene Nation.

The program is being called "Lodestar". Webster's New World Dictionary defines Lodestar as:

"a star by which one directs his course; especially the North Star a guiding ideal;"

Rationale:

Since 1981 in Yellowknife and 1982 in Inuvik the Native Women's Association has been offering courses which prepare native women and men for employment and small business ventures. Some fifteen courses have been offered to date with more planned for the future.

Early on it became "apparent that the same basic skills had to be taught at the beginning of each session before any progress could be made. The catch-all phrase for this is "life skills" and over the past three plus years the NWTNWA has paid approximately one quarter of a million dollars to hire the professionals, known as "coaches", to deliver the course.

Life Skills textbooks * define the program as "problem-solving behaviors appropriately and responsibility used in the management of personal affairs." The target population is generally described as "**disadvantaged**." The skills imparted during training "... exist as identifiable and describable behaviors."

The crux of the training is that it "...**necessarily** consists of samples of life, students transfer their' skills from the life situation simulated in the training to the problem situations encountered in their own lives."

Through experience the NWA Training Centre has identified a number of problems.

1. The expertise required to deliver "**life skills**" must' be imported from **Southern Canada** and it is very expensive;
2. "**Life Skills**" coaches **necessarily** bring with them a **set of southern** usually urban non-native values and experiences to a classroom of native northerners with entirely different backgrounds;
3. Where the coaches have been native, problems have sometimes arisen from differences in spiritual orientation and the "reserve" vs "**non-reserve**" views of the non-native world;
4. "**Life Skills**" has a wide range of practitioners ranging from what has been described by some as "**cultist**" to the other extreme where

the delivery is ineffectual and largely lacking in substance. Trial and error eventually led the NWA to persons who are reliable and effective, but those instances where poor choices were made have been disruptive and had negative consequences;

5. The NWA has not been able to meet requests for delivery of "Life Skills" courses in the communities;
6. "Life Skills" has so many definitions and raises such a variety of expectations from being a panacea for a community's ills to therapy that it has lost its meaning. In areas where it has a poor reputation the problems encountered in using the terms are compounded
7. The NWA membership, communities and some agencies are all demanding a course which embraces a philosophy similar to "life **skills**", but which is based on northern native values and has a **distinctly** northern content.

Conclusion:

1. The NWA Training Centre has identified a need for a program which teaches the skills required to manage the areas of one's life in a productive, responsible manner. The framework of that life for the purposes of this program is northern and native;
2. The basic teaching skills needed can be taught by southern based coach trainers;
3. The actual content of the course to be delivered can be developed by northern trainers based on a variation of the process used in "**life skills**".
4. **The program will be called "Lodestar".**

LODESTAR

Philosophy:

Northern Native people have a background rich in culture and life experience specific to the North. Those experiences do not always prepare us to cope with the changing society in which we find ourselves. Many of us find it necessary to learn new skills, **but** we wish to do it in the context of our native heritage. We wish to develop our own model to serve as a guideline for assisting members of our society in making the adjustment necessary to live a **lifestyle of their own choosing.**

Objectives:

Short Term:

1. Hire qualified southern Canadian "**coach**" trainers to teach carefully selected northern native people the skills required to deliver what has been referred to as "**life skills.**"
2. Training spaces will be limited to 16

3. The successful graduates will be Lodestar Guides.

Long Term:

1. The curriculum of Lodestar will evolve **over a** period of several years under the careful control of the NWTNWA Training Centre.
2. The monitoring of the Lodestar curriculum will be done using the expertise of a Training Centre Advisory Committee. The committee will consist of educators, elders, persons from the human resource development field, Lodestar program staff and representatives from the NWTNWA Board of Directors and the Dene Nation.
3. Lodestar will be a mobile program of the Native Women's Association Training **Centre** available for delivery in Western NWT communities.
4. New Guides will be trained as required, experienced guides will be encouraged to participate **in** educational programs which enhance the work they do.

Goals:

Lodestar is designed to:

1. provide an opportunity for northern native people to acquire those skills necessary to live a well-balanced lifestyle of their choosing;
2. provide northern native people with the opportunity to acquire skills which are necessary to make a successful transition into the paid work force or educational system;

Scheduling:

It is intended that the first class of sixteen Lodestar Guides will be trained in the summer of 1985; in Fort Smith at **Thebacha** College - by Mary Beth Zapf of **the** Toronto YWCA and Linda Gray of "**Windwalker**" in **Yellowknife**. The training program will be five **weeks** long.

A minimum of one Guide will be hired by the NWA Training **Centre**. Two more will be contracted as required to jointly deliver the Lodestar program to those communities requesting it. The ongoing program is expected to be six weeks long.

Program Content:

Guide Training:

The training given the Guides will be delivered by qualified Life Skills trainers. Consequently it is expected that the process that is taught will resemble that of the old life skills program. However the trainers will be directed to approach the content with a flexibility that will allow format, content and most importantly percepts to be adapted to NWT realities.

LodestarProgram Content

While the actual six week program is designed to evolve and change in the first few years these basics will remain constant:

- a) identification and management of positive and negative behavior and feelings.
- b)balancing personal needs, spiritual life, family life, community life and work life.
- c) interpersonal communication
- d) techniques for managing everyday life situations (ranging from financial Management to use of alcohol).

Financial Requirements

In order to implement Lodestar there must be trained, qualified Guides to deliver the program.

The budget submission here is to cover the costs of the initial training session.

Trainer’s Professional Service Fees	
2 @ 10,500 ea.	21,000
Travel Expenses	2,500
Student Living Allowance	
16 @ 180/wk. x 6 weeks	17,280
Accommodation/Food	
18 @ 7/day	5,292
Support Service Contract Fees	3,000
Course Supplies	1,000
Student Travel Subsidy**	<u>3,000</u>
TOTAL	<u><u>53,072</u></u>

* Based on Thebacha College rates, Fort Smith, N.W.T.

** Granted where there is demonstrated need up to 50% of total travel

* (page 1) Quotes in this proposal are from “The Dynamics of Life Skills Coaching.” a C.E.I. C. document.

APPENDIX G

REVIEW OF **COMMUNITY** DEVELOPMENT WORKSHOP, DECEMBER 1984

APPENDIX G

REVIEW OF COMMUNITY DEVELOPMENT WORKSHOP DECEMBER 7-9, 1984

This workshop looked at both the community development role and function and at the many activities in which the Dene Nation is involved. Thus it served both as a "think-tank" and as a way of up-dating community development workers on important issues so that they can pass on this information to their communities.

There was a lengthy discussion of the roles and responsibilities of community development workers and how these can be fulfilled, as well as of the training which is needed to allow the workers to carry out their responsibilities. Workers felt they needed training in personal development, organizational skills, and the general view of community development.

The workers heard presentations on communications, the trapping controversy, the land and resources program, developments within the Assembly of First Nations (national) and the Western Constitutional Forum (western N.W.T.), monitoring program, the health program, the joint land claims secretariat, and discussed training plans.

They spent an entire day with Rebecca Martel. It is difficult to describe this day's activities in a way which can convey their nature properly, except to say that it combined delving into the meaning of community development in the native tradition and way of life from a personal perspective, making connections between the past and present in order to make a better future.

The workers' evaluations of the sessions were enthusiastic. Their expectations for the workshop were generally met, but most indicated that they would have liked the workshop to be longer and that they would welcome more workshops like this.

APPENDIX H

**. SUGGESTED PROCESSES FOR EVALUATION OF
COMMUNITY DEVELOPMENT TRAINING**

COMMUNITY DEVELOPMENT TRAININGSuggestions on Evaluation Process:

1. Survey the training needs of the individual five regional and nineteen fieldworkers and the headquarters staff;
2. Conduct an organizational review to determine the strengths and **weaknesses** of the current reporting relationships and accountabilities of headquarters, regional and fieldworkers and employing bands and how these factors affect the ability of workers to be effective in their jobs;
3. Assess the implementation of the training program by documenting the actual delivery against the planned schedule and content and monitor the allocated time, money and personnel. (i.e. This ongoing part of the evaluation is intended to determine whether the goals are being achieved);
4. Measure the effectiveness of each section of the training program by having the workers skill levels in each area tested before and after specific seminars and courses and in a general way at regular six month intervals;
5. Allow the Dene Nation to compare the CDP Workers Training Program with similar or alternative programs and allow the collection of information which determine the need for improvements or changes.

NOTE : The main purposes of any evaluation process will be:

1. to improve future training delivery
2. to identify future training needs.