

Tłıchǫ Government

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December 21, 2016

Tłıchǫ Government

Responses to the Information Requests submitted by the Review Board to the
Tłıchǫ Government and Community Government of Whatì (PR#73)

Prepared for the **Tłıchǫ All-season Road** (EA 1617-01)



List of Acronyms

CGB	Community Government of Behchokò
CGW	Community Government of Whatì
CJBS	Chief Jimmy Bruneau School
DOT	Department of Transportation
EA	Environmental Assessment
ENR	Environment and Natural Resources
GNWT	Government of the Northwest Territories
HEO	Heavy Equipment Operators
IR	Information Request
ITI	Industry, Tourism and Investment
MACA	Municipal and Community Affairs
NWT	Northwest Territories
PDR	Project Description Report
Review Board	The Mackenzie Valley Environmental Impact Review Board
SAO	Senior Administrative Officer
SEIA	Socio Economic Impact Assessment
TASR	Tłıchọ All-Season Road
TCSA	Tłıchọ Community Services Agency
TG	Tłıchọ Government
TK Study	Traditional Knowledge Study
TREDWG	Tłıchọ Resource and Economic Development Working Group
WRRB	Wek'eèzhì Renewable Resources Board

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Theme: Characterization of described potential impacts and mitigations

IR Number 1

Preamble: The Review Board acknowledges the substantive works and collaborations that the TG and CGW have had with the developer in understanding the Project and discussing its potential benefits and challenges to Tłıchq citizens and communities. The Review Board recognizes the works of the Intergovernmental Steering Committee in managing the study of the TASR and its contribution towards preparing and planning for the eventuality of an all-season road. From these collaborations, community and government leaders have expressed how the Tłıchq All-season Road may benefit Tłıchq citizens (PR#7, 19, 26) and that the Project has the broad support of the residents of Whatì, the Community Government of Whatì and the Tłıchq Government.

Evidence from the TG has been submitted by the GNWT-DOT documenting the challenges that an all-season road may bring, in particular, to the Community of Whatì (e.g. in PR#7 Appendix B; PR#31). In addition, the PDR lists a number of potential adverse Project effects to the Community of Whatì (e.g. PR#7 p 7-8, pp8-32 to 8-33). By way of addressing the identified challenges and to plan for an all-season road, the TG and CGW passed a motion accepting a series of commitments and mitigation measures, the “Tłıchq Government and Community Government Whatì Commitments” (PR#7 Appendix D). CGW has also identified progress in community preparedness through its resiliency planning (PR#29), strategic development implementation plans (PR#30) and implementation of goals from recent interagency meetings (PR#31).

In order to understand how effective these efforts have been in addressing the potential significant adverse effects of the Project identified by the developer, TG, CGW and from community scoping in Whatì (PR#19) the Review Board requires an explanation of how the proposed commitments and mitigation measures will effectively address the identified potentially adverse Project effects to Tłıchq citizens.

PDR Section: P. 7-8, pp 8-32 to 8-33, Appendix D

Adequacy Statement Section: 4.1, page 6

Other: Whatì Resilience Plan, Whatì Strategic Planning Details, Whatì Inter-agency Meeting, Summary of Community Scoping Session in Whatì

IR Number 1.1

Using the methodology described in section 4.1 of the Adequacy Statement, describe:

- i. the potential impacts that may occur to people in the community
- ii. the project activities during construction and operations phases of the project linked to the impact; and
- iii. how and why the proposed mitigation will effectively reduce or avoid the associated potential impact.

IR Number 1.2

Using the methodology described in section 4.2 of the Adequacy Statement, characterize the residual impacts of any potentially adverse Project effects on Tłıchq citizens.

IR 1.1 Response:

i. Focus on net benefits of the Project

Tłıchq Government appreciates the requirement of the Review Board to identify and minimize adverse effects on the environment, including the human environment. We will support these efforts and trust that the Board appreciates that the work done by the Tłıchq Government (or TG), GNWT, and Community Government of Whatı (or CGW) to define potential adverse effects and proactively develop mitigation and monitoring plans is indicative of our similar protective mandate.

While we encourage the Review Board to pursue its mandate to identify and avoid adverse effects, we also ask that the Review Board consider carefully in its conduct of this environmental assessment (EA), its overarching responsibility to protect the social, economic and cultural well-being of residents of the Mackenzie Valley, as per Section 115.1(b) of the MVRMA. We feel it is important to be examining the beneficial and adverse impacts of the TASR in combination as a result.

It is with this balancing of benefits and risks in mind that the Tłıchq Government has conducted the effects assessment herein and in general for the proposed Project. The TASR is a Project that is increasingly required in order for Whatı's continued survival as a viable community. That overarching beneficial outcome is well recognized at the community level in this era of climate change and greater need for connection to the outside world. The risks that must be overcome will be overcome in order for this ultimate need to be attained.

It is important to remember that many of the effects on community members will come indirectly due to other projects and possibilities that are made feasible by the operation of the road, and not directly. The existence of the road and the function it serves to transport people and goods are the primary pathways of effects, not its construction or even direct operation.

In light of the fact that the many benefits of the Project have already been tabled in previous submissions by TG and the GNWT, our response herein will focus on reducing adverse impacts and not the question of net benefit.

The Tłıchq Government answered this information request using the following approach.

1. The Tłıchq Government ran a focus group with senior managers, including staff from Tłıchq Government, Tłıchq Community Services Agency, Community Government of Whatı, and Community Government of Behchokq. In this focus

group, all net benefits and impacts were identified, characterized and the mitigations reviewed. Interviews were run with the RCMP, social service providers and education, as well as leaders in Tłıchq language learning. The focus group and all interviewees considered the impact assessment questions in particular, reviewed the available data, and then collectively went through the two tables (labeled 4.1 and 4.2 in the Adequacy Statement). In the case of Table 4.1, we considered the pathway, the potential impact, and then identified the way in which the already committed to mitigation measure will address the project effect. In two cases, we arrived at the conclusion that there was not an existing mitigation to manage the effect, and in both of these cases we assigned a new mitigation measure (now Mitigation 12 and 13).

2. Previous work by an independent consultant (MacDonald 2014), which relied on extensive interviewing, focus groups and consultation in the community, was reconsidered by the TG in developing this response.
3. Targeted interviews were conducted with social services staff, education staff, RCMP and community government staff to identify all the pathways, the mitigations and the potential effects. In all, eight phone interviews were conducted to identify the pathways, the impacts, and whether the mitigation measures would remedy the impact.
4. Once the full IR response was drafted, these same senior managers (referred to in step 1 above) reviewed the full IR response again to ensure accuracy. This ensures that all IR responses have been verified by the most senior managers in all three levels of government and the health authority.

ii. Identifying project interactions, impacts and mitigation

The structure of the table below was, as requested by the Review Board, adapted from Section 4.1 of the Adequacy Statement.

For ease of analysis and recording, all TG and CGW mitigations have been numbered in the table below and remain consistent throughout our responses to Review Board IRs.

Table 1-1: Pathway of Effect and Mitigations estimated by Tłıchq Government and Whatı Community Government Commitments

Pathway of effect	Potential impact(s)	Discussion and Mitigation measure(s)
<p>Continuous operations (year round personal vehicle accessibility into and out of Whatı)</p>	<p>Outsiders coming in – reduced safety and security and sense of community. This is estimated to be likely a low impact. Most visitors into the region will be from the business or government sector and they are very respectful in their stay in the community. Tourists, likewise, will tend to be adventure seeking and interested in the culture, and also respectful. Indeed, the CGW wants to attract tourists and outsiders into the region. (No mitigation)</p>	<p>Tłıchq Government 1. The Community Government of Whatı is investigating two options to strengthen community security: Community Bylaw Officer and the Aboriginal Policing Program. This is an issue that needs to be addressed jointly by the Tłıchq Government and the Community Government of Whatı, as well as other supportive agencies. The Community Government of Whatı will investigate options for support in place for the first year of operation, supporting the Whatı RCMP detachment with one new community bylaw officer.</p>
<p>Continuous operations (through all year access for bootleggers and for purchase of alcohol and drugs)</p>	<p>Increased social pressures, resulting in increased pressures on policing. Both detachments in the communities (Behchokq and Whatı) already have a very high level of social distress associated with addictions and crime to manage, especially during the current winter road season. We expect the TASR to reduce the spike that occurs with the winter road. The change will be positive in that short window of time when the winter road generally operates (and reduce the pressures on policing). Throughout the year, we expect that there will not be increased pressures on the policing due to the operation of the all season road. We do expect that the first season of operation of the TASR will be a “novelty” year, and that there will therefore be a spike in the incidence of crime, social issues generally, and therefore an increase in pressures on policing. (Mitigation 1, and other GNWT commitments, Table 8-8)</p>	<p>6. The Community Government of Whatı is an active supporter of a local Inter-Agency Committee which includes the RCMP, Health, various TCSA agencies, and the Tłıchq Government. Whatı Inter-Agency responds to issues related to community preparedness. Issues such as emergency response, social programs, and the community & lands concerns are all brought to this monthly forum. Reasonable discussions about costs, liabilities and insurance will need to be addressed at this forum. Both parties commit to continuing this community forum in order to coordinate among agencies.</p> <p>9. There is a need for locally agreed-upon goals and plans for Community Well-Being. The Whatı Inter-Agency Committee should develop a small set of community based goals of resilience. As an example: A number of local gardens, and the support of a community garden, could be an example, with goals set for 2020 and 2025. The Community Government of Whatı commits to forming a small set of community goals during the 2015 Strategic Planning process (March 6 & 7), and then monitoring progress towards goals over-time.</p> <p>Mitigations for drugs, alcohol and STIs are certainly required. The TCSA has committed to public education. Indeed education has been shown to have very strong effects on behavior, as indicated after it was shown that “kitchen table talks” on sexual health in 2012 in the Tłıchq region resulted</p>

Continuous operations	<p>Increased number of undesirable residents in community. This is not predicted to be a long term or negative impact caused by the all season road. We anticipate that the road will create constant visiting of families and friends between Behchokò and Whatì. We expect this visiting will have a positive impact on the depth of social ties and family relationships, and that there will be minimal negative impact from undesirable residents. (No mitigation)</p>	<p>directly in decreases in sexually transmitted infections (Edwards et al. 2011).</p> <p>Applicable GNWT Commitments, Table 8-8 in the PDR If bootlegging and trafficking are identified by a community as a policing priority in its annual policing plan, the Department of Justice’s Community Justice Division and the RCMP will assist in providing increased education and awareness around the issues, including the negative impacts of bootlegging and trafficking on the community and the consequences for perpetrators</p> <p>The RCMP will conduct patrols and check stops and will inspect vehicles for illegal substances if they have reasonable grounds to do so.</p>
Continuous operations	<p>Increased risk to young Aboriginal women’s safety. Mothers in particular worry for safety of young women if they hitchhike. There is moderate impact, and will occur over the operation of the road. Existing services will address the impact, as well as the new mitigations (12 & 13) which will provide information to young people regarding sexual health and rights. (Also Mitigations Tabled in 8-8, such as “New Day” and “What will it take” programs will assist with addressing this reality.)</p>	<p>The GNWT has a number of initiatives in place for the prevention of family violence, including a pilot program called a “New Day” to help adult men reduce their violent behavior in intimate and family relationships and “What Will it Take?”, a social marketing campaign aimed at changing attitudes and beliefs about family violence. It also has services in place to help victims of family violence, such as the ability to apply for an emergency protection order “24/7”, community-based Victim Services, and funding to support the five NWT family violence shelters and victims living in regions without shelters</p>
Continuous operations	<p>Increased vehicle accidents, injuries, higher potential for fatal accidents. All reportable collisions are reported that occurred on Gamètì and Whatì winter roads between 1989 and 2016. To date, no collisions have occurred on the Wekweètì winter road. The Whatì winter road is approx. 33km long and starts at KM 70 on the Gamètì winter road, ending in Whatì. There have been seven highway accidents on the Whatì winter road between 1989 and 2016 with no fatalities. We imagine there may well be high impact, with traffic accidents (with fatalities and injuries) and</p>	<p>RCMP “G” Division has a Family Violence Coordinator position that monitors high risk files, provides training and support to Members responding to family violence situations, and represents the RCMP on family violence committees</p> <p>Steps are underway to establish a Local Housing Organization in Whatì</p> <p>Current public infrastructure (such as sewage and water treatment) can accommodate an increased population</p> <p>Ongoing and continued Special Inter-Agency committee meetings will develop further steps to mitigate this identified concern.</p>

	<p>we expect that existing services will be used to respond to traffic accidents.</p>	
<p>Construction (potential for a surge labour force from other regions, and then inequitable distribution of employment benefits through construction, and potential for induced in-migration)</p>	<p>Employment opportunities. Though construction specific details are difficult to determine because financing has not yet been procured and therefore the type of construction method cannot be established, it is expected that construction will be year-round and is estimated to take up to four years to complete. Two to three 150-person camps will be set up within borrow sources to minimize the development footprint. It is expected that only one camp will be operated at a time. Construction of the proposed TASR is estimated to take up to four years from approval depending on the finalized schedule and overall strategy. Due to the presence of discontinuous permafrost, the area in which the project is located should allow for year-round construction. Preliminary assumptions are that that construction will begin at KM 196 of Highway 3 and end at the Whatì Community Government boundary, if construction is predominantly completed during winter, the presence of the winter road from Behchokò will provide the opportunity to utilize a strategy similar to that of the ITH, where construction occurred from both ends of the highway and met in the middle. This method would be contingent upon numerous items such as whether the successful contractor could supply the additional equipment and workers required to operate from both ends. The highway will be designed as a two lane gravel roadway 8.5 metres wide with variable side slopes and culverts where appropriate.</p>	<p>Mitigation 4) will be applied (mobilization of the Career Development and Economic Development Officers), so that there is preparation of the workforce for these opportunities. Further, the Tłıchǝ Regional Economic Development Working Group (TREDWG) supports the EDOs, and staff are developing a training strategy. The TREDWG team identified available labour (with the skill) for the construction opportunities in each of the communities (See Appendix A). All of the positions, the equipment and the training needed for that equipment in construction have been identified in Appendix A of this IR response. The TREDWG have carefully reviewed the construction opportunities, identified training required, and are now developing a plan (with Aurora College and Mine Training Society) to train up the required workforce. Furthermore, the TREDWG have identified that the labour force for this construction effort is available (See Appendix B). Appendix B of this IR response characterizes the labour force supply, and community views of the data. This careful approach to employment opportunities will ensure that the net benefits stay in the local region, the salaries are all local, and taxation of the salaries is staying with the Tłıchǝ Government. There will not therefore be inequitable distribution of employment to regional or migrant labour forces.</p> <p>This careful planning for employment will also reduce the need for a surge labour force during construction. This will decrease the potential for in-migration into the region.</p>

<p>Construction (inequitable access to training benefits through construction)</p>	<p>Training opportunities – through the construction phase there will be many opportunities to become trained in different equipment, positions and opportunities. . This is low impact, and there is no residual effect.</p>	<p>The Mitigation is that TREDWG Planning will ensure that there is training on the appropriate equipment so that the skilled and trained labour force is available during construction.</p> <p>The TREDWG has prepared a proposal for Employment and Social Development Canada for \$10 million dollars over four years. This Training and Economic Development Strategy includes three Heavy Equipment Operators (HEO) training courses through Aurora College. This is a 9-week training program which costs approximately \$400,000 to \$425,000 to deliver. The TREDWG is not approved at this time by Tłchq Government and therefore cannot be turned into a mitigation.</p> <p>These HEO courses can be delivered in Behchokò and Whatì, in the new fiscal year with ASETS \$\$, partnered with the contractor.</p> <p>There is already a good track record in this regard, as the TG delivered a five-week Heavy Equipment Operator course from MACA in Whatì over the summer. They built up the road from the Community of Whatì to the Junction of the proposed TASR. Training also included a two-week Safety Boot Camp to the course delivered by Mine Training Society staff that provided the trainees with 7 safety certifications that will assist them in obtaining employment with this project. All 12 students graduated with a HEO MACA certification and the 7 safety certifications from MTS. These students, did not take the Class 3 license, as they would be a restricted (Whatì) Community Class 3 license, only. This means that these individuals would be able to operate the Heavy Equipment in the community of Whatì ONLY. This barrier will be addressed in future programs.</p> <p>Also, in 2014, the TG delivered a Commercial Camp Cook course at the Tłchq Learning and Development Centre (\$320,000 delivery costs) and 11 people graduated from that course, as well. Students were taught how to prepare food for a large group of people over 12 weeks, in a service camp setting.</p> <p>This type of employment would also allow Tłchq citizens who currently work within the mining industry who would rather work within their home region to come home. These individuals are highly skilled on big pieces of machinery.</p>
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		This TREDWG strategy will ensure that training benefits are local.
Continuous operations	Increased hunting, trapping and fishing pressures around Whatì and around the road route. This issue is examined in depth in TG IR4, therefore not treated here.	6. The Community Government of Whatì is an active supporter of a local Inter-Agency Committee which includes the RCMP, Health, various TCSA agencies, and the Tłıchǵ Government. Whatì Inter-Agency responds to issues related to community preparedness. Issues such as emergency response, social programs, and the community & lands concerns are all brought to this monthly forum. Reasonable discussions about costs, liabilities and insurance will need to be addressed at this forum. Both parties commit to continuing this community forum in order to coordinate among agencies.
Continuous operations	Increased industrial development opened up by the road (not just the mine), and associated effects on the lands and water. This is an indirect effect, and any new development will be the subject of robust planning procedures (similar to the one that occurred for the Fortune Mineral mine through the Review Board EA process).	10. To ensure effective management, the TG will investigate the need for regulations and policies to manage the construction of cabins and design of hunting, trapping, and fishing in the area, in order to minimize impacts on local animal populations. The Tłıchǵ Government and the GNWT commit to work together to provide clear guidance on this topic.
Construction; Maintenance; Continuous operations	Increased contamination risks through spills, accidents, and greater human presence on the all season road route. Risk of a fuel spill through more traffic over a longer period of time. ENR keeps precise records of the types of spills that occur on highways, and manages spill response using best management practices. For example, Tli Cho Construction spilled 10 L of diesel on the Rae Lakes Winter Access road in 2010, and thereafter it was required that the snow cat be removed February 13, 2010 and thorough cleanup of hydrocarbons on water and ice conducted. This is one example of a spill, and it illustrates the robust requirements of the ENR. There is low to no impact, and there is no requirement for new mitigation. (See Best Practices approach)	11. The Tłıchǵ Government is developing a mineral policy for Tłıchǵ Lands, so that there is clear and predictable regulation in the region. GNWT, Table 8-8 in the PDR Tłıchǵ Government will continue to manage cabin construction on Tłıchǵ lands through the mechanisms that have been put into place by way of the Tłıchǵ LUP. ENR will enforce the NWT's hunting regulations which are in place to prevent to ensure that wildlife is conserved for future generations and that hunting is done safely. Lands will continue to conduct a land use scoping study of the Wek'èezhì Management Area, which could help to establish land use guidelines in the Wek'èezhì area in the future.
Continuous operations	Reduced emphasis on local cultural/harvesting activities. Our estimation is that that cultural activities will increase, because of the connectivity of Whatì and Behchokǵ. Hand game tournaments and drum dances can become	TG and/or the Community Government of Whatì will erect signage to prevent damage to culturally significant areas (such as the La Martre Falls). These risks are managed through the implementation of best management practices by the DOT.

	<p>much more frequent. Further the ability to travel for sporting activity or cultural activity is inexpensive (as sporting teams can get on a bus to Yellowknife). The CGW and BCG wish to proactively induce these benefits and has therefore committed to Mitigation 13 which requires the councils to meet annually to plan and coordinate (e.g., hand games or joint cultural events).</p>	<p>In the area of language maintenance, the academic literature illustrates that it is key to have language champions and leaders. Thus, for youth, having a radio show or video channel for expressing themselves and communicating in Tłıchǰ could assist. School doesn't run all year, but people talk and make videos of themselves and each other all the time. In the academic literature, having a motivated leader is really essential to language maintenance. There is a K-12 language program in Whatì now, as well as a language teacher.</p>	
Continuous operations	<p>Reduced reliance on country foods. Our estimation is that harvesting country foods is likely to increase with the construction of the all-season road, and as a result so will the consumption of country foods due to increased access. This will be a positive trend, ensuring that community members will have access to a high protein and minerals diet. Concerns regarding caribou and mitigations therein are treated in IR 4.</p>		
Construction; Continuous operations	<p>Reduced numbers of wildlife in the area. See IR Response 4.</p>		
Continuous operations	<p>Increased harvesting pressures from outsiders. See IR Response 4.</p>		
Construction; Continuous operations	<p>Increased risk to cultural heritage sites. See IR Response to Aboriginal Governments, Number 3.</p>		
Continuous operations	<p>Reduced knowledge and use of Tłıchǰ language. Tłıchǰ is the primary language at home in Whatì. The road to Behchokǰ has had the effect of reducing the strength of the language and caused English to be the primary language at home, therefore we expect the Tłıchǰ language will be weakened.</p>		
Continuous operations	<p>Kids (especially) accessing drugs and alcohol. The problem is already very bad, and the road is not judged to change or worsen this reality. However, there are a range of mitigations (Mitigation 2, 3, and 9)</p>		<p>Tłıchǰ Government 2. There is a need to provide on-the-land treatment for substance abusers, using the healing-power of the elders and the land. This is a social issue that needs to be addressed collectively, and one recommendation is to introduce the Nishi Program by accessing a variety of funding sources. In most cases,</p>

Continuous operations	People leaving the community far too often. This effect will actually be beneficially modulated by the TASR, as people will spread their trips out over the year (and particularly on weekends), rather than in the short window afforded by the winter road. Also visiting and connectivity to Behchokò will ensure there is visiting and more activity in the community, keeping people at home more. We expect this will be low impact. (No new mitigation)	social issues are “community issues” that at the very least require community input into the solution. TCSA should be viewed for a tool or an organization that has resources to help communities. 3. There is currently an alcohol prohibition in place in Whatì. Annually, TCSA, the RCMP and the GNWT allocates a large sum to prohibition enforcement and responding to the negative impacts which are most often ineffective. The Community Government of Whatì would like to review the possibility of revisiting the prohibition ban, in favour of more proactive resilience strategies for managing alcohol and drug consumption in the community.
Continuous operations	Becoming like Behchokò (a strong stigma about social crisis in Behchokò was expressed in the Scoping Study). Again, this is an effect that is already in place as there is drugs and alcohol already available in the area. This is not judged to be something that will change with the road. There are a range of mitigations that will be in place to reduce the impact (Mitigations 2, 3, 9, 12, & 13)	7. The Community Government of Whatì commits to clear and ongoing communication with citizens in the region, using appropriate means. These may include posters, door-to-door mail-outs, newsletters, as well as public meetings. 9. There is a need for locally agreed-upon goals and plans for Community Well-Being. The Whatì Inter-Agency Committee should develop a small set of community based goals of resilience. As an example: A number of local gardens, and the support of a community garden, could be an example, with goals set for 2020 and 2025. The Community Government of Whatì commits to forming a small set of community goals during the 2015 Strategic Planning process (March 6 & 7), and then monitoring progress towards goals over-time.
Continuous operations	Increased public drunkenness, fights, abuse (See IR 2A)	
Continuous operations	Children left at home alone or without proper parental supervision (See IR 2A)	
Continuous operations	Decline in school attendance (See IR 2A)	
Continuous operations	Elders may not have day-to-day supports (See IR 2A)	12. The Tìchò Community Services Agency commits to providing more information for local health nurses on a range of health issues, such as sexually transmitted infections, among other issues.
Continuous operations	Increased stress-load on caregivers due to safety concerns (See IR 2A)	
Continuous operations	Reduced sense of community safety and cohesion overall (See IR 2A)	13. There will be annual coordination between the Councils of Whatì and Behchokò to ensure that any changes and impacts are being collectively considered, addressed and managed.
Continuous operations	More people hitchhiking and freezing to death on the road (See IR 2A)	
Continuous operations	Increased rates of teen pregnancy and STI's (See IR 2A)	GNWT, Table 8-8 in the PDR If bootlegging and trafficking are identified by a community as a policing priority in its annual policing plan, the Department of Justice's Community Justice Division and the RCMP will assist in providing increased education and awareness around the issues, including the negative impacts of
Continuous operations	Reduced equality and greater marginalization of “most sensitive receptors” (See IR 3B)	

Continuous operations	<p>Increased strain on community social services (See IR 3B)</p>	<p>bootlegging and trafficking on the community and the consequences for perpetrators</p> <p>The RCMP will conduct patrols and check stops and will inspect vehicles for illegal substances if they have reasonable grounds to do so.</p> <p>The GNWT has a number of initiatives in place for the prevention of family violence, including a pilot program called a “New Day” to help adult men reduce their violent behaviour in intimate and family relationships and “What Will It Take?”, a social marketing campaign aimed at changing attitudes and beliefs about family violence. It also has services in place to help victims of family violence, such as the ability to apply for an emergency protection order “24/7”, community-based Victim Services, and funding to support the five NWT family violence shelters and victims living in regions without shelters</p> <p>RCMP “G” Division has a Family Violence Coordinator position that monitors high risk files, provides training and support to Members responding to family violence situations, and represents the RCMP on family violence committees</p> <p>Steps established by Motion 2015-018 will help to mitigate this identified concern</p>
Construction; Continuous operations	<p>Increased pressure on physical infrastructure (electricity, roads, housing stock, etc.). The SAO’s of both communities have reviewed potential in-migration and determined that there is capacity for in-migration and temporary accommodation without impacting services. (No new mitigation)</p>	<p>Tłıchǫ Government</p> <p>8. Housing stock and condition is an ongoing barrier to community well-being and preparedness. There is insufficient information on housing and the barriers, but key issues to investigate include income support, home ownership, property management, and local organization, as well as financing. A Local Housing Organization (LHO) is being established in Whatì, and the Tłıchǫ Government has signed a MOU with the GNWT on Housing, forming the Working Group – Housing. See IR 9 for a full review on housing.</p>
	<p>Increased cost of living. We estimate that the overall cost of living will decrease due to cheaper transportation costs (i.e. not having to rely on flights), and cheaper foods due to cheaper freight and truck transport costs. (No new mitigation)</p>	<p>GNWT, Table 8-8 in the PDR</p> <p>Steps are underway to establish a Local Housing Organization in Whatì</p> <p>Current public infrastructure (such as sewage and water treatment) can accommodate an increased population</p>

		Ongoing and continued Special Inter-Agency committee meetings will develop further steps to mitigate this identified concern.
	Community store revenues go down (See IR 2A)	<p>Tłıchǫ Government 4. The need has been shown for increased business acumen for local entrepreneurs, in order to maximize local procurement opportunities from the road and mine. The Tłıchǫ Government currently maintains Economic Development Officers (EDO) in the communities who assist Tłıchǫ residents in establishing their own businesses. It may create a larger benefit for the Tłıchǫ Government to redirect each local EDO to focus on local economic development issues.</p> <p>GNWT, Table 8-8 in the PDR GNWT will follow its Business Incentive Policy, which provides for local preference in the awarding of contracts for the proposed TASR, in addition to Section 26.3 of the Tłıchǫ Agreement on Government Employment and Contracts</p>

This table includes the residual impacts, essentially impacts that the Tłı̨çq̓ Government estimates have not been adequately treated through the assignment of mitigation measures.

The TG and CGW predict the following adverse residual impacts will be measurable following the implementation of committed to mitigations.

Table 1-2: Summary of residual impacts

Description of Residual Impact (after Mitigation)	Evaluation of Residual Impact									
	Mechanism	Geographic Range	Duration	Frequency	Magnitude	Reversibility	Uncertainty	Likelihood	Implication	Cumulative Impacts
<i>(e.g. loss of habitat)</i>	Q	S	ST	O	L	I	L	L	Q	Y
Stable and Healthy Communities										
Increased access to drugs and alcohol	Dealers, and bootleggers	L	MT	R	L	R	H	H	Will get worse with the spike	Y
Increased public drunkenness, fights, abuse	More access leads to greater public effect	L	MT	R	L	R	H	H	Programs and employment required	Y
Language loss	Increased dominance of English	L	LT	R	H	I	H	H	Programs required	Y
Increased pressures on policing, and on nursing station	Alcohol increase leads to more crime	L	MT	R	L	R	H	H	Building programs for construction and early operation	N
Increased vehicle accidents, injuries, higher potential for fatal accidents	Increased speed and highway trips	L	LT	R	H	I	H	H	Injuries or fatalities	N

<p>KEY</p> <p>Mechanism Q see Qualitative description in text</p> <p>Geographic Range S Site-specific: (along the all-season road route). L Local: (in Whatì). R Regional: (in any other Tùchq community or the Tùchq Region).</p>	<p>Duration ST Short-term: (during construction period only). MT Medium-term: (up to five years from Project inception). LT Long-term: (more than five years from Project inception). P Permanent: (for at least one human generation >20 years).</p> <p>Frequency O Occurs once. S Occurs at irregular intervals. R Occurs at regular intervals. C Continuous.</p>	<p>Magnitude L Low: (measureable but small change). M Medium: (noticeable, moderate change). H High: (highly noticeable change).</p> <p>Reversibility R Reversible. I Irreversible.</p> <p>Uncertainty L Low level of uncertainty. M Moderate level of uncertainty. H High level of uncertainty.</p>	<p>Likelihood L Low probability of occurrence. M Medium probability of occurrence. H High probability of occurrence.</p> <p>Implication Q see Qualitative description in text</p> <p>Cumulative Impacts? Y Potential for environmental impact to interact with the environmental impacts of other past, present or foreseeable future projects or activities. N Environmental impact will not or is not likely to interact with the environmental impacts of other future projects or activities.</p>
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There are five impacts that we believe should be classified as residual impacts. They are:

- Drugs and alcohol consumption will be increased with all season road access, and will only be reduced when there is sustained public education, programming and education.
- Crime and public drunkenness are related to drug and alcohol consumption, so trends in the first will affect trends here as well.
- Pressure on policing and on nursing stations, again is related to drug and alcohol consumption, meaning there will be increased pressure to policing and nursing services.
- Language loss will also occur, and without substantial investment will decrease.
- Loss of life or injury from accidents, will occur simply due to higher traffic and increased speeds. This is not something that can be mitigated.

Appendix A: Equipment required and training needs

Equipment list from Proposed Tłıchq All-season Road Section: Development (Description March 2016), and Labour Supply numbers from TREDWG Training Strategy.

This table indicates the equipment needs, and then contrast our existing community labour supply on that particular piece of equipment. The intent is to ensure that the labour supply is local for this construction effort.

Table 1-3: Equipment Needs and Labour Supply

Anticipated equipment list for construction of proposed TASR Equipment	Size	Community Labour Supply Numbers
Tracked Dozers	D3 through to D9	Whati – 7 individuals Behchokò, Gamèti & Wekweèti – n/a
Hydraulic Excavators(wheeled & Tracked)	E70 through to 2458	Whati – 2 individuals Behchokò, Gamèti & Wekweèti – n/a
Motor Graders	Various	Behchokò - 36 individuals with Class 5 & Heavy Equipment Experience Gamèti – 8 individuals with Class 5 & Heavy Equipment Experience Wekweèti – n/a Whati – 13 individuals with Class 5 & Heavy Equipment experience
Loaders (wheeled and tracked)	Various	Behchokò – 3 individuals with Class 3 & 2 individuals with Class 1 Whati – 17 individuals Gamèti & Wekweèti – n/a
Compaction Equipment		Behchokò – n/a Whati – 5 Gamèti & Wekweèti – n/a
Rotary Drills	Various	Behchokò – 3 Whati – 1
Gravel Crushing Plants (Cone and Jaw)	Various	n/a
Single axle, Tandem axle and Tri axle Haul Trucks	Various-water tankers, sewage tanks, rock, gravel,	Behchokò – 17 Whati – 20 Gamèti - 12

Anticipated equipment list for construction of proposed TASR Equipment	Size	Community Labour Supply Numbers
	sanding trucks and plow trucks	Wekweètì – n/a
Tractor Trailers	Various	Behchokò – see above Class 1 Whatì – 4 Gamètì & Wekweètì – n/a
Rock Trucks	Various	Behchokò – see above Class 3 Whatì – 8 Gamètì & Wekweètì – n/a
Tractor Mowing Machines	Various	Behchokò, Gamètì & Wekweètì – n/a Whatì – n/a
Water Trucks	Various	Single axis vehicles – see above
Fuel Tankers	Various to 40,000 litres	Single axis vehicles – see above
Pile Drivers	Various	Behchokò, Gamètì & Wekweètì – n/a Whatì - 1
Service Vehicles	Various-pickup trucks, utility service trucks, flat decks, snowmobiles, quads, etc.	Lots of individuals could fill these positions – people with Class 5 and recreational vehicle licenses - count not available but could fill positions
Tree Harvesters/Mulchers	Various	Behchokò – 60 Whatì – 50 Gamètì – 15 Wekweètì – 10 (?)
Cranes	Various	Information not available for the region
Various small equipment (rock pickers, soil cultivators, post hole drills, post drivers, water pumps, rig maps, tampers, compressors, jack hammers, etc.	Various	Labourers from Mine Training Society Behchokò – 34 Whatì – 14 Gamètì – 14 Wekweètì - 0
Temporary Construction/Work Camp Facilities	150 person camps	Behchokò – 60 Whatì – 55

Anticipated equipment list for construction of proposed TASR Equipment	Size	Community Labour Supply Numbers
		Gamètì – 12 Wekweètì – 7
Generators	Various	Not applicable

Total Labour Supply within the Tłchq Region and/or employed (with Mine Training Society’s interventions) – 488 individuals. This does not include currently employed people with GNWT-DOT (Edzo), Community Governments nor Tłchq Learning and Development Centre (Edzo).

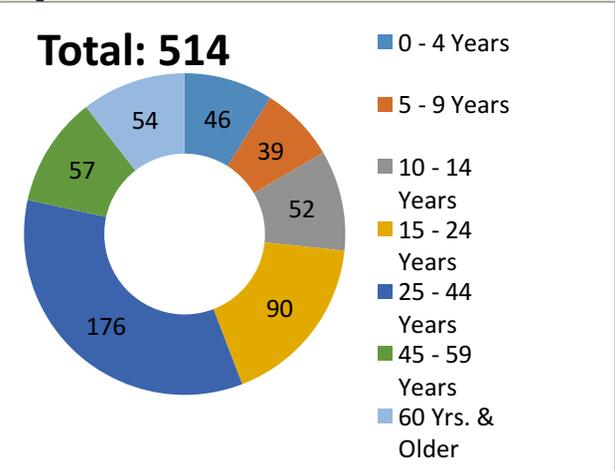
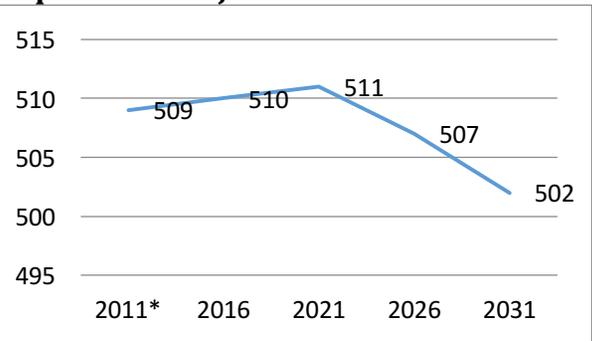
Appendix B: Community Snapshots and Surveys (from TREDWG 2016)

This Appendix includes a summary of the perceptions of trends in the Bureau of Statistics Data. The applicable material regards the labour supply, which indicates there is interested and available labour supply. The same material is also available for Behchokò.

Workshop participants were presented with a series of community statistics that include current and future population predictions, labour force activity, community employment profile and participation in traditional activities. The statistics presented are from the GNWT's Bureau of Statistics "What's Community Profile".

To engage participants and stimulate discussion about economic development, participants were asked to comment and discuss the statistics. The tables below capture their input.

Table 1-4: Community Snapshots and Surveys

Community Statistics	Community Input
<p>Population</p>  <p>Total: 514</p> <ul style="list-style-type: none"> 0 - 4 Years 5 - 9 Years 10 - 14 Years 15 - 24 Years 25 - 44 Years 45 - 59 Years 60 Yrs. & Older <p>Source: NWT Bureau of Statistics</p>	<p>Participants were asked to comment on the population count. Comments include:</p> <ul style="list-style-type: none"> ➤ Population is actually higher than 514, the Tłıchų Community Services Agency (TCSA) estimates there are 550 to 560 citizens of Whatì. ➤ People leave for school, work, or health reasons but are still considered Whatì residents. ➤ People move around and stay in different places. As a result they are not on the population list. ➤ The high cost of housing and lack of availability does limit people from moving to Whatì.
<p>Population Projection</p>  <p>Source: NWT Bureau of Statistics</p>	<p>The GNWT’s population projection suggests the community size will stay static for the next 20 years. Participants comments include:</p> <ul style="list-style-type: none"> ➤ Aboriginal communities are the fastest growing in Canada. Whatì is an aboriginal community; therefore most do not think it will stay static. ➤ The All Season Road will mean growth for the community if it is built. ➤ People talk of moving here because of the natural setting and small community feel. ➤ If the Fortune Minerals Mine is developed, people will move here – Whatì will become a commuter community. ➤ People want to stay here, if there were good jobs they would.
<p>Labour Force Activity (in a population of 376 over 15)</p>	<p>The labour force activity identifies people who are employed, available labour supply (those who could work but are not) and</p>

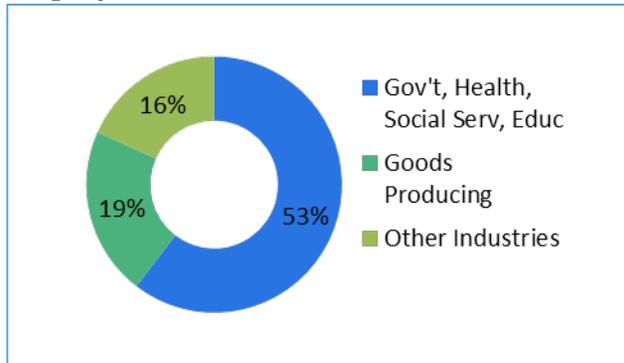


Source: NWT Bureau of Statistics

those not in the labour force (unable to work). The statistics consider all persons who are over the age of 15. Participant comments include:

- Many of the individuals between the age of 15-19 are not looking for jobs because they are still in school. That is approximately 70 people.
- 147 people counted as “available labour supply” seems a little too high.
- There is a shortage of full-time jobs in the community.
- Part-time jobs do not offer benefits, this is difficult for people living here.
- When jobs are available, there is a lack of people who have the right qualifications. There is a lack of education and skills.
- People in the community are quite skilled, especially in trades (carpentry) but do not have their certifications.
- There is a willingness to work, but knowing how to get the jobs is difficult. There is a lot of technical jargon that scares people away so they don’t apply.
- There are people who feel they are un-employable, as a result they don’t seek out employment opportunities.
- Whatì has a strong construction labour force.

Employment Profile



Source: NWT Bureau of Statistics

The employment profile provides the % of jobs (based on the employed labour force for Whatì) in 3 broad categories: Government, Goods and Producing, and Other industries. Participants comments on the breakdown on the types of jobs include:

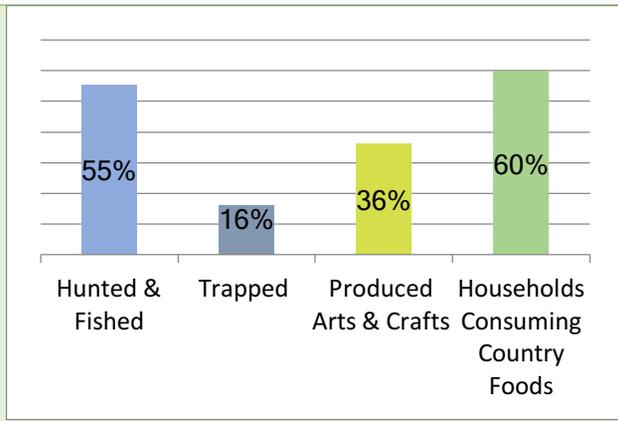
- Need to diversify, can't rely on just one industry.
- There are approximately 110 jobs in the community, and roughly 40 are part-time.
- There is a core group of people who are available for odd jobs (hired as contract on an as and when basis)

A breakdown of the total jobs in the community, based on participant information include:

- 30 Canadian Rangers
- 25 to 30 people work at one of the existing NWT mines
- 1 Recycling business
- 20 Community Government
- 20 GNWT Departments
- 1 Local deliveries
- 8 Tłıchǫ Government
- 5 Whatì Store
- 1.5 NWT Power Corp
- 6 Development Corporation
- 4 Air Tindi
- Seasonal Jobs:
 - 9 Construction
 - 5 to 6 Forestry
 - 15 casual summer for the community Government

Traditional Activities

Traditional activities are still an important part of the local economy. Participants responses for how traditional activities can be economic opportunities include:



Source: NWT Bureau of Statistics

- Local programs exist, people set nets and fish caught is given to people who need it. These people include Elders, young families and others in need. It helps subsidize the cost of food and uses available labour supply
- There are local people who make dry fish – this could be produced and sold.
- A trappers program currently exists – this is teaching young people how to trap.
- Whatì has an “On the Land Program” that runs for 7 days, lessons include: traditional activities and winter survival skills. Approximately 10 youth at a time participate.
- A craft store should be set-up (similar to the store in Inuvik that the Inuvialuit run) crafters can sell their products and get cash immediately. The store is responsible for selling the merchandise.

To gain a better understanding of the future work force, participants were asked to reflect on the youth potential in their community. This included graduation rates, education levels, interests and skills and computer literacy.

Table 1-5: Youth Potential in their Community

Youth Potential	Community Input
 <p data-bbox="373 456 516 516">Graduation Rates</p>	<p data-bbox="772 386 1766 456">Graduation rates primarily focused on graduation rates from high school. Participants reflected on what the perceived trend is in their community. Comments include:</p> <ul data-bbox="821 496 1892 786" style="list-style-type: none"> <li data-bbox="821 496 1892 602">➤ Every year students graduate from the high school. There are approximately 6 graduates each year. This number is increasing, which is a positive change. <li data-bbox="821 610 1892 716">➤ Graduation rates are lower than they should be, but the school has put a lot of effort on focusing on what is required for post-secondary education, not just on what it takes to graduate. <li data-bbox="821 724 1892 786">➤ There are people who have “graduated” but do not have the qualifications to enter a post-secondary education program.
 <p data-bbox="344 824 466 852">Education</p>	<p data-bbox="772 797 1850 902">Participants were asked to reflect on Education levels. What are the prominent post-secondary programs people enter, or if people are not going on for further education, why. Participant comments include:</p> <ul data-bbox="821 911 1892 1382" style="list-style-type: none"> <li data-bbox="821 911 1892 1049">➤ People want to go to school before they understand what they want to get out of school. This can lead to people starting post-secondary school but not successfully finishing. There is a big focus on the what, and not the why. <li data-bbox="821 1057 1892 1162">➤ Education is not static, it is continuous learning, young people need to be reminded of this and focus on constantly learning and up-grading their skills. <li data-bbox="821 1170 1892 1243">➤ Every year youth are leaving to go to school, many of those are more mature students, not just right out of high school. <li data-bbox="821 1252 1892 1382">➤ Support groups should be set-up to encourage people. They can share their own experiences, the up’s and the downs, successes and failures. This will help young people from being discouraged if they don’t succeed the first time.

	<ul style="list-style-type: none"> ➤ For many people, the real education is on the job. Encouraging people to learn through working is important. ➤ There are a lot of different jobs, young people need to be exposed to this.
 <p>Interests/ skills</p>	<p>Participants were asked to provide their thoughts on what they see the youths interests and skills are for potential jobs. Comments include:</p> <ul style="list-style-type: none"> ➤ There are a lack of skills for resume and proposal writing. People have the interest, but if they can't prepare the resume/proposal they will not spend the time. ➤ Limited in knowledge about what types of jobs are available. Instead the focus is on a limited set of entry level jobs. ➤ Need to have opportunities so youth can expand and see other job opportunities. This includes exposure to wider world so they can see what exists beyond the limited job market in Whatì. ➤ Local mentors, people who have branched out and created their own job experiences could help people do more. ➤ On-the job training is often well received. This could encourage youth to do more and find jobs they like. ➤ Leaders and more experienced communities need to think outside of the box and encourage others to do the same.
 <p>Computer literacy</p>	<p>Participants were asked to reflect and comment on the computer literacy skills of the youth. Comments include:</p> <ul style="list-style-type: none"> ➤ There are no basic computer skills offered at the school. ➤ There is still a need for basic training in key board typing, Microsoft Word and Excel. ➤ Computer communication skills also need to be improved including report writing, proper email etiquette. ➤ Online literacy is also needed. People use the internet for consumption and not creation. Improved skills are required for web collaboration (Google tools), ability to fill out forms online, use of the internet as a tool/resource.

To gain a better understanding of how business is currently conducted in the community, and to identify opportunities for economic development, participants described the services each of the key businesses provided, who ran the business and how many people it employed.

Table 1-6: Key Community Services and Businesses

Business	Community Input
 <p>Tli Cho Air Inc</p>	<p>Tli Cho Air Inc. is a subsidy of Air Tindi and it provides the scheduled flights into the community. Other details include:</p> <ul style="list-style-type: none"> ➤ 4 people are employed part-time by the airline. ➤ Most of the employees are mothers with young children who are only interested in part-time work. ➤ Responsibilities of the employees include: <ul style="list-style-type: none"> ○ Write tickets ○ Take cash, ○ handle freight, ○ load planes ○ facilitate air plane boarding.
 <p>Development Corp. B&B</p>	<p>The Development Corp. B&B is run by the local Development Corporation, which is an entity of the Tłıchǫ Investment Corporation. The B&B services include:</p> <ul style="list-style-type: none"> ➤ Rents 2 trailers for out of town guests. 1 Trailer has 3 rooms, 1 trailer has 2 rooms. ➤ Several rental units (trailers and houses) rents to people living in the community. ➤ 1 house with 3 rooms each for rent. ➤ 6 people are employed by the Development Corp and are responsible for maintaining the rental units.*
 <p>Utilities contract</p>	<p>The utilities contract is run NWT Power Corporation</p> <ul style="list-style-type: none"> ➤ 1 full time employee ➤ 1 part-time employee
 <p>Wha Ti Ko Gha K'aode</p>	<p>The store is run by the Tłıchǫ Investment Corporation (but not the local Development Corporation).</p>

	<ul style="list-style-type: none"> ➤ 5 people work at the store (3 people are part-time) * ➤ The Store sells the following items: <ul style="list-style-type: none"> ○ groceries ○ some hardware ○ clothing ○ dry goods ➤ Houses the ATM machine ➤ Post Office is located in the store ➤ The store could provide more services including: <ul style="list-style-type: none"> ○ Craft supplies ○ Take-out food ○ Small engine or vehicle parts.
 Gas Station	<p>The gas station is run by the Development Corporation and provides:</p> <ul style="list-style-type: none"> ➤ Heating fuel for homes and buildings ➤ Gas for motor vehicles ➤ Has a safety division for fuel and gas spills. ➤ Employees 6 people. * ➤ The gas station does not haul the fuel into the community. ➤ Fuel is transported to the community by GNWT-ITI Fuel Services Division
 Post Office	<p>The Post Office is run out of the Community Store. It provides the following services:</p> <ul style="list-style-type: none"> ➤ 1 person is responsible for running the post office. * ➤ Services include mail services, letters, picking up packages.
 Construction/	<p>The construction company is run by the Development Corporation and is well known throughout the region. Services include:</p> <ul style="list-style-type: none"> ➤ Construction of new buildings ➤ Facility maintenance ➤ 6 people are employed * ➤ Hires seasonal people in the summer and when big projects are on the go. ➤ Completes contracts in other Tłchq Communities.

	<ul style="list-style-type: none"> ➤ Affiliated with Tłıchǫ Construction ➤ There are a lot of qualified trades people in Whatì.
 <p>Community Government</p>	<p>The Community Government of Whatì is one of the largest employer in the community. Services include:</p> <ul style="list-style-type: none"> ➤ Airport Maintenance and Services , including the Air Side Vehicle Operators Permit (ASVOP). The public works department takes care of this service. ➤ Recreation Department – employs 18 to 20 people, only 2 are full-time ➤ Public Works – has 7 full-time staff, 5 part-time staff and 2 part-time custodians
 <p>Tłıchǫ Government</p>	<p>The Tłıchǫ Government is also an important an important contributor to the local economy.</p> <ul style="list-style-type: none"> ➤ It currently employs 7 people ➤ Programs run by the TG include: <ul style="list-style-type: none"> ○ Career Development ○ Social programs ○ Economic Development ○ Lands and Resources ○ Justice
<p>Government of the Northwest Territories</p>	<p>The Government of the Northwest Territories employs the following individuals:</p> <ul style="list-style-type: none"> ➤ 1 Community Government Services person ➤ 1 Early Childhood Education Officer ➤ 1 Income support ➤ 1 Housing officer ➤ 1 Arctic Energy Alliance
 <p>Internet Service Provider</p>	<p>Northwestel provides the internet services in the community and employs 1 part-time technician.</p>

same people, * same people

Other businesses and major employers were also identified within the Community of Whatì.

Table 1-7: Other Community Businesses

Other Business	Community Input
Catering	Although there is no restaurant or café in the community, there are a number of people who are able to provide catering services.
Wood Cutting	A number of local residents do collect, cut and sell wood within the community.
Local Housing Authority	<p>The GNWT Housing Corporation is in the process of establishing a local housing authority in Whatì. At the moment there is 1 part-time staff member, but once established will have the following positions:</p> <ul style="list-style-type: none"> ➤ 1 full-time director ➤ 2 full-time maintenance personnel
Moral Mushroom Picking	A number of residents took advantage of the moral mushroom harvest. With limited support from existing GNWT agencies, they did manage to find their own avenues for selling product. It is anticipated there could be at least 1 more good season.
Dry Fish	Some local ladies prepare and sell dry fish. The could be expanded on a commercial level but if it is, it has to be done on a sustainable level. It was noted that a fish plant use to exist in the community but doesn't any longer.
Fishing Lodge – Lac La Martre Adventures	This is a loge that is owned by T.I.C. in partnership with 2 outside owners. The lodge hires 2 local people as guides in the summer time.
JCL (James Corporation Limited)	<p>This is a private corporation that provides the following services:</p> <ul style="list-style-type: none"> ➤ Recycling ➤ Deliveries ➤ Possible store (may be developed)
School	<p>The school is also a large employer in the community. Full staff counts include:</p> <ul style="list-style-type: none"> ➤ 8 teachers ➤ 1 Principal ➤ 1 secretary ➤ 1 full-time janitor ➤ 1 part-time janitor ➤ 1 part-time librarian

	<ul style="list-style-type: none"> ➤ 2 full-time EA's ➤ 1 pre-school teacher ➤ 1 part-time pre-school teacher ➤ 1 full-time aurora college adult instructor
Day Care	<p>A full-time day care service is provided during the school year. There are 2 full-time day care workers at the center.</p> <p>In the summer time when the day care facility is closed, high school students are hired by working parents to baby-sit.</p>
Nursing Station	<p>The nursing station provides a number of jobs including:</p> <ul style="list-style-type: none"> ➤ 3 full-time nurses ➤ 1 mental health worker ➤ 1 social worker ➤ 1 receptionist ➤ 1 janitor ➤ 1 Community health representative ➤ 2 home-care workers (part-time)
RCMP	<p>There are 2 full-time RCMP Officers in the community and several part-time guards.</p>
Odd Jobs	<p>There are a number of people who are available and provide services for odd jobs around the community.</p>

References Cited

Edwards, K. et al. 2011. Up north they're talking sex: Collaborative and Community Driven Model for Sexual Health Knowledge Mobilization. Journal of Health Disparities Research and Practice. Volume 6, Issue 2, Fall 2013, pp. 80-90

IR Number 2

Preamble: The Socio-economic Issues Scoping Study for Potential All-Weather Road to Whatì, Tłı̄ch̄o Region, Northwest Territories identifies 13 (Note: the report only identifies 12 adverse impacts) adverse ways the winter road currently affects the community (see Table 4, PR#7 – PDR – Appendix B pp 36-38). In the Review Board’s view, these adverse impacts were not characterized by the developer sufficiently to understand the extent that these represent significant issues for community cohesion and public safety. Understanding the extent of these issues with the current winter road and how they are likely to change with year-round road access is required in order to assessing the potential effects of the Project on community well-being. The Review Board is further interested in understanding the effectiveness of existing and proposed mitigation measures at reducing the effects of these issues.

PDR Section: Appendix B pp36-38, Appendix B-37

IR Number 2.1

Describe the existing impacts on community well-being of the “bad changes” listed in Table 4 of the Socio-economic Issues Scoping Study for Potential All-Weather Road to Whatì, Tłı̄ch̄o Region, Northwest Territories Report (PR#7 Appendix B p. 37).

IR Number 2.2

Compare seasonal fluctuations in the frequency or severity of these impacts between the winter road season and when there is no road access.

IR Number 2.3

Using the experience of the winter road as a frame of reference, how does CGW anticipate year-round access will affect the frequency and severity of the listed impacts?

IR Number 2.4

Describe any mitigation measures or plans to reduce the effects of these impacts and how and why they would be effective.

IR Number 2.5

Describe any residual effects to community well-being.

Response Preamble:

The Tłı̄ch̄o Government appreciates the Review Board’s interest in learning from the lessons of history in the same community and region, of the effects on communities of winter road transportation seasons, to inform the assessment of potential effects pathways and their significance, and the likelihood of success of mitigation strategies, in an all-season road scenario.

It is important, however, to recognize that the two transportation scenarios (the current winter road season and the all-season road) are not synonymous and, as a result, direct comparisons as to their effects outcomes should be treated with the utmost caution. For example, social impacts on community cohesion and public safety that do occur during a short-term “pulse” of winter road activities cannot simply be assumed to be the same ones that will occur – or at the same intensity – during continual operation of an all-season road all year, every year. For example, one cannot take the number of vehicle accidents or police call outs, or student absentee occurrences, from a 13-week winter road season, and estimate that on an annualized basis, an all season road will see that number of incidents multiplied by four. Many other factors need to be taken into consideration.

One of the main findings of this further analysis is that many service providers and leaders are strongly in favour of the all-season road exactly because they believe it will act to reduce the seasonal "pulse" of dysfunctional behaviours that the current winter road season brings to the community of Whatì, by allowing for access to the outside world on a more regular basis. Many of the service providers spoken to, including educators and the police, indicated that "it cannot happen fast enough", given strong heightened dysfunction during the short winter road season. While these same individuals are aware of the challenges that will come with an all-season road, they see a future with an all-season road as more beneficial than adverse is social outcomes, and are working with us to plan to maximize benefits and reduce adverse effects outcomes.

The Tłıchǰ Government answered IR 2 using the following approach.

1. The Tłıchǰ Government ran focus groups with senior managers, including staff from Tłıchǰ Government, Tłıchǰ Community Services Agency, Community Government of Whatì, and Community Government of Behchokǰ. In this focus group, all net benefits and impacts were identified, characterized and the mitigations reviewed. Interviews were run with the RCMP, social service providers and education, as well as leaders in Tłıchǰ language learning. Previous focus groups with women, male harvesters and youth (from MacDonald 2013) provided information on perspectives from those groups. The focus group and all interviewees considered the impact assessment questions in particular, reviewed the available data, and then collectively went through the effects pathways for IR2.
2. Interviews were conducted with school personnel, RCMP officials, social service providers, language specialists, senior administrative staff in both communities, and health providers.
3. Once the full IR response was drafted, the same senior managers referred to in step 1 above reviewed the full IR response again to ensure accuracy.

Many of the issues that emerge during the winter road season are related to the fact that residents cannot freely leave the community via road (and are constrained to costly plane travel) for the majority of the year. Inevitably, they use the short winter road season to leave the community, more people come in from the outside, and community cohesion is

measurably reduced and dysfunctional behaviour is measurably increased during this winter road season.

Indeed, the snowmobile trail into Whatì had just opened as the work was being done for these answers, and it proved to be very difficult to find time with RCMP officials given how busy they were responding to crises in the community (that they directly attributed to the opening of the snowmobile trail). This is a common concern to each winter transportation season.

One of the benefits of an all-season road is that these seasonal fluctuations in transportation access will be removed, and with it, the spikes in adverse community cohesion and well-being effects will flatten out. The strong desire by a large proportion of community members to use the short winter road opening to get out to Behchokò, Yellowknife and beyond, will now be spread out, reducing seasonal out-migration and the intensity of other effects associated with it. One social service provider said, “the road can’t open soon enough”, so that this spike of absenteeism and increased social problems would discontinue.

This “flattening of impact peaks” effect likely to occur with the TASR must be remembered when considering existing effects of the winter road and their applicability to TASR.

IR’s 2.1 & 2.2, 2.3 and 2.4 Response:

Note: The Review Board’s specific questions have been answered collectively in the table below. Column one describes the bad changes (2.1), column 2 describes the winter road reality and impact (2.2), column 3 describes the estimated effect associated with TASR (2.3), and column 4 describes the mitigation that will be applied to deal with adverse effects (2.4).

There are a range of impacts that are estimated to potentially become more severe with the TASR (as described in IR1) (alcohol and drugs, crime, pressure on policing and nursing, language loss, and accidents and fear and worry. Some of these residual impacts have been given more in depth response in the table, and after. There is one residual effect, increased grandmother and mother worry, that is considered largely unmitigable, a fact of life that must be considered by all decision-makers when considering the benefits and risks of a future with and without an all-season road.

As stated in the Socio-Economic Scoping Study conducted by TG for the TASR, the following items were flagged as “bad changes” to the community during the typical winter season (Note: there are only 12 identified in the report, not 13 as suggested in the Review Board IR):

- Increased access to drugs and alcohol
- Increased public drunkenness, fights, abuse
- Children left at home alone or without proper parental supervision

- Decline in school attendance
- Radically increased pressures on policing
- Elders may not have day-to-day supports
- Mothers and grandmothers (especially) have trouble sleeping, due to safety concerns
- Weekend “ghost town”; rapid depopulation
- Increased vehicle accidents, injuries, higher potential for fatal accidents
- Reduced sense of community safety and cohesion overall
- Community store revenues go down
- Reduced amount of traditional harvesting practices near community

The Tłı̨ch̨o Government is providing a qualitative response to this question, with some quantitative metrics, to provide insight on conditions in Whatı̨ during the current winter road season. This can help establish the adverse effects context the proposed Project is being contemplated in and is designed to help reduce. It is beyond the scope of TG and CGW’s responsibility - and of the EA in general - to conduct a full effects characterization process on baseline conditions. Such an effects characterization process is required only for the Project Case and, as necessary (where there are measureable Project-specific adverse residual effects), a Planned Development Case, where cumulative effects are assessed.

It is commonly recognized that each of the 12 adverse effects increase during the current winter road season. However, dedicated data collection and comparisons between the winter road season and the rest of the year are atypical, because statistical data for many of the relevant indicators is only captured annually.

Despite the lack of a consistent monitoring system in place, some anecdotal and snapshot data has been generated that can be used to illustrate temporal differences in the intensity of community well-being and cohesiveness between the winter road and “isolation” periods. This is all described in the table below, which characterizes the effect of the winter road season on the 12 social issues, and then characterizes the likely change associated with the TASR.

Arrows are used to identify impact directionality in the table below. Please note that because these are all characterized (as in the Scoping Study and the IR) as “bad changes”, an up arrow (↑) is actually an indication of an adverse effect, an increase in the dysfunctional activity or outcome, while a down arrow (↓) is an indication of a beneficial effect.

Table 2-1: Differences between the effect of the winter road and the TASR on key social issues

Winter Road social issue	Current effect magnitude (winter road season only)	Effect of TASR on social issue	Existing mitigation and success
Increased access to drugs and alcohol	<p>There is no data collected that shows the impact of the winter road or snowmobile trail opening on drug and alcohol use at the community level in Whati. However, social service staff observe that drug and alcohol use increases during the period the road is open. This leads to the estimation that there is a moderate increase during the Winter Road season, and the impact is negative.</p> <p>↑</p>	<p>The TASR will reduce the spike effect of the winter road. “Drinking is already incredibly high and bad. It can’t get any worse. The road won’t change it,” said one social service provider (Dec. 2, 2016).</p> <p>The TASR will create easier transport options, which will reduce costs and increase supply, making drugs and alcohol more accessible.</p> <p>For the bulk of the year, access to drugs and alcohol will stay the same or be slightly higher than it is now, while in the winter, it will likely be the same or slightly lower.</p> <p>According to service providers, the TASR is not likely going to change the dynamics of drugs and alcohol community - they are already in the community via skidoo trails and boat routes.</p> <p>↑ will go up for the first few months</p> <p>➔ will moderate and reduce with time</p>	<p>Public meetings between council and community and between the two councils (Mitigation 13) will ensure that increases in addictions or related social issues are identified and discussed.;</p> <p>By examining the prohibition (as Behchokò has done), Whati may be poised to remove the criminalization of alcohol consumption. Further prohibition will remove the cost, and normalize alcohol consumption.</p> <p>Mitigation 12 will ensure that the TCSA will provide education on drinking, drug use and STIs, regular communication between SAO and staff, and RCMP education on drinking and driving (Mitigation 3).</p> <p>TASR will allow residents and students to access healing and health services more easily, increasing the likelihood that people will be able to seek treatment outside the community in a much less costly way (Dec 8, 2016)</p>
Increased public drunkenness, fights, abuse	<p>High increase during the Winter Road season, as reported by RCMP (personal communication, December 15, 2016). Also, the RCMP report to the WCG</p>	<p>The TASR will ensure that the current spike of increased public drunkenness during winter is decreased. The TASR will increase access to drugs and alcohol which</p>	<p>Usually happens during events (i.e. dances). The CGW will continue to hire security during holiday season (Boxing day to end of New Years) and</p>

Winter Road social issue	Current effect magnitude (winter road season only)	Effect of TASR on social issue	Existing mitigation and success
	<p>indicates that “The skidoo road has opened and the police more than doubled the call volume in the last week in comparison to the three previous weeks.” (Monthly Policing Report, November 2016, Whatì Detachment).</p> <p>↑</p>	<p>will lead to slightly higher than existing levels of increased the public drunkenness, fights or abuse.</p> <p>↑ will go up for the first few months</p> <p>→ will moderate and reduce with time</p>	<p>during Spring Break. IR 1 refers to the GNWT and RCMP programs.</p>
<p>Children left at home alone or without proper parental supervision</p>	<p>High increase during the Winter Road reported by service providers, as parents leave the community to get goods and leave older children in charge of the</p> <p>↑</p>	<p>The TASR will ensure that the current spike of children left alone or put in another’s care during the winter road season is decreased. Child apprehension and general involvement of social services is estimated to be likely to decrease with TASR, as families will be under a decreased amount of strain and pressure (i.e. cheaper cost of living, easier access to services) (Interview with social services, Dec. 6, 2016)</p> <p>↓</p>	<p>The TCSA has a Social Worker and Mental Health Worker. Neither of these people would actually monitor or keep track of people, but are used more as a means of responding to issues. For example, the social worker would not monitor children, but would respond if someone phoned regarding a child protection matter.</p>
<p>Decline in school attendance</p>	<p>There is some increase in absenteeism during the Winter Road. School attendance at Mezi Community school drops from around 70% into 40% while the winter road is open (See Appendix 2 to this IR), and anecdotal evidence indicates this is linked to the winter road. Contrast these figures to the Chief Jimmy Bruneau School which never sees such a corresponding decrease.</p> <p>Student attendance declines during the winter road season as students are either: away with their families (for some students this is their only opportunity in</p>	<p>The TASR will ensure that the spike of absenteeism during the current winter road season decreases. The TASR will increase school attendance, as families will make more predictable trips out on weekends, rather than during the winter road season.</p> <p>TASR can reduce the pressure on older students by providing them opportunities to travel more easily throughout the year.</p> <p>TASR has potential to restore balance to schools and community, and allow predicable patterns to return to the</p>	<p>Public meetings between Council and public to encourage parents to take kids to school.</p> <p>School has rewards and incentives for student attendance.</p>

Winter Road social issue	Current effect magnitude (winter road season only)	Effect of TASR on social issue	Existing mitigation and success
	<p>the year to leave the community); or babysitting younger siblings and younger family members while their parents are away. The TASR will allow parents to choose more strategically when to leave town and decrease burden on children absenteeism and babysitting duties. It is generally older students, grades 7 through 12, who are the most absent during the winter road season. (Interview with social services provider, Dec. 8, 2016)</p> <p>The winter road disrupts school routines and really affects the overall balance of the school year. (Interview with social services provider, Dec. 8, 2016)</p> <p>↑</p>	<p>schools for students (i.e. eliminates student pressure to leave during winter road season) (Interview with social services provider, Dec. 8, 2016)</p> <p>Decrease in school absenteeism ↓</p>	
Radically increased pressures on policing	<p>Moderate increase during Winter Road, as indicated above</p> <p>↑</p>	<p>↑ will go up for the first few months</p> <p>➔ will moderate and reduce with time</p>	<p>The WCG carefully monitors trends and already works closely with RCMP and the nursing station on pressures in police during construction and early operation time period (in anticipation of a spike in social concerns).</p>
Elders may not have day-to-day supports	<p>Low increase during Winter Road</p> <p>↑</p>	<p>TASR lessens pressures to leave during the short window, and increases predictability for family (such as decreased cost of goods, services and transportation), decreasing the time when families are away and not providing support.</p>	<p>Health care worker that visits elders on weekly basis; Service government officer to check on elders on weekly basis; CGW holds elders tea session every week</p>

Winter Road social issue	Current effect magnitude (winter road season only)	Effect of TASR on social issue	Existing mitigation and success
		<p>↓ Decrease of the absentee families, and increase in families providing support.</p>	
Mothers and grandmothers have trouble sleeping, due to safety concerns	<p>Moderate increase during the Winter Road</p> <p>↑</p>	<p>Moderate increase during the TASR</p> <p>↑</p>	<p>Regular communication with RCMP; anticipating weekends with safety concerns.</p>
Weekend “ghost town”; rapid depopulation	<p>High increase during the Winter Road</p> <p>Winter road adds stress to families because of pressure to access services in this short window;</p> <p>↑</p>	<p>TASR decreases stress and strain on families, and children, if they can access services in YK year round for much cheaper. There will be decrease in the ghost town effect as people spread out their activities in Yellowknife and points south throughout the year.</p> <p>In addition, it is expected that family and friends from other communities will come to Whatì more often, reducing pressures for Whatì folks to leave town to visit relatives.</p> <p>↓</p>	<p>There is no need for a mitigation measure during the all-season road.</p>
Increased vehicle accidents, injuries, higher potential for fatal accidents	<p>Moderate increase during the Winter Road</p> <p>→</p>	<p>Small total increase on an annualized basis, with potential for increased fatalities with an increasing number of overall trips.</p> <p>When measured on a “per trip” basis, accident rates will likely go down, given more travel in daylight and good weather conditions.</p> <p>↑</p>	<p>Use of social media and Tłıchǫ Government website; strong relationship with the DOT, and RCMP. There may be increase in vehicle-related injuries and fatalities associated with TASR, however the RCMP and emergency planning services are preparing for this potential reality.</p>
Reduced sense of community safety and cohesion overall	<p>Moderate increase during the Winter Road. There is no data at community level or during the winter road season, but people do report a strong sense of lack of</p>	<p>TASR will allow families to travel back and forth to relatives south of Whatì with ease. There is no spike for social unease associated with the opening of the winter road. Decrease in the sense of isolation</p>	<p>Increased communication with RCMP;</p> <p>Notify the health clinic of who is on call;</p>

Winter Road social issue	Current effect magnitude (winter road season only)	Effect of TASR on social issue	Existing mitigation and success
	<p>safety and unease during the winter road season.</p> <p>Winter road allows families to strengthen their connection to YK and Behchokò families.</p> <p>↑</p>	<p>and increase in connectedness to family in Behchokò and Yellowknife.</p> <p>↓</p>	<p>SAO has on-call staff for weekend.</p>
<p>Community store revenues go down</p>	<p>Moderate decrease in local purchases during the Winter Road when people begin to purchase their goods in Yellowknife, is an adverse effect on the economic margins of the store and the Community Government.</p> <p>↑</p>	<p>With strong planning, the community store could a) become an expeditor that decreases costs of delivery into the two Tłıchò communities and the Sahtu, b) ensure that the grocery is well stocked with every day items, c) wholesale groceries for mineral exploration and operation. With strong planning, there should be an increase in revenues, and a positive impact. The costs are very high, and the TASR will reduce those costs. Further, the general store will still be the only big store in the community, and the next closest store will still be two hours away in Behchokò. They will still be the store of convenience.</p> <p>↓ Reduced adverse effect; increased revenues and positive impact on the economic margins of the store and on local consumers</p>	<p>Requires strong planning and dialogue with regional partners. The Tłıchò Regional Economic Development Working Group (TREDWG) is preparing community economic development plans and regional plans.</p>
<p>Reduced amount of traditional harvesting practices near community</p>	<p>Low decrease during Winter Road, as fewer families stay near Whatì during winter road season</p> <p>↑</p>	<p>The road could increase access to harvesting opportunities.</p> <p>↓ Concerns reduces as the all-season road will bring increased positive access to larger areas of traditional territory and practices out on the land</p>	<p>See IR Response 4)</p>

Some of the benefits that have been identified with opening the TASR include:

- It will be easier to bring our relatives from Yellowknife home. Nowadays, when there is someone who has been lost to the streets of Yellowknife, they are very hard to get home (they have to be sober to board a plane) and it is very expensive. Now we will reduce Yellowknife homelessness by being able to bring our Tłıchǫ relatives back off the streets in a much easier and more inexpensive way.
- The road will create a reason for people to be able to stay in Whatì, given the accessibility to the big city and services there. It will decrease the “brain drain” that Whatì experiences, as young people try to get out of the area to get access to education and services. They will be able to hold productive jobs in the home community, and be attracted to stay in the region.
- Economic development will be an option with the road, and this will be the largest positive impact that will change the amount of drinking, drug use and social issues. When people are meaningfully employed, they have a sense of self worth and they see the need to be sober.

IR 2.3 Response:

Please see Table 2.1 listed in response to IR 2.2 regarding anticipated year-round access affecting the frequency and severity of listed impacts.

As stated in the Socio-Economic Scoping study, it is difficult to directly apply the current “pulse” of the winter road onto the all-season road. The winter road currently packs an extremely large amount of travel activity into a tight window, because of the very short amount of time Whatì residents have available to bring back goods for the following year. Having an all-season road, one in which community members can travel at their leisure without the pressure of a short timeframe, will lessen the intensity of potential adverse effects on a yearly and day-to-day basis (and certainly during what is currently the Winter Road season).

As noted above, there are two impact pathways that potentially could increase in severity associated with the shift from the winter road to the TASR: vehicle collisions and accidents and the worry of mothers and grandmothers. Every other adverse impact pathway is expected to either decrease in severity and frequency or stay the same in a future with an all-season road.

Vehicle collisions and fatalities

It is worth noting that the potential for fatalities and collisions is there with the winter road, however the search and rescue risk on the winter road and with snowmobiles is much higher.

There is a significant change that a road will make for safety and security of Whatì and Behchokò citizens. Every year, travel occurs between the communities from the moment the snowmobile access trails are opened until the last days that these vehicles can safely travel. Further, it is the case that community members travel the winter route and snowmobile routes before and after the routes are opened or closed. This reality means that there are citizens who are putting their lives and those of others at risk yearly by traveling in extremely risky circumstances. Each year, search and rescue is performed for more than six people over the six-month period that the snowmobile paths are opened. The cost of this search and rescue is anywhere from \$15,000-\$200,000 per rescue. Many people put their own lives at risk, as the search and rescue efforts are largely comprised of groups of up to six people from each community.

The TASR will provide one single track between the communities, and while there may still need to be search and rescue done, the single track of the road will entirely change the approach to search and rescue. Instead of having two crews of six people from both communities (Whatì and Behchokò) searching for a lost snowmobiler, there will be one tow truck sent out. The difference in safety is stark.

There have only been seven accidents on the Whatì road from 1989-2016. More accidents are predicted per year for the all-season road, with the potential for more severe accidents, injury and loss of life.

Table 2-2. Traffic to Whatì only; ADT-Average Daily Traffic

Year	Jan	Feb	March	April	ADT
2016	0	38	41	60	46
2015	87	38	54	51	39
2014	62	73	57	48	54
2013	66	7	114	97	47

As noted in TG IR #1, there have been seven incidents between 1989-2016.

The lack of light, weather and road conditions, also make winter road accidents more likely to be severe and increases their rate per unit of measurement.

When looking at the T̀chq Winter Roads, one needs to consider that the traffic on the road is compressed with particularly high volumes for resupply at the end of March and beginning of April. There would be no need to do a year's resupply in a few months, therefore the traffic would be more spread out. Further, when the winter roads to Gamètì and Wekweètì are closed for 10 months of the year, there would be no traffic from those communities.

Mitigations that will be assigned include:

- Speed limits that ensure that (if followed) there is safe travel.
- For safety, there are areas where there is no cell service, and WCG will work with Northwest Tel to understand where there is no cell service, and the intent will be to understand and map areas where there is no coverage, and investigate whether it is feasible to increase cell coverage to the full TASR route.
- The WCG will continue public education locally so that people report in when they leave and when they arrive. This is already something that is done, as when people snowmobile they are at risk if they are alone. There have been a few experiences this past year where whiteouts or interactions with wildlife have put local people at risk, therefore the community is very strict about reporting in to family on leaving and arriving and traveling in groups.

Mother and grandmother worry

The mothers and grandmothers feel safe and in control when the road is not open in the winter. Their sense of anxiety increases terribly during the winter road season. We suggest this will be moderated some with the opening of the TASR, however they will still worry more with the TASR than they did when the winter road was not open.

If there is new employment, this will ease the concern of mothers and grandmothers, as there will be meaningful jobs for their children. This will ensure that young people have a reason to stay at home, stay in the community, and not leave for other locations.

IR 2.4 Response:

The mitigation measures are reviewed in Table 2.1.

IR 2.5 Response:

The residual effect is that there could be an increase to the worry that grandmothers and mothers experience as the TASR is opened and operated. There is nothing we can do about reality, “it is about being a parent. It will never go away.” (Senior service provider).

We also indicated in the response to IR 1 that there will be accidents, with potential loss of life and injury. These residual impacts were also discussed in IR1.

Appendix C: School Attendance Rates

Mezi Community School (Whatì)		Chief Jimmy Bruneau School (Behchokò)
Month	Average Attendance	Average Attendance
Sep-14	72.5%	70.7%
Oct-14	69.8%	68.5%
Nov-14	61.5%	65.9%
Dec-14	71.3%	62.4%
Jan-15	53.8%	77.4%
Feb-15	50.4%	66.5%
Mar-15	68.5%	76.5%
Apr-15	53.9%	58.2%
May-15	55.5%	56.0%
Jun-15	57.5%	73.6%
Sep-15	72.3%	92.6%
Oct-15	63.8%	82.8%
Nov-15	57.7%	76.4%
Dec-15	57.1%	76.3%
Jan-16	62.5%	84.3%
Feb-16	58.5%	76.7%
Mar-16	45.4%	69.5%
Apr-16	48.1%	70.9%
May-16	48.5%	68.6%
Jun-16	45.2%	76.8%
Sep-16	74.0%	92.7%
Oct-16	65.2%	82.8%
Nov-16	63.1%	78.1%

Theme: Economic well-being

IR Number 3A

Preamble: In *A Socio-economic Issues Scoping Study for a Potential All-Weather Road to Whatì, Tłìchq Region, Northwest Territories*, the report cited concern regarding existing vulnerabilities that could be “magnified” as a result of the all-weather road (PR#7, Appendix B p.iii, 66). These vulnerabilities included (1) absentee parenting, (2) drug and alcohol abuse, and (3) occasional community depopulation to access goods and services elsewhere. The report suggests that to “track and manage against these adverse changes, and to maximize benefits, there is a strong need for the Tłìchq Government to ensure adequate data gathering on culturally relevant social, economic and cultural indicators” (p.iii). The report suggested a suite of indicators and the development of a “Human Environmental Monitoring System” as a possible mitigation measure to monitor identified adverse effects (see Appendix C).

PDR Section: Appendix B-iii, Appendix B-66 and Appendix C

IR Number 3.1A

Describe the necessary resources TG and/or CGW or the Tłìchq Community Services Agency (TCSA) would require to develop the proposed Human Environmental Monitoring System.

IR Number 3.2A

Describe any challenges or constraints in implementing such a system.

IR Number 3.3A

Does the TG, CGW and TCSA think this is a good method to monitor potentially adverse effects of the Project?

IR 3.1A Response:

For greater clarity, TG and CGW would like to state the following in advance of our response: we have assessed in detail and in multiple forums (e.g. in consultation with the GNWT, using the Inter-Agency Committee, at individual TG and CGW departmental and leadership forums) the concerns raised by community members in the Scoping Study, and have responded to other Review Board IRs (see our response to IRs 1, 2, and 3B) that the evidence suggests that in fact the all-season road will reduce the current winter seasonal “spike” in the indicators of dysfunction mentioned in the preamble above, because the all-season road will mean that the current outmigration pulse will be reduced and spread more evenly throughout the year. In essence, we expect the above-noted adverse effects to be at reduced seasonal intensity (though not eliminated) by all-season road access to our community members.

We agree that tracking and reporting of change over time is critical, as is adaptive management in cases where greater than expected adverse changes are observed to occur. The GNWT already has a socio-economic monitoring system in place through the NWT Bureau of Statistics,¹ which, along with specific data collection and reporting initiatives (e.g., Communities and Diamonds²), which has been used to collect and analyze socio-economic and cultural data on the Tłı̄chǫ Region and individual Tłı̄chǫ communities since at least the late 1990s for all relevant socio-economic indicators, with some data trends going back to the 1980s. The Communities and Diamonds report, started in 1996 and published annually since, was developed so that trends in the human environment can be tracked and compared to estimated effects from the diamond mining sector. Likewise, this existing data collection system can be utilized to track changes related to the Whatì All-Season Road as well, rather than developing an all-new human environmental monitoring program. Even in the absence of the data collection for Communities and Diamonds reporting, the Bureau of Statistics collects data, and this data is relied upon consistently by the Tłı̄chǫ Government.

The data collected and reported in existing NWT Bureau of Statistics processes (including by the Communities and Diamonds initiative) is outlined in the following table, including breakdowns of at what scale (e.g. local, regional) and time frequency (e.g., annually, every five years) it is collected. These indicators are compiled from a number of data sources, including GNWT, RCMP, NWT Bureau of Statistics, Statistics Canada, and other sources.

¹ <http://www.statsnwt.ca/community-data/>

² Government of the Northwest Territories. 2015. Communities and Diamonds: 2015 Annual Report of the Northwest Territories under the Ekati, Diavik and Snap Lake Socio-Economic Agreements. Available online at http://www.assembly.gov.nt.ca/sites/default/files/td_28-182.pdf

Table 3A-1: Participation in the Traditional Economy

NWT Bureau of Statistics: 2014 Community Profile Data ³							
Participation in the Traditional Economy							
Theme	Indicator	Geographic Region					Data Collection Frequency
		<i>Whatì</i>	<i>Behchokò</i>	<i>Gamètì</i>	<i>Wekweètì</i>	<i>NWT</i>	
	<i>Population</i>	<i>514</i>	<i>2,104</i>	<i>269</i>	<i>136</i>	<i>44,088</i>	
Cultural Well-Being and Traditional Economy	Aboriginal language use %	86.9	83.5	94.3	95.2	38.5	Every five years
	Hunted and fished %	55.4	40.5	52.9	73.8	44.7	Every five years
	Trapped %	16.3	10.7	13.5	16.8	6.1	Every five years
	Produces Arts and Crafts %	36.1	25.4	33	33.7	23.3	Every five years
	Households consuming country foods (half or more) %	59.8	58.9	82	88.6	26.3	Every five years
	56.9	56.9	54.6	59	64.1	26.4	Every two to three years
	High School Diploma or more %	43.1	45.4	41	35.9	73.6	Every two to three years
	Employment Rate %	39.5	37.9	41.8	55.3	65.6	Every two to three years
	Unemployment Rate %	35.3	33.4	26	19.4	10.6	Every two to three years
	Participation Rate %	61.2	56.9	56.5	68.6	73.4	Every two to three years
	Average Personal Income \$	34,406**	38,535**	37,711**	-	58,329**	Annually
	Average Employment Income \$	31,054**	41,165**	34,765**	-	58,744**	Annually
	Average Family Income \$	77,000**	84,647**	80,750**	-	124,103**	Annually
	Income Assistance Beneficiaries (monthly avg.)	53	298	10	4	2,313	Annually
Income Assistance Cases (monthly avg.)	28	194	8	4	1,519	Annually	
Community, Family and Individual Well-Being	Suicides	-	-	-	-	6	Annually
	Birth Rate for Teen Females	2*	7*	1*	-	56*	Annually
	Property Crime Rate (per 1,000 people)	223.3	542.9	135.1	-	231.7	Annually
	Violent Crime Rate (per 1,000 people)	161	170.2	54.1	-	69.1	Annually
	Violent Crimes	80	347	16	-	3,015	Annually
	'Other' Criminal Code Crimes	84	508	14	-	6,035	Annually

³ NWT Bureau of Statistics. 2015. NWT Summary of community statistics. Available online at <http://www.statsnwt.ca/community-data/index.html>

NWT Bureau of Statistics: 2014 Community Profile Data³
Participation in the Traditional Economy

Theme	Indicator	Geographic Region					Data Collection Frequency
		<i>Whatì</i>	<i>Behchokò</i>	<i>Gamètì</i>	<i>Wekweètì</i>	<i>NWT</i>	
	Traffic related Crime	7	95	5	-	670	Annually
	Property Crimes	111	1,107	40	-	10,108	Annually
	Federal Statute Crimes	16	42	3	-	581	Every five years
	Lone-Parent Families	35*	150*	15*	5*	2,330*	Every five years
	Families with husband-wife/common-law	85*	305*	45*	25*	8,605*	Every five years
	Households with 6 people or more %	21.6	27.6	21.3	12.1	6.1	Every 2-3 years
	Household in Core Need %	47.4	44.2	49.2	18	19.8	Every five years
	Households Owned %	69.1	51.2	65.6	77.2	51.4	Every 2-3 years
Business	NWT GDP Sectors (\$million)	-	-	-	-	3,724.3***	Annually
	Change in NWT GDP Sectors %	-	-	-	-	1.3***	Annually

Source: Government of the Northwest Territories. 2015. NWT Summary of Community Statistics. Available online at <http://www.statsnwt.ca/community-data/index.html>

* Indicates 2011 is the most recent year data is available

** Indicates 2013 is the most recent year data is available

*** Indicates 2015 is the most recent year data is available

The Tłıchǫ Government also obtains data on communicable diseases in the four Tłıchǫ communities. This data is collected by the GNWT and sent to the TCSA on a quarterly basis. The most recent data of reported communicable diseases cases as of September 2016 tells us that STI rates in the Tłıchǫ region are approximately three times higher than the territorial average.

- The seasonality of chlamydia cases in the Tłıchǫ region varies greatly from year to year; however, the three-year time interval helps demonstrate the similarities in peak STI rates over the past decade. The highest rates of chlamydia appear to be observed from September to November and then again in June/July.
- The seasonality of gonorrhoea cases in the Tłıchǫ region varies greatly from year to year; however, the three-year time interval helps demonstrate the similarities in peak STI rates over the past decade. The highest rates of gonorrhoea appear to be observed from July to September (GNWT 2016).

The TCSA also tracks school attendance in each of the community schools, and uses the monthly data in school programming (see Table below).

Table 3A-2: School Attendance Rates

Month	Mezi Community School (Whatì)	Chief Jimmy Bruneau School (Behchokò)
	Average Attendance	Average Attendance
Sep-14	72.5%	70.7%
Oct-14	69.8%	68.5%
Nov-14	61.5%	65.9%
Dec-14	71.3%	62.4%
Jan-15	53.8%	77.4%
Feb-15	50.4%	66.5%
Mar-15	68.5%	76.5%
Apr-15	53.9%	58.2%
May-15	55.5%	56.0%
Jun-15	57.5%	73.6%
Sep-15	72.3%	92.6%
Oct-15	63.8%	82.8%
Nov-15	57.7%	76.4%
Dec-15	57.1%	76.3%
Jan-16	62.5%	84.3%
Feb-16	58.5%	76.7%
Mar-16	45.4%	69.5%
Apr-16	48.1%	70.9%
May-16	48.5%	68.6%
Jun-16	45.2%	76.8%
Sep-16	74.0%	92.7%
Oct-16	65.2%	82.8%
Nov-16	63.1%	78.1%

TG and CGW thus believe that the current data collection system is adequate to characterize change over time in a future with an all-season road, for all four Tłıchq communities and at the regional level. We have no desire to duplicate existing data collection efforts already underway by the GNWT, with relatively long time-depth for key indicators.

Our teams already rely on this data, and respond to trends they see in data. For example, in a focus group with the Tłıchq Community Services Agency, the Community Government of Whatì and Behchokò, and the Tłıchq Government in early December 2016, the following data sources were identified as being used on a monthly and quarterly basis.

- TCSA – uses health data from nursing station, STI data, and children in care data monthly and on an as-needed basis, as well as the education attendance data. TCSA is currently developing better electronic data, as well as building towards a chronic disease registry.

- Community Government of Whatì – uses the statistics on crime rate under \$5,000, break and entry, domestic abuses, and incidents with children (to plan for temporary accommodation) on an ongoing basis, among other statistics.

What has been identified is that there could be better coordination, sharing and mobilization of data. While it is the duty of the NWT Bureau of Statistics to collect raw data, it falls to Education, Culture and Employment (ECE), Industry, Tourism and Investment (ITI), and Health and Social Services (HSS) to interpret and disseminate data. Since this data is available, there simply needs to be better coordination between these departments and the community and Tłıchq governments. ITI has taken the lead in coordinating such a meeting in early January of 2017.

Supplementing the existing data collection system with human resources for more extensive reporting and local and regional communication re: the implications of changes and management requirements would meet the needs of the TG, CGW, and TCSA. There are a few mitigations that refer to the strengthening of relationships of the GNWT and the two levels of Tłıchq Government:

Mitigation 6: The Community Government of Whatì is an active supporter of a local Inter-Agency Committee which includes the RCMP, Health, various TCSA agencies, and the Tłıchq Government. Whatì Inter-Agency responds to issues related to community preparedness. Issues such as emergency response, social programs, and the community & lands concerns are all brought to this monthly forum. Reasonable discussions about costs, liabilities and insurance will need to be addressed at this forum. Both parties commit to continuing this community forum in order to coordinate among agencies.

Mitigation 7: The Community Government of Whatì commits to clear and ongoing communication with citizens in the region, using appropriate means. These may include posters, door-to-door mail-outs, newsletters, as well as public meetings.

Mitigation 8: Housing stock and condition is an ongoing barrier to community well-being and preparedness. There is insufficient information on housing and the barriers, but key issues to investigate include income support, home ownership, property management, and local organization, as well as financing. A Local Housing Organization (LHO) is being established in Whatì, and the Tłıchq Government has signed a MOU with the GNWT on Housing, forming the Working Group – Housing.

Mitigation 12: The Tłıchq Community Services Agency commits to providing more information for local health nurses on a range of health issues, such as sexually transmitted infections, among other issues.

IR Number 3.2A Response:

As shown in the table above, the constraints in monitoring and responding to socio-economic impacts are not due to lack of data, but rather the widespread communication of, and mechanisms available to react to, existing data. In the past, relatively low capacity at the

TG and CGW level, and government departmental and inter-governmental silo-ing may have contributed to prevention of the effective incorporation of the available statistical data into policy and program development and adaptation.

These barriers have already been reduced over time. In addition, the Tłıchq Government is working with the GNWT and CGW to identify how the community and regional social economic, cultural and harvesting data trends can be effectively reported in the communities. We aim to use this data to manage the negative trends that are being reported.

IR Number 3.3A Response:

The TG and CGW agree that collection, interpretation, and reporting of - and timely responsiveness to - adverse trends in human environmental indicators, is critical to our mandate of protecting the well-being and quality of life of Tłıchq citizens.

Based on the responses to 3.1A and 3.2A, we are confident that the three levels of government are already collecting the necessary data to sufficiently monitor impacts to the human environment, and are working to mobilize that data with a communication system that includes interagency committees, among other strategies.

The Tłıchq Government, through the TCSA and the Community Action Research Team already mobilize the a great deal of staff and resources in tracking data.

TG, CGW, GNWT, are committed to working together to flag adverse effects that are higher than expected and to implement appropriate plans, policies and programs to avoid or minimize these impacts.

Further, there is an Interagency Committee that meets annually to collaborate, share resources, and identify synergies between their organizations. This Committee brings together agencies including:

- Aurora College
- GNWT-DOT
- NWT Housing
- Community Government of Whatı
- Mezi Community School
- Fortune Minerals
- Air Tindi
- Tłıchq Community Services Agency
- Municipal and Community Affairs
- RCMP
- Tłıchq Government
- Education Culture and Employment (ECE)
- Tłıchq Investment Corporation

In addition, the Community Government of Behchokò has initiated its own Interagency Committee, the first meeting of which was November 17, 2016. This meeting included the following agencies:

- Tłıchọ Government
- Tłıchọ Community Services Agency
- Northern Store
- Chief Jimmy Bruneau School (CJBS)
- Education Culture and Employment (ECE)
- Community Government of Behchokò
- NWT Housing Corp
- Municipal and Community Affairs (MACA)
- Elizabeth MacKenzie Elementary School (EMES)

Further, the two community governments have agreed to meet annually (Commitment 11) to coordinate on programs, policies and to monitor trends in the already existing data.

References cited

GNWT. 2016. Tłıchọ STI Regional Data. NWT.

Theme: Economic Well-being

IR Number 3B

Preamble: Economic well-being has been identified as a key valued component in this EA, including the potential impact on equity and vulnerability (Final ToR). The Review Board has adopted the following definition for vulnerability “a situation or condition characterized by low resilience and/or higher risk and reduced ability of an individual, group or community to cope with shock or negative impacts. Vulnerability is associated with having low socio-economic status, disability, ethnicity, or one or more of the many factors that influence people’s ability to access resources and development opportunities.”

The Socio-economic Issues Scoping Study for Potential All-Weather Road to Whatì, Tłìchò Region, Northwest Territories identifies the most vulnerable populations in Whatì as youth, young women, elders, with additional vulnerable groups including the “chronically unemployed”, substance abusers and mothers of school age children (PR#7 Appendix B p54). The report raises concerns that an all-weather road “represents a threat to vulnerable groups or people”. Understanding how the Project would affect equity and vulnerability in the community of Whatì is important in assessing project impacts to the overall economic well-being of its residents.

The developer was asked to identify vulnerable groups in the community that are least likely to benefit from the all-season road and to describe potential impacts and propose mitigation for these groups. The table also asks GNWT to predict impacts on community cohesion and to propose mitigation. In its response to the draft Adequacy Statement, GNWT advises that it is unable to comply with this requirement with rationale that it would be irresponsible for the GNWT to speculate on this topic. GNWT advises that the community of Whatì would be in a better position to speak to this topic. The Review Board is following-up on this recommendation with the following questions to the Community Government of Whatì.

PDR Section: Appendix B-54

TOR Section: Terms of Reference

Adequacy Statement Section: Table 5-5

References: Vanclay, F., Esteves, A.M., Aucamp, I. & Franks, D. 2015

IR Number 3.1B

Confirm the identity of vulnerable groups in the community least likely to benefit from the project

IR Number 3.2B

Describe the potential impacts to vulnerable groups as a result of the project.

IR Number 3.3B

Describe the potential impact on equity and economic division within the community as a result of an all-season road (distinguishing between construction and operations phases) and the likely impact on community cohesion.

IR Number 3.4B

Describe how and why a proposed mitigation will effectively reduce or avoid the associated potential impact.

IR 3.1B and 3.2B Response:

The Community Government of Whatì first would like to clarify that while we can confirm the more vulnerable groups in our community from a socio-economic perspective, and therefore merit close attention in any assessment of effects on the human environment we do not assume that these groups will be the least likely to benefit from the Project and are the most likely to be adversely affected. For each demographic sub-grouping discussed, we identify both adverse effects that could disproportionately be felt by this group, and potential benefits that the all-season road may bring to the same group.

It is important to remember that while these groups merit special attention in specific areas (e.g., education for youth; mental and physical health supports for substance abusers), they actually represent the majority of population of the community. They are not on the whole isolated and vulnerable, but rather represent the vibrant majority of our community members, offering much to the community.

CGW also points out that these groups are not only vulnerable in Whatì, but across many – perhaps all - communities in the North. They are groups that merit special protections and focus in social services; this vulnerability, care and attention, predates the all-season road and would continue onward in a future with or without an all-season road.

The response to 3.1 and 3.2 are pooled here and described both in the table and below. The methods used to generate this response were as follows:

- Review of the findings of the 2014 Scoping Study;
- Review of previous and subsequent data collection and planning sessions (e.g., 2013, 2014 and 2015 Interagency Committee meetings; a 2010 Community meeting);
- We ran a focus group with senior managers, and many interviews with service providers. In this focus group, all potential beneficial and adverse impact pathways were identified, characterized and the committed-to mitigations reviewed. The group considered the impact assessment questions in particular, reviewed the available data, and then collectively discussed the table (and assigned impact predictions to the bad changes and identified the benefits).

Table 3B-1: Vulnerable sub-groups in Whatì: Potential Risks and Benefits of an All-Season Road (Also See IR2)

Vulnerable Sub-group	Potential adverse effects of the all-season road	Potential beneficial effects of the all-season road	Strategies identified in Interagency meetings (2013, 2014 & 2015)
Youth	<p>-Ease with which they can leave the area</p> <p>-Youth worry about how a road could change the ability to know their language and culture. They sensed that youth would not do as much hand games and drumming, not be involved in culture activities and gatherings, speak the language less, and that there would be a loss of Tìchò culture because of the influence of outside cultures. One youth said, "It is not tradition to go by road. Paddling to other communities is a tradition, by boat." (Community meeting, 2010)</p>	<p>-Access to attend sporting and cultural events in other communities</p> <p>-Easier access to health services, necessary as many are suffering (lack of access to dental, speech therapy and other related health services) (Interagency Committee meeting minutes, 2013)</p> <p>-Reduce the cost of food, will address childhood nutritional concerns</p> <p>-Increase in jobs in community will provide incentive for youth to finish Grade 12</p> <p>-less isolation and more connectedness to other ideas and cultures, and ability to learn about the world through travel</p>	<p>-Expand courses being offered at the school to start preparing youth for the jobs and opportunities that could come from an earlier age (2013)</p> <p>-Offer more programs in the community so the young people can get training in the community instead of having to leave (2013)</p> <p>-Improving communication between agencies about funding, resources and support could increase opportunities for students (2013)</p> <p>-Start mentoring youth for the type of positions that will need to be filled in the community, such as nursing (2013)</p> <p>-Increase recreational activities for youth (2013)</p> <p>-Develop plan to prepare for potential drop in attendance at school with an all season road (2013)</p> <p>-Whatì looking into building gymnasium (2015)</p>

Vulnerable Sub-group	Potential adverse effects of the all-season road	Potential beneficial effects of the all-season road	Strategies identified in Interagency meetings (2013, 2014 & 2015)
Young women	<p>-Young women could be much more vulnerable with an on land road, and there could be much more abuse of women. (Community focus groups, 2010) There could be more hitchhiking and then women going missing, or increases in teen pregnancy</p> <p>-higher STIs</p>	<p>-Greater access to programs and services</p> <p>-Cheaper and healthier store-bought food and other goods for growing families</p>	<p>-TCSA to focus on more programming through nursing stations on STIs, sexual health, and on the land treatment programs (Mitigation 13)</p> <p>-Continued education</p>
Elders	<p>-If families are gone more because of a road they will lose communication with elders and with their cultural roots. "Elders will get lonely." Also, they know that it is elders that are the main teachers and that they keep the youth in line. (2010)</p> <p>-Lack of daily attention and connection from families</p>	<p>-Greater access to services, especially health services</p> <p>-More opportunities to see more distant family members</p> <p>-Cheaper and healthier store-bought foods</p> <p>-Lower rate of abandonment of Whatì during winter (younger family members will leave for shorter periods more often throughout year)</p>	<p>-Homecare worker program has been developed.</p> <p>-On the Land Program has been developed in Whatì.</p> <p>-Schools are developing programs that engage Elders for language vitality.</p>
Chronically unemployed or underemployed	<p>The unemployed population will be less able to handle increase cost of living, especially if more people move to the community and housing prices go up. If there is in-migration, people who can now just barely hold their jobs may lose them to more qualified workers.</p>	<p>-More jobs in the local area</p> <p>- More training and certifications in road building, house building and associated high wage sectors</p> <p>-Jobs and income can help reduce dependency on government, which can also help ameliorate social problems</p>	<p>The TREDWG is developing the training strategy (referred to in TG IR 1), and has strong data on the training needs of the population.</p> <p>Program on "Traditional Meals on Wheels" in the communities.</p>

Vulnerable Sub-group	Potential adverse effects of the all-season road	Potential beneficial effects of the all-season road	Strategies identified in Interagency meetings (2013, 2014 & 2015)
Substance users	-Increased access to drugs and alcohol	-Easier access to services for treatment and harm reduction	On the land treatment programs and existing client services with the TCSA. Further, there is increased and reduced cost access to services in other areas.

IR 3.3B Response:

In the Table above, we have identified both the negative and positive impacts associated with the TASR for particular subgroups. It is clear that there is potential for these vulnerable groups to experience harm, particularly young women. There is a sexual assault planning group in the community to respond to assault, and strong coordination between the RCMP and the WCG. Also, while youth may experience some impacts, they will also be exposed to greater opportunity for sporting and cultural events, and services. Speech therapy is one very good example of a service that will vastly increase with the TASR.

Impact associated with employment and training in construction and operation are described here. We expect that the vulnerable subgroups, excluding elders, will have access to construction and operation benefits.

Construction

- The impacts during construction will be primarily beneficial economic impacts, with a variety of community members engaged in the construction activities that come with the capital and labour intensive road building phase. The GNWT anticipates that there will be 150 people working on the project at any given time. Appendix A of TG IR 1 illustrates that there is sufficient Tłchq̓ population to provide the labour supply. This population needs training, but this is occurring.
- Many of the TASR construction positions do not require high pre-certification levels, or they involve training that can be gained in relatively short order. This allows for a greater equitable distribution of employment between skilled, semi-skilled and unskilled workers from Whatì.
- Where local workers already relied upon to provide infrastructure services (e.g., road maintenance) in the community, these workers drawn away to work on TASR, CGW will work to identify deficits and get other community members trained up to take over these positions.
- Two to three temporary 150-person camps will be set up within the boundaries of borrow sources (gravel pits) to minimize the amount of required clearing. It is expected that only one camp will be operated at a time. Construction of the proposed TASR is estimated to take up to four years from approval depending on the finalized schedule and overall strategy. No change in all-season accessibility and out-migration opportunities will occur until the road is completed. The accessibility and outmigration that occurs during the winter road season is what causes the current winter “pulse” of reduced community cohesion and heightened dysfunction.

Operations

There will be a limited number of maintenance and monitoring positions directly linked to the TASR during operations. Community members who work on the construction project may come back and claim the operational jobs in the community. Spin-off economic activity

(from other projects) may then be generated to provide returning construction workers with jobs, such as trucking, tourism, and road maintenance.

With the anticipation of the TASR's economic benefits exceeding its economic costs (Nichols Applied Management, 2015:4)⁴, CGW is confident that total economic activity – and thereby local jobs in Whatì – will increase in a future with TASR. This will lead to a wider distribution of access to gainful employment among existing community members, including those currently living at the economic margins.

CGW will work with TG and GNWT to identify additional training and education programs to increase the access to employment for the vulnerable sub-populations identified herein.

The TASR will also facilitate new economic development into the region, including the Fortune Minerals mine (already reviewed in EA0809-004, 2009) and likely expansion in mineral exploration and tourism, especially in and around Whatì.

The Regional Economic Development Working Group (TREDWG) is supporting Tłı̄chǫ residents in establishing their own businesses and maximizing contract opportunities from the road and NICO mine.

There are two elements related to community cohesion where predictions can be made for the TASR operations phase:

- Seasonal impacts to declining community cohesion will be reduced, with no winter road “pulse” of out-migration. A steady but reduced time period out-flux of community members will be spread more evenly throughout the year. There may be reduced numbers of community members in Whatì during the summer break, but this may well be offset by tourist and family member influx for relatives that remain in the community.
- There is the possibility for increased overall population in Whatì during the operations phase via in-migration, tourists and itinerant workers, in addition to greater than natural increase in the community population. This may lead to reduced community cohesion in a small community where virtually “everybody knows everybody else.” This is certainly an issue raised by community members during scoping, including among the vulnerable sub-populations identified in the scoping study. Alternatively, diversity may well bring additional vitality to the community, and the number of seasonal and permanent in-migrants is not expected to be unmanageable.

In summary, during the construction period, community continuity will be negligibly adversely impacted.

⁴ Nichols Applied Management. 2015. Report: Economic Evaluation of the Tłı̄chǫ Road. Submitted to the GNWT-DOT. Available online at http://reviewboard.ca/upload/project_document/EA-1617-01_Appendix_C_-_Nichols_Economic_Evaluation_of_the_Tłı̄chǫ_Road_March_2015.PDF

During operations there will be, prior to the development of mitigation, a low level reduction in community cohesion overall, but a net benefit in the avoidance of seasonal community cohesion.

IR 3.4B Response:

While it is possible Whatì vulnerable subgroups could potentially be impacted by significant growth in a short period of time, the mitigations are in place to address these issues:

- Whatì Council & Administration has been preparing for about 4 or 5 years should that impact become apparent;
- Whatì Inter-Agency has been actively planning for that situation across agencies should it happen;
- The Community Government of Whatì has been recognized as being a Territorial leader in planning, including a Community Emergency Management Plans, small community Land Use Plan, Resiliency Plan (1st one in Northern Canada), 5 Year Strategic Plan (3 annual updates so far, and the SAO is scheduling another update in February 2017), almost all bylaws have been revisited and updated within the last 5 years, and updated the Street Names & House numbers for standardized format (9-1-1 ready);
- The Whatì Council has participated in Senior Management training for several years to ensure that Administration is resilient with staff professional development and succession planning;
- The leadership are strong believers in building partnerships & working cooperatively with various agencies and departments. They approach community issues & challenges in a non-adversarial perspective of everyone holding a shared responsibility; and
- The Chief & Council actively lobby for services and support outside the normal core services provided by a Community Government.

There is an active and young leadership in Whatì, with a committed Community Government, closely connected to all service providers. There is active planning going on to track and manage impacts. As an example, the RCMP and the SAO's of both Whatì and Behchokò work together monthly to discuss trends in drug and alcohol consumption. Both are working together after the ban on alcohol has been lifted in Behchokò to understand the nature of changes. Indeed, we are using this alcohol ban lift as a mini-case study to understand what it might be like during the initial "spike" period during the first few months of operation of the TASR. Trends that we see in the next few months in Behchokò may well be predictive of trends for Whatì.

It is this type of committed planning effort that will ensure that any differential impact to vulnerable subgroups is noted (through our annual InterAgency Working Group), or brought to our attention, and then appropriate action is taken.

References Cited

Whatì Interagency Community Meeting, 2013. Interagency meeting, May 2-3, 2013.

Whatì Interagency Community Meeting, 2014. Interagency meeting, May 2-3, 2014.

Whatì Interagency Community Meeting, 2015. Interagency meeting, May 2-3, 2015.

Whatì Community Meeting, 2010, August 10-12. Transportation Summary: Community meetings and focus groups (youth, women elders, male harvesters). Tłıchǫ Government.

IR Number 4 – Economic Well-Being

Preamble: Economic well-being has been identified as a key valued component in this EA, alongside Traditional use, culture and heritage resources (PR#Final ToR). While the PDR and supporting documents have provided evidence on the cultural and traditional value of harvesting and harvesting resources potentially affected by the Project, there has been no evaluation of the potential impact of the Project on the non-wage or traditional economy. In order for the Board to understand how the potential effect on harvested animals might impact the economic well-being of harvesters and those dependent on country foods, please respond to the following:

PDR Section: Appendix B

TOR Section: Section 2.2.2

IR Number 4.1

What is the value of the traditional economy in both dollars and subsistence value?

IR Number 4.2

What is the potential valuation of harvest opportunity lost to the harvesters in the event of an impact on the traditional use area as a result of direct or indirect Project impacts? Can a replacement cost for loss of country food be estimated?

IR Number 4.3

How does the TG or CGW plan to mitigate the potential loss of animals, reduced harvesting success, increased costs of food or change in diet?

IR Number 4.1 Response:

The Tłı̨ch̨o Government does not calculate the value of the traditional economy in dollars. To do so is culturally unacceptable and methods, or other efforts, used to commodify the traditional economy have been largely invalidated by policy makers, elders, knowledge holders and the academic community⁵. It is illusory and contradictory to the intent of the Tłı̨ch̨o Agreement, as well as core Tłı̨ch̨o cultural values, to try to translate the Tłı̨ch̨o way of life on the land down to dollars and cents. Additionally, the NWT Bureau of Statistics have not ever assessed a dollar value cost-benefit analysis for the consumption of country foods

⁵ Non-exclusive examples from this literature include:

Brody, Hugh. 1981. *Maps and dreams*. Vancouver: Douglas & McIntyre

Kuokkanen, Rauna. 2011. Indigenous economies, theories of subsistence, and women: Exploring the social economy model for Indigenous governance. *American Indian Quarterly* 35(2): 215-40.

Natcher, David. 2009. Subsistence and the social economy of Canada's Aboriginal North. *Northern Review* (30):83.

Usher, Peter, Gérard Duhaime and Edmund Searles. 2003. The household as an economic unit in Arctic Aboriginal communities, and its measurement by means of a comprehensive survey. *Social Indicators Research* 61 (2):175-202.

(personal communication, Jeff Barichello, NWT Bureau of Statistics, December 5, 2016). As such, the Tłıchq Government will not respond to the “dollars” portion of the request.

In terms of subsistence value, both general community knowledge and GNWT-collected statistics illustrate the extremely high importance of the traditional economy to Tłıchq citizens. Almost any Tłıchq citizen will identify that the subsistence economy (and mixed economy in cases where animals are trapped for fur sales and consumed for food) plays a multitude of roles, including promoting the following Tłıchq values:

- Developing functional skills and key Tłıchq personality traits (e.g., patience, acute observation, adaptability);
- Self-sufficiency and pride in same;
- Insurance against wage economic fluctuations and high store-bought food costs, especially for food security;
- Strengthening Cultural identity and continuity, practicing the same mode of life as prior generations and passing that on to future generations;
- Inter-generational relations, especially between elders and youth;
- Getting out on the land as often as possible, which promotes physical and mental health in boundless ways;
- Eating healthier;
- Promoting traditional knowledge of animals, their habitat, and the Tłıchq cultural landscape;
- Creating spiritual relationships with animals and the natural world;
- Having “eyes on the land” and identifying changes that need to be reported to decision-makers;
- Communal sharing of food, which strengthens family and community bonds; and
- Sharing knowledge and cultural practices and ceremonies, among many other values.

Until very recently, and perhaps again in the future, the land-based traditional economy was the entire source of livelihood for all Tłıchq citizens. Its value cannot be overstated.

GNWT data also tells us that Tłıchq communities are amongst the most reliant on country foods of any Aboriginal groups in the NWT. In 2013, the NWT Bureau of Statistics reported over 90% of Tłıchq households were eating fish or meat obtained from hunting and fishing.⁶ Additional data from 2014 statistics reveals the community of Whatì to have high participation rates in harvesting activities, particular compared to NWT averages.

⁶ NWT Bureau of Statistics. 2013. households eating meat or fish obtained from hunting or fishing in 2013. Available online at <http://www.statsnwt.ca/Traditional%20Activities/>

Table 4-1: Participation in the Traditional Economy

NWT Bureau of Statistics: 2014 Community Profile Data ⁷			
Participation in the Traditional Economy			
Indicator	Geographic Region		
	<i>Whatì</i>	<i>Tłıchq Average</i>	<i>NWT</i>
Hunted or fished %	55.4	46.0	44.7
Trapped %	16.3	12.3	6.1
Picked berries ⁸ %	35.1	35.3	28.3
Produced arts and crafts %	36.1	28.5	23.3
Households consuming country food (half or more) %	59.8	62.8	26.3

The Tłıchq traditional economy extends beyond the direct participation in hunting, trapping and gathering activities. This includes the household where many women, men and sometimes children do the work of preparing, cooking and distributing country foods. This information is generally not represented in statistics, however it is crucial for understanding the work and reality of Tłıchq life that sustains our traditional economy.

Furthermore, the value of the Tłıchq traditional economy is not isolated to harvesting country foods. For example, Whatì community members have extremely high rates of arts and craft development. In 2008, the proportion of Whatì community members producing arts and crafts – activities that are highly reliant on using materials harvested from the land, was 36.1%, compared to NWT averages of 23.3%.

Other important aspects of the traditional economy include, but are not limited to, sharing country foods with other community members, travelling on the land, passing on knowledge between generations (such as harvesting and gathering methods, cultural protocols, safety on the land, ceremonies, etc.), and contributing to the continuation of the Tłıchq way of life. As previously stated, many of these elements of the Tłıchq subsistence economy are monetarily unmeasurable, however they are intrinsic to Tłıchq subsistence values.

IR Number 4.2 Response:

A replacement cost for loss of country food will not be estimated for the same reasons pointed out in our response to IR 4.1. We will focus on Tłıchq values that may be adversely and beneficially impacted, with a focus on harvested species.

The primary harvested country foods for Tłıchq are:

- Barren-ground caribou (Bathurst and Bluenose East Herd)

⁷ NWT Bureau of Statistics. 2015. NWT Summary of community statistics. Available online at <http://www.statsnwt.ca/community-data/index.html>

⁸ NWT Bureau of Statistics. 2014. Community survey: persons who gathered berries during 2013 by community. Available online at <http://www.statsnwt.ca/Traditional%20Activities/>

- Moose
- Woodland caribou
- Fur-bearing animal
- Fish
- Ducks
- Berries, and
- other food plants

The IR asks TG to respond to the *potential* valuation of harvest opportunity lost if there is an impact on the traditional use area as a result of direct or indirect Project impacts. This is an entirely speculative question, until such time as the GNWT files its response to the adequacy statement regarding effects on the biophysical species in question. As part of the ongoing process, TG can only respond to this question of change in values and effects on traditional harvesters, when the degree of likely impact on each species or species group listed above, has been estimated by the Proponent. The establishment of likelihood of the biophysical loss is not on the shoulders of the TG to determine, but rather on the shoulders of the proponent – the GNWT.

IR Number 4.3 Response:

Without prejudice to the fact that TG is not responsible for the estimation of biophysical effects on harvested species, and therefore will be responding to IR 4.2 only after receiving, reviewing and in response to the effects assessment filed by the GNWT on the individual species and species groups listed in IR 4.2 above. TG and CGW have identified some mitigation already committed to that will contribute to minimization of any adverse effects likely to occur on species our harvesters rely upon. This material will be augmented after receipt of the above-noted effects assessment materials, and this response has been updated as the process moves forward.

To avoid or otherwise mitigate the potential loss of animals, reduced harvesting success, increased costs of food or change in diet, should in fact these occur as a result of the TASR, the The Tł̓ch̓q̓ Government and Community Government of Whatì have identified the following mitigation measures:

Mitigation 9: There is a need for locally agreed-upon goals and plans for Community Well-Being. The Whatì Inter-Agency Committee should develop a small set of community based goals of resilience. As an example: A number of local gardens, and the support of a community garden, could be an example, with goals set for 2020 and 2025. The Community Government of Whatì commits to forming a small set of community goals during the 2015 Strategic Planning process (March 6 & 7), and then monitoring progress towards goals over-time.⁹

⁹ For an update, see the 2015/2016 Strategic Plan for the Community Government of Whatì (PR# 30), available online at http://reviewboard.ca/upload/project_document/EA-1617-01_2015-2016_Strategic_Planning_Details.PDF

Mitigation 10: To ensure effective management, the TG will investigate the need for regulations and policies to manage the construction of cabins and design of hunting, trapping, and fishing in the area, in order to minimize impacts on local animal populations. The Tłıchǫ Government and the GNWT commit to work together to provide clear guidance on this topic.

Mitigation 11: The Tłıchǫ Government will develop mineral policy for Tłıchǫ Lands, so that there is clear and predictable regulation in the region.

The Tłıchǫ Government has the authority and jurisdiction to write laws, develop its own strategies, and maintain a balance between subsistence harvesting and industrial development on its lands (see the Tłıchǫ Agreement and Tłıchǫ Land Use Plan). The TG will work with the GNWT to review the mitigations that are developed and considered for managing harvesting impacts that occur as a result of the new all season access of the TASR.

In addition to mitigations identified by the Tłıchǫ Government and Community Government of Whatì, the GNWT-DOT has listed a number of Mitigation measures in their Project Description Report (PR#7):

- Table 8-1 Potential Air Quality and Emissions Impacts and Mitigations (p. 8-3)
- Table 8-2 Potential Noise Impacts and Mitigation (p. 8-4)
- Table 8-3 Potential Terrain, Soils and Permafrost Impacts and Mitigations (p. 8-7)
- Table 8-4 Potential Vegetation Impacts and Mitigations (p. 8-10)
- Table 8-5 Potential Wildlife-Related TASR Impacts and Mitigation Measures (p. 8-22)
- Table 8-6 Potential Water Quality and Quantity Impacts and Mitigations (p. 8-26)
- Table 8-7 Potential Fish Habitat Impacts and Mitigations (p. 8-29)
- Table 8-8 Potential Community Impacts and Mitigations (p. 8-33)

We note as well that the GNWT-DOT will be developing a Wildlife Management and Monitoring Plan (WMMP), based on the Wildlife Management and Monitoring Plan submitted with the PDR, that will identify the mitigations that will be implemented to address the potential impacts of the road and to demonstrate how those impacts and the effectiveness of mitigation will be monitored. An adaptive management plan will be a key component of the WMMP. Should greater than expected adverse effects on wildlife occur, or more refined information be revealed, an adaptive management plan would be implemented. Additionally, ENR has developed the NWT Boreal Caribou Recovery Strategy and it is in the process of developing regional range plans to demonstrate how the requirements in the federal Recovery Strategy for the Woodland Caribou, Boreal population in Canada will be met in the NWT.

We can currently only speak to one of the indirect effects of country food reduction (should it occur); increased costs of food overall are not expected even if country food harvesting is reduced because access to cheaper, more diverse, and healthier store bought foods is one of the main beneficial effects expected from the all-season road. One of the primary drivers for the development of an all-season road is to provide readier access to a wider variety of

fresher, and cheaper healthy store bought foods for Whatì residents. As a result of reduced freight costs for food transportation, the overall cost of food is expected to decrease with the construction of the TASR.

IR Number 5

Preamble: Eco and cultural tourism has been “of central interest to the Government as tourism is seen as a sustainable future economic sector” (PR#7 p7-6) and could be an opportunity or considered an indicator for economic well-being and/or stable and healthy communities. Tourism could also be a significant adverse impact to other valued components in the project area. In the Tuktoyaktuk Highway Environmental Assessment, the proponent provided a precise estimate of the expected percentage increase in regional tourism. In this EA, the proponent’s position on tourism is that the road presents opportunities to allow for tourism to develop (PR#7, Appendix V p.22, PR#7 p 7-6). The Community Government of Whatì expects to see “a lot more” visitors (PR#7 p7-6). The GNWTs Industry Tourism and Investment department does not expect the road to attract more tourists, but the “road may open up the area to local recreational users” (PR#7 p7-7).

PDR Section: Page 7-6, Appendix B and Appendix V-22

IR Number 5.1

Can the Tłı̨chǫ Government estimate the change in revenue, number of visitors or length of stay as a result of the all-season road based on their knowledge or discussion of opportunities associated with the road (e.g. PR#7 Appendices B and V)?

IR Number 5.2

Describe any potential adverse effects resulting from the increase in visitors and any plans to mitigate those effects.

IR 5.1 Response:

The TASR PDR states that there was no expectation that the road (in and of itself) would lead to increased tourism. However, the context for this statement is important. The road itself (and alone) is not sufficient to attract people from outside of the NWT. The GNWT-ITI has clarified this statement, suggesting that tourism could be promoted through implementation of a tourism strategy. The Tłı̨chǫ Government has developed a local tourism strategy, and the GNWT recently released an Aboriginal Cultural Tourism strategy¹⁰. These strategies, along with the development of local capacity, will hopefully allow for are higher levels of ecotourism coming into Whatì. We expect that there will be tourism, but absent a strategy have not estimated revenues or numbers of visitors.

The one tourism opportunity in Whatì is the Fishing Lodge on Lac la Martre. Revenues are roughly \$432,000 assuming all 150 people do a 3-day trip. Last year (summer 2016), the Lodge was booked to capacity, which is 150 (Personal communication with operator, December 15, 2016). They expect to do around the same in the future.

¹⁰ Government of the Northwest Territories. 2016. *Tourism 2020: Opening our Spectacular Home to the World*. Industry, Tourism and Investment. Available online at http://www.iti.gov.nt.ca/sites/www.iti.gov.nt.ca/files/tourism_2020.pdf

Future tourism opportunities in Whatì include a new hotel that is currently being constructed and a café. Both of these are anticipated to increase Whatì's tourism revenue and infrastructure in supporting more visitors.

To best answer this question, the Tłıchq Government reached out to GNWT-ITI, as well as internally to the Community Government of Whatì, the Community Government of Behchokq, and the Tłıchq Government Economic Development officers. The key finding is that increased tourism could occur in the region if there is a solid strategy in place. We note that ITI intends to invest substantial funds into Aboriginal Cultural Tourism with their Tourism 2020 strategy and the Community Governments are also working on tourism strategies.

In general, CGW and TG's position is that tourism, if strategically managed, would be of net benefit to Whatì when the TASR is developed. The Tłıchq culture, ecology and environment is rich and beautiful, and will be highly attractive to road-based tourists that cannot currently access the community or its surroundings to the south. We expect "rubber tire" tourism (especially from Yellowknife) to cause a large increase in tourism and demand for local services. However, there could be a small redistribution of local tourism within the NWT. For example, people from Yellowknife who are seeking adventure tourism travel up the road if it were built, but anything other than the self-sufficient explorer might be negligible without substantial investment of resources, capacity and marketing, and the necessary services are in place.

The recent release of the GNWT-ITI Tourism 2020 plan, which includes Aboriginal Cultural Tourism as a key area, states that "the overall goal is to increase the value of the [tourism] industry to \$207 million annually by 2021, which represents growth of 35% between 2016/17 and 2020/21." ¹¹

The Tłıchq Government has drafted the Tłıchq Region Training and Economic Development Strategy where tourism is a central feature. There are many individuals working on this (even though the Strategy is not approved). This draft Strategy has broad participation, including the North Slave, Tourism Development Officer, Trade and Investment Manager, Economic Development Officers from each community, and staff from the Community Governments. A key component of the strategy will be developing the capacity within these groups and implementing the Strategy. This will include developing one new position to complement existing capacity.

- The Community Government of Behchokq has proposed a position of *Economic Development Officer* in Behchokq;
- The Community Government of Behchokq has applied for ITI Grant Funding to develop the 1st Tłıchq Museum in the Tłıchq Region and for funding for a *Tourist*

¹¹ Government of the Northwest Territories. 2016. *Tourism 2020: Opening our Spectacular Home to the World*. Industry, Tourism and Investment. Available online at http://www.iti.gov.nt.ca/sites/www.iti.gov.nt.ca/files/tourism_2020.pdf

Information Coordinator in Behchokò who would spear-head tourism activities in the Behchokò region;

- The Tłıchǝ Government has been part of a team proposing the protection of Dinàgà Wek'èhodi, which is an area of approximately 790 km² of the northern portion of the north arm of Great Slave Lake and includes the mainland shoreline, numerous islands, and the water of the lake itself. The area is important for migratory birds, and provides habitat for other birds, fish and wildlife, including species at risk. The rich flora and fauna are the foundation of this spectacular natural environment with many harvesting and recreational opportunities;
- There is already an “Economic Development Officer” presence in Whatì;
- The GNWT-ITI's has a Business Development Officer and the Tłıchǝ Region Superintendent in Behchokò; and
- The CGW has a Strategic Plan and Capital Plan, which we will continue to annually review.

ITI has indicated that there needs to be some key pieces in place to attract tourism, including:

- *Natural Beauty*—An all-season road is not sufficient to drive tourists to a destination. Because this is a one-way road, Whatì would have to be the ultimate destination of this particular drive. The Whatì Falls are a natural draw, as well as the huge lake which is known to be one of the finest fisheries in the NWT;
- *Accommodation*—while accommodation was previously limited to a 3-unit B&B, the Tłıchǝ Investment Corporation is building a hotel with capacity for 8 rooms, and may be expandable to 16;
- *Food Services*—There will be a restaurant associated with the hotel;
- *Organized attractions*—the Tłıchǝ Strategy includes a range of local attractions, including cultural tourism, such as the “*Take a Tourist out on the Land Program*” (GNWT-ITI 2020 Strategy) and fishing guiding for people to participate in;
- *Campground*. Fishing is an attraction and there is a local campground, which is 25 km out of the community. The Tłıchǝ Government and Whatì Community Government are eager to build a local campground, as the tourism strategy emerges; and
- *Fishing opportunity*. An all-season road has the potential to attract anglers and recreational fishers to the area if there are services available to them. The lodge on the lake attracts 150 fishing clients from Canada, the United States and elsewhere every year.

While Whatì intends to attract tourism from the south in the warmer months, we are positive we can also mobilize business tourism, similar to Délıne. A lodge was created, there was a method of travelling there, and a solid business plan was in place; however, the people that have ended up visiting the lodge haven't actually been from the tourism side. Most of the visitors have been government related and mineral exploration folks, such as the business traveler group. The lodge is still successful because they do have a clientele, but it isn't the clientele they were expecting.

The GNWT Tourism and Parks Division assess community tourism potential under a matrix of variables that include the following:

- Community Economic Development
- Tourism Plan
- Physical Characteristics
- Heritage Resources
- Overall Community Well-being (social assistance rates; crime rates)
- Accommodations
- Food Services
- Transportation (local, regional, mode)
- Attractions (museums, parks, cultural, heritage centres, tour operations, festivals and events)
- Visitor Services (visitor information)
- Political Support
- Community Support
- Tourism Curriculum in School

GNWT-ITI has economic development support programs available for NWT tourism business development, which could provide additional resources and support for Whatì tourism (i.e. Aboriginal Capacity Building Program, Aboriginal Tourism Champions Program, Community Tourism Infrastructure Contribution Program, SEED, Tourism Business Mentorship Program, Tourism Operator License, Tourism Product Development Tools, Tourism Product Diversification and Marketing Program, Tourism Training Fund Program, Tourism Training Resources, etc.).¹²

It should be taken into context that the initial first-year strategic plans for Tłıchų Regional Economic Development Working Group (TREDWG) did not include the TASR as the plan was focused on those goals and objectives that could be realistically reached each year within a 5 Year period. At that time, the TASR was not an existing reality, unlike today. Therefore, it was not appropriate to include the TASR in the Action Plans.

The TREDWG has been working closely with GNWT-Industry, Tourism & Investment since March 2015, in developing a tourism strategy for the four (4) Tłıchų communities within the region. That strategy works toward the goal of national & international tourism, not merely local recreational traffic.

At a meeting on November 17th with selected individuals in the community, and as part of the December 6th Behchokų Council Meeting, Ms. Amy Lizotte (Tourism Development Officer for the North Slave Region) made a presentation to Council on the benefits of (and her support for) tourism development in Behchokų. There was desire to link & coordinate these

¹² Government of the Northwest Territories. 2016. Industry, Tourism and Investment: Programs and services. Available online at http://www.itl.gov.nt.ca/en/services?combine=&field_sector_tid=All&field_program_type_tid=All

efforts with experienced tourism operators in the City of Yellowknife, with the potential of expanding into the other three Tłıchǵ communities.

The GNWT-ITI has consistently noted to the communities of Behchokò and Whatì that the winter Aurora tourism market needs to be expanded, as well as summer tourism activities. Tourism opportunities from Yellowknife could be realized by building on existing, successful community events in the Tłıchǵ Region. This is exciting for experienced Yellowknife tourism operators, it would create new cultural opportunities for the Tłıchǵ Region, and it could generate new employment opportunities for local residents.

IR 5.2 Response:

The Tłıchǵ Government and Whatì Community Government do not expect any negative impacts associated with tourism.

We do expect substantial increased benefits, and will require a strategy to mobilize these benefits. As stated in IR 5.1, we are set to launch this strategy shortly. It will have strong targets, programs, and strategies that will be implemented to support tourism in our communities.

We expect tourism could also be connected to language, culture and way of life, and we could ensure there is strong tourism information, produced in a fully bilingual format, with equal space/ time for Tłıchǵ. Indeed, Whatì could produce a handsome small book of Tłıchǵ language expressions and place names for tourists, encouraging further language use and depth locally.

We acknowledge that with visitors also comes change. This change may result in a lower cost of bringing needed basic goods into Whatì, reducing the costs of living, and providing an increased opportunity for increased or new services. (e.g.: easier access would facilitate new local businesses such as airport expansion, vehicle & equipment service, bus & taxi services, new store fronts, regional offices, etc.) Currently, with the costs associated with airfares rising annually, the costs for local residents to bring in specialists (electricians, mechanics, other trades people) often means that needed tasks will go unaddressed for extended periods of time, both at home & at work. If, however, a trades person could drive in, complete the task, and return the same day, at a fraction of the current air costs, there would be better services provided in Whatì and enhanced service delivery from Behchokò and Yellowknife.

We want to note that the TREDWG strategic plan – which includes our tourism strategy – was developed through community consultation, which was reviewed and approved by the Chief's Executive Council. Some examples of how our tourism strategy is moving forward in the Tłıchǵ Region include:

- Gamètì's B&B, and construction of their culture camp;
- Wekweètì's expansion of their culture camp;

- Behchokò's proposal for an EDO/Tourism Coordinator; and
- Whatì's natural beauty, Whatì Falls

IR Number 6

What potential costs are anticipated to the CGW and TG to implement mitigation measures and commitments already made, including any new measures developed in response to these information requests to ensure the health and well-being of residents and Tłı̄chǫ citizens are not adversely affected by Project-related effects?

IR 6 Response:

As noted at the outset, the Community Government of Whatì and the Tłı̄chǫ Government are in support of the Project because it is in the best interests of the residents of Whatì and Tłı̄chǫ Citizens in general, and are committed to covering any additional costs this would bring to our two levels of government.

In addition, we expect that revenue from income, taxes and tourism and other revenues will increase to our levels of government, as there will be new taxation of citizens employed through the construction, as well as through business opportunities, reducing the relative cost (in terms of proportion of budgets of the two levels of government) of any increased plans, policies and programs adopted to mitigate adverse effects of the TASR. The Economic Impact Analysis (EIA) conducted for the TASR expects the all-season road to have a positive impact on the local regional economy (Nichols Applied Management, 2015:13).¹³

The Tłı̄chǫ Government and Community Government of Whatì developed the first 11 mitigations during a meeting held between the two agencies. These 11 mitigations were reviewed and accepted in this meeting. They have since been modified, tracked annually, and adjusted.

In response to these information requests, the Community Government of Whatì and the Tłı̄chǫ Government developed two additional mitigation measures. Mitigation numbers 12 and 13 have been included to ensure the health and well-being of Tłı̄chǫ citizens will not be adversely effected by Project-related effects.

The Community Government of Whatì and the Tłı̄chǫ Government are anticipating the following general costs for their identified mitigations:

¹³ Nichols Applied Management. 2015. Report: Economic Evaluation of the Tłı̄chǫ Road. Submitted to the GNWT-DOT. Available online at http://reviewboard.ca/upload/project_document/EA-1617-01_Appendix_C_-_Nichols_Economic_Evaluation_of_the_Tłı̄chǫ_Road_March_2015.PDF

Table 6-1: Mitigation Costs

Mitigation Measure	Financial Estimate
1. The Community Government of Whatì is investigating two options to strengthen community security: Community Bylaw Officer and the Aboriginal Policing Program. This is an issue that needs to be addressed jointly by the Tłıchǵ Government and the Community Government of Whatì, as well as other supportive agencies.	\$80,000 to \$100,000 in the construction and early operation years
2. There is a need to provide on-the-land treatment for substance abusers, using the healing-power of the elders and the land. This is a social issue that needs to be addressed by TCSA, and one recommendation is to introduce the Nishi Program by accessing a variety of funding sources.	Covered through existing budgets
3. There is currently an alcohol prohibition in place in Whatì. Annually, TCSA, the RCMP and the GNWT allocates a large sum to prohibition enforcement and responding to the negative impacts which are most often ineffective. The Community Government of Whatì would like to review the possibility of revisiting the prohibition ban, in favour of more proactive resilience strategies for managing alcohol and drug consumption in the community.	Plebiscite allotted \$8,000 per community
4. The need has been shown for increased business acumen for local entrepreneurs, in order to maximize local procurement opportunities from the road and mine. The Tłıchǵ Government currently maintains Economic Development Officers (EDO) in the communities who assist Tłıchǵ residents in establishing their own businesses. It may create a larger benefit for the Tłıchǵ Government to redirect each local EDO to focus on local economic development issues.	Funding provided by GNWT-Industry, Tourism and Investment.
5. The Community Government of Whatì has an active Community Emergency Management Plan and completes regular training and exercises of staff, Council, and various community members. In 2014, the relevance of this training and preparedness was graphically demonstrated as wildland fires came within 5 km of the community.	Covered through existing budgets.
6. The Community Government of Whatì is an active supporter of a local Inter-Agency Committee which includes the RCMP, Health, various TCSA agencies, and the Tłıchǵ Government. Whatì Inter-Agency responds to issues related to community preparedness. Issues such as emergency response, social programs, and the community & lands concerns are all brought to this monthly forum. Reasonable discussions about costs, liabilities and insurance will need to be addressed at this forum. Both parties commit to continuing this community forum in order to coordinate among agencies.	Covered through existing budgets.

<p>7. The Community Government of Whatì commits to clear and ongoing communication with citizens in the region, using appropriate means. These may include posters, door-to-door mail-outs, newsletters, as well as public meetings.</p>	<p>\$3,000 - \$5,000 / year</p>
<p>8. Housing stock and condition is an ongoing barrier to community well-being and preparedness. There is insufficient information on housing and the barriers, but key issues to investigate include income support, home ownership, property management, and local organization, as well as financing. A Local Housing Organization (LHO) is being established in Whatì, and the T̄h̄ch̄q̄ Government has signed a MOU with the GNWT on Housing, forming the Working Group – Housing.</p>	<p>Covered through existing budgets.</p>
<p>9. There is a need for locally agreed-upon goals and plans for Community Well-Being. The Whatì Inter-Agency Committee should develop a small set of community based goals of resilience. As an example: A number of local gardens, and the support of a community garden, could be an example, with goals set for 2020 and 2025. The Community Government of Whatì commits to forming a small set of community goals during the 2015 Strategic Planning process (March 6 & 7), and then monitoring progress towards goals over-time.</p>	<p>\$20,000 / year for the strategic plan.</p>
<p>10. To ensure effective management, the TG will investigate the need for regulations and policies to manage the construction of cabins and design of hunting, trapping, and fishing in the area, in order to minimize impacts on local animal populations. The T̄h̄ch̄q̄ Government and the GNWT commit to work together to provide clear guidance on this topic.</p>	<p>Covered through existing budgets.</p>
<p>11. The T̄h̄ch̄q̄ Government is developing a Mineral Policy for T̄h̄ch̄q̄ Lands, so that there is clear and predictable regulation in the region.</p>	<p>Covered through existing budgets.</p>
<p>12. The T̄h̄ch̄q̄ Community Services Agency commits to providing more information for local health nurses on a range of health issues, such as sexually transmitted infections, among other issues.</p>	<p>Covered through existing budgets.</p>
<p>13. There will be annual coordination between the Councils of Whatì and Behchok̄q̄ to ensure that any changes and impacts are being collectively considered, addressed and managed.</p>	<p>Covered through existing budgets.</p>

Theme: Public Safety and Emergency Response

IR Number 7

Preamble: The PDR describes an emergency response plan for the construction phase of the Tłıchq All-season Road (PDR#7 - Appendix Z) and lists emergency response planning initiatives undertaken by the Whatı Inter-Agency Committee (PDR#7 - Appendix B p 29, 79, PR#31 p3). It is the Review Board's understanding that the Community Government of Whatı is responsible for fire protection and emergency response planning within the community boundary. The Community of Whatı's Resilience Plan on emergency preparedness (PR#29 p8) describes low resilience in the area of fire response. The Review Board would like further information on Whatı's emergency response responsibilities and capability during the operation of the all-season road.

PDR Section: Appendix Z, Appendix B-29, Appendix B-79

Other: Special inter-agency meeting, p. 3, Whatı Resilience Plan, p.8

IR Number 7.1

Describe the roles and responsibilities of CGW in providing emergency response services outside of the community boundaries.

IR Number 7.2

Provide baseline information on availability of firefighting capacity in Whatı and how firefighting services will be integrated into emergency responses for the all-season road.

IR Number 7.3

How will Whatı's existing emergency response services in the community be integrated into emergency response for the all-season road?

IR Number 7.4

Provide the estimated response time for EMS services to reach the Dupont River Bridge

IR Number 7.5

How much money is required to repair the retired ambulance in Whatı for local service or to assist with emergency response on the all-season road?

IR Number 7.6

How much time and money is required to train local residents as Emergency Medical Technicians (EMTs)?

IR Number 7.7

How much money is required to properly outfit the volunteer firefighting team in Whatì so that they can be prepared to address any issues once the all-season road is open to public travel?

IR 7.1 Response:

The Community Government of Whatì deals with emergency response services within the boundaries of the Whatì municipality. Community governments are not mandated to provide ground ambulance or highway rescue services to residents.

Although there are no formal rescue vehicles in the community, there is an active search and rescue group in Whatì, which is comprised of volunteers. Volunteers are personnel from public works and members of the Canadian Rangers (a sub-component of the Canadian Armed Forces). The Canadian Rangers have been doing training in the community of Whatì and occasionally train and provide support outside of community boundaries. Significant costs would be required to establish such a service related to equipment, training and maintenance. As well, search and rescue does not provide training for extraction or advanced medical responses such as EMTs.

The community Governments of Behchokò and Whatì are willing to have discussions with the GNWT and other emergency response departments/organizations to ensure a strategy is in place for any emergency that may occur along the all-season road. It is anticipated that when these discussions begin, the Community Government of Whatì would be a full-partner in the discussions and would maintain specialized crews to respond on the Tìchq All-Season Road.

IR 7.2 Response:

The Community of Whatì has level 1 and 2 Firefighting services. There are currently 6 volunteer Firefighters in Whatì, which is comprised of Public Works staff. The community governments of Whatì and Behchokò have identical emergency response plans, which are updated every four years. The same template would be used in both communities for updating a response plan if it is to include the all-season road.

Whatì firefighters currently operate within the limits of community boundaries. There have not been any discussions between the Community Government of Whatì, the GNWT or other emergency response departments/organizations regarding Whatì firefighters being integrated into the emergency response plan for the all-season road.

As stated previously, it is anticipated that when negotiations commence for serious road-side accident responses, the Community Government of Whatì would be a full-partner in the discussions and would maintain specialized crews to respond on a wider range of responses on the Tìchq All-Season Road. CGW emergency integration can occur with the approval of MACA and CGW insurance provider.

IR 7.3 Response:

See 7.1

IR 7.4 Response:

See 7.1

IR 7.5 Response:

Whatì currently does not have ambulance certification, and therefore does not provide ambulance services in the region. Whatì obtained a patient transport vehicle two years ago (2014), which is currently in operation. The nearest ambulance service is the community of Behchokò, where the TCSA maintains three ambulances in the community.

In order to upgrade the patient transport vehicle into an ambulance, proper certification needs to be obtained. This falls under the responsibility of Tłchq Community Services Agency (TCSA), which would require a combination of insurance, liability and training. Introducing an ambulance to Whatì would require at a minimum 2 EMTs plus fire department support via a rescue unit for extraction in serious accidents. These fees have not been costed.

IR 7.6 Response:

CGW does not have EMT in the community. EMT training that ran in Behchokò in 2014 cost \$30,000 for training 12 individuals, averaging approximately \$2,500 per individual, and was coordinated by the TCSA. Training was provided by Arctic Responders over a two-week period. Training costs would likely be lower for a small community, such as Whatì, who would field smaller cadres of volunteers.

There is interest to expand the capacity of EMT personnel and emergency response services in the community of Whatì once negotiations begin with the GNWT and other emergency response organizations/departments.

IR 7.7 Response:

The cost of properly outfitting a volunteer firefighter with the necessary training and certifications costs approximately \$5,000 per person. Whatì currently has 6 volunteer firefighters. According to the municipality, the CGW fire department operates only within the boundaries of Whatì. Providing level 3 training would require more training and budget to properly outfit a fire fighter. CGW is currently at level 2 and will remain at level 2 until we feel that fire department needs to expand.

Estimating costs would depend on service levels provided in each area (i.e. ambulance and rescue and other variables). There has yet to be discussion of emergency response capabilities of the Community of Whatì in regards to the Tłchq all-season road. That being said, there is interest to expand the capacity of firefighting services and personnel in the community of Whatì once discussions between the CGW, GNWT and any other emergency response departments/organizations begin.

IR Number 8

Preamble: There is no discussion of emergency response capabilities from the Community of Behchokò, but the community is closer to the southern portion of the proposed road than Whatì is. The Review Board is interested to know what thinking has gone into Behchokò participation in emergency response planning to the all-season road during its operations, and of its overall ability to meet those needs. For the Review Board to understand the potential impacts to public safety and emergency services in the Community of Behchokò, please answer the following questions:

PDR Section: Appendix Z, Appendix B-29, Appendix B-79

Other: Special inter-agency meeting, p. 3, Whatì Resilience Plan, p.8

IR Number 8.1:

Has the community of Behchokò been involved in emergency response planning for the operational phase of the proposed all-season road?

IR Number 8.2:

How does Behchokò currently respond to and assist with accidents along Highway 3?

IR Number 8.3:

How are accidents handled on the winter road when it is in operation?

IR Number 8.4:

What is the existing capacity of Behchokò emergency response services?

IR Number 8.5:

How are serious road-side accidents requiring transport to Stanton Territorial Hospital in Yellowknife handled? Would a similar process work for serious accidents along the proposed all-season road?

IR Number 8.6:

What are the emergency response capabilities of the Community of Behchokò?

IR Number 8.7

How might the Tłı̄chọ Government's emergency response plan for serious road-side accidents requiring transport to Stanton Territorial Hospital in Yellowknife be revised for the proposed all-season road?

IR 8.1 Response:

No.

IR 8.2 Response:

There are two Fire Halls within the Community Government of Behchokò boundaries:

- 1 in the Rae Subdivision, and
- 1 in the Edzo subdivision.

The Community Government of Behchokò deals with emergency response services within the boundaries of the Behchokò municipality. Currently, if the RCMP called for a Fire Truck, the Fire Department would respond to a call on Highway 3, with one truck, and alert a crew to be response-readily at the other Fire Hall with the remaining truck. It should be noted that the Behchokò Fire Departments are reluctant to respond to calls outside the Community Government of Behchokò boundaries due to placing the community at risk. Community governments are not mandated to provide ground ambulance or highway rescue services to residents. That being said, they none-the-less have provided a response in the past despite there being no agreement in place to do so.

MACA has offered to conduct a fire protection presentation so that the local government has a full understanding of their role and responsibilities related to their fire dept.

The community Governments of Behchokò and Whatì are willing to have discussions with the GNWT and other emergency response departments/organizations to ensure a strategy is in place for any emergency that may occur along the all-season road. It is anticipated that when these discussions begin, the Community Government of Behchokò would be a full-partner in the discussions and would maintain specialized crews to respond on the Tìchq All-Season Road.

IR 8.3 Response:

The Behchokò Fire Departments do not respond to calls on the winter road with a Fire Pumper. The GNWT or other emergency service departments/organizations would respond and make arrangements for rescue, etc.

Since 1991, the GNWT-Department of Transportation reports 30 motor vehicle accidents having occurred on the winter road, majority occurring between Highway 3 and Gamètì. To date, no collisions have occurred on the Wekweètì winter road. Between January and March 2014, there was a monthly average daily traffic of 47 vehicles travelling along the Whatì winter road¹⁴. It should be noted that the collision data for the Wekweètì winter road only started a few years ago when DOT started managing the road.

IR 8.4 Response:

Each Fire Hall has a pumper. The ambulance service is administered by Tìchq Community Services Agency (TCSA). They maintain three (3) ambulances in the community. There are no rescue vehicles or extraction equipment in Behchokò.

Even without formal rescue vehicles, there is an active Search & Rescue group in Behchokò. Volunteers, who are predominantly volunteer firefighters and provide additional support to members of the community. They do not, however, have EMT training or emergency

¹⁴ Government of the Northwest Territories. 2014. Highway Traffic. Department of Transportation. Available online at <http://www.dot.gov.nt.ca/Documents>

response equipment or the appropriate equipment to respond to such accidents. The SAO is working with the Fire Departments to formalize and expand the local Search & Rescue group.

With the support of the volunteers of the Behchokò Fire Departments, the SAO is also working with MACA to expand the capacity and capability of local extraction. This would include the acquisition of equipment and the training of volunteers.

Prior to 2016, the community emergency plan was outdated and had been referenced very little. MACA started a process to review the plan in the summer of 2016. In the following September, an updated Community Emergency Management Plan was presented to Council and a new Emergency Management Bylaw (147-16) was presented and passed by Council. Administration has been coordinating with MACA and is planning a Table-Top Exercise with Council & Staff in January 2017. This emergency response plan is a mirror to the plan for the Community Government of Whatì.

Behchokò Fire Department volunteers are currently trained to provide a Level 2 (containment) fire response, however they have neither the equipment nor training for vehicle extraction. That being said, there is a desire on the part of the Fire Department and Administration to increase their capacity in 2017.

IR 8.5 Response:

As stated above, the ambulance service is currently administered by Tłchq Community Services Agency (TCSA).

TCSA has contracts with Stanton for the transportation of patients from Behchokò to Yellowknife (or return) and this does not involve the Community Government of Behchokò, nor is Behchokò involved with or consulted on the negotiations of those contracts.

IR 8.6 Response:

See response to IR 8.4

IR 8.7 Response:

The community Governments of Behchokò and Whatì are willing to have discussions with the GNWT and other emergency response departments/organizations to ensure a strategy is in place for any emergency that may occur along the all-season road.

It is anticipated that when these discussions begin, that the Community Government of Behchokò would be a full-partner in the discussions and would maintain specialized crews to respond on a wider range of Highway 3 as well as the Tłchq All-Season Road. There is potential that this would not only provide a direct benefit to the TASR project but also to an extended section of Highway 3 traffic that has limited coverage.

Theme: Population Growth

IR Number 9

Preamble: In A Socio-economic Issues Scoping Study for a Potential All-Weather Road to Whatì, Tłìchq Region, Northwest Territories (PR#7, Appendix B), the report identifies housing as a concern for the community of Whatì (ibid, p 13, 28). 47% of households are in core need of repairs and 61% had housing problems. Community Government of Whatì representatives in 2014 said there was no extra stock of housing to accommodate in-migration. The report also identified the potential for increased rent and housing costs resulting from a new road or in-migration (ibid, p 13). The summary meeting notes for the last Inter-Agency meeting mentioned that housing needs a three- year planning period for new homes and that houses and buildings require two years to construct (PR#31 p2). Please answer the following related questions:

PDR Section: Appendix B-14, Appendix B-28

Other: Special inter-agency meeting, p. 2

IR Number 9.1

Have any of these housing conditions changed?

IR Number 9.2

How much permanent and temporary in-migration does the Community Government of Whatì anticipate as a result of the construction and operation of an all-season road? Please discuss in relation to available housing.

IR Number 9.3

What rate of population growth could CGW accommodate without disrupting community services and allowing for suitable housing? What are other limitations on the CGW related to population growth?

IR 9.1 Response:

Table 9.1 below provides the most current housing data available from the GNWT; new 2016 census data will not be released until late next year.

Table 9-1: Whatì and GNWT Housing and Households Data

Households & Families	Whatì	NWT
% of households with 6 or more people		
1981	57.1	13.9
1986	50	11.5
1991	61.5	9.8
1996	29.4	8.6
2001	35	7.2

Households & Families	Whatì	NWT
2004	24.2	7
2006	22.7	6.2
2009	26.3	6.7
2011	20	5.6
2014	21.6	6.1
Family structure (2011)		
# (and %) of Lone-Parent Families	35 (29.2)	2330 (21.3)
Tenure (2014)		
Total	124	14729
Owned	86	7574
Rented	38	7155
% Owned	69.1	51.4
% of households in core need (major repairs)		
1996	81.2	19.7
2000	64.3	20.3
2004	36.3	16.3
2009	47.5	19
2014	47.4	19.8

Whatì continues to have housing that is considered crowded. Whatì houses also tend to have high rates of required repair, in contrast to other regions of the NWT, and higher rates of core need than a decade ago. This statistic suggests that in fact while crowding has dropped, the housing stock has not been properly updated.

It should be noted that since 2014, the NWT HC has invested over \$4 million in housing programming in Whatì including homeownership repairs and the construction of a seniors' 9-plex, the completion of which is expected very shortly. Of the 142 houses in Whatì, the NWT HC manages 42 rental units. There is a waitlist of 12 applicants for NWT HC rental housing. Of the 42 units that NWT HC rents out in Whatì, 17 of the units are affordable/market housing units that would be appropriate for community workers.

There has been a Local Housing Authority developed, with local staffing in Whatì (including staff at the Housing Authority and a tenant relations officer). It generally takes between three to four years to build a new house, and currently there are no plans in place to build new units. Rather the hope is to purchase mobile and modular units from the south. This new mobile unit is intended for market rental. There are currently unoccupied lots that could be occupied with substantial repairs.

Housing pressures have been identified not only for permanent residents (Tłchq citizens) but for teachers and health relief nurses living in the community (Interagency Community Meeting, 2015).

Current limitations to building more housing units include available skilled labour and trades, high costs of bringing in trades, high costs of building materials, and seasonality of accessing building materials.

TG and CGW's recognize housing as an ongoing barrier for community well-being and preparedness, including the insufficient information available to adequately assess housing adequacies in the community. The Tłıchq Government has signed a MOU with the GNWT on Housing, forming the Working Group – Housing.

The mandate of this Working Group is to:

- identify and implement actions to address housing issues in the Tłıchq communities;
- develop mechanisms for the setting of targets and monitoring of success of the identified actions; and
- report, on the actions, targets and successes, on a regular basis to the joint leadership forum between the Tłıchq Government and the GNWT. (November 26, 2016)

IR 9.2 Response:

The NWT Bureau of Statistics' population projection model estimates that Whatì's population will remain more or less the same for the next ten years *without* the construction of an all-season road. This means, without the all-season road, population growth will not put additional pressure on the current housing situation (however, given the aging and overcrowded housing stock, there would remain fundamental deficiencies without additional housing being developed). The NWT Bureau of Statistics does not have any projections or estimations of population changes in Whatì with the construction of an all-season road.

In IR 1, the construction needs for the road were contrasted with the available labour supply. The sense is that there is a local labour supply that, with training, will be available for construction. The construction camps will be out of the community, as described (in IR 2), and we don't anticipate that this construction surge will create in-migration into the community. It will create a surge locally into the two – three construction camps.

Operation will require very few positions, and we do not anticipate new in-migration at this time associated with these positions.

There is no case study that shows what happens in terms of in-migration to a community when an all-season road is built. The road to Behchokq was built in 1961, and there is no data associated with the changes in the population associated with this.

It is anticipated that there would be in-migration associated with other projects, such as the NICO mine, and in-migration was a theme considered in the Review Board's EA0809-001.

IR 9.3 Response:

In interviews with local authorities, the CGW has identified that the municipality could absorb gradually the inclusion of 50 new families in the region, with solid planning.

The Community Government of Whatì has indicated that:

- There are 20-25 lots in Whatì that are zoned and subdivided for development [please identify the maximum number of people that could be expected to live in these accommodations. Then, divide that against current population to get to a maximum current possible increase in housing stock and what annualized population growth rate this would allow for without reaching over-pressured housing availability again.
- The school can absorb some population growth (and is only at 60% capacity currently) (from 2016 Interagency meeting minutes). However, Mezi Community School would require new teachers if there were increase in population, and housing is already a concern for existing teachers. As well, with new students, there would need to be new portables (Interagency Community Meeting, 2015). The teachers are renting throughout the community.
- Sewage is trucked, and an increase in population could be managed. The sewage ponds are currently being expanded, fixed up and repaired and by 2017-2018 will be able to service a population of 800.
- There is a seniors' accommodation facility being developed.
- Water treatment can service a population of 800, and the community only currently has a population of 500.
- Current Whatì housing stock cannot support more than an extremely minor increase in population, and therefore new housing will have to be developed in any rising population scenario. A lot of new housing could be built, with the all season road, as this would reduce the time frame for development and the costs associated with a new build.
- There is a need for social housing in Whatì, which is housing that is government-subsidized with rents that are geared to income. As for homeownership, there are lots available for development in Whatì. Prospective homeowners can access up to 48% of the construction cost/purchase price of a home in Whatì under the NWTHC's homeownership assistance program.

The TASR will help reduce the amount of time currently required to build and construct a house with easier access to, and lower costs for, supplies, equipment and the necessary labor.

The TASR would actually reduce some or all of these concerns to more manageable levels.

There will be more building materials in the region, and the challenge will be to ensure that they arrive in at a rate equal to or greater than in-migration pressures.

IR Number 10

Preamble: The GNWT described mechanisms to manage population growth as it relates to pressure on existing physical and social infrastructure and supplementary appropriation. The mechanism is based on the concept of forced growth, which the GNWT defines as “increased costs for the delivery of existing services, resulting from the uncontrollable impacts of realized population growth, demonstrable unit or service cost increases, rate increases or other realized demographic changes to client base.” If these conditions occur, the GNWT is able to source additional finances to cover the unanticipated costs. Understanding how Tłıchq communities are equipped to handle growth scenarios will help inform how the community of Whatì might effectively cope with potential adverse financial strains related to population growth.

PDR Section: Section 7.2.1, Appendix B-22

IR Number 10.1

Please describe any similar mechanisms to forced growth available to the Tłıchq Government or the Community Government of Whatì.

IR Number 10.2

If mechanisms exist, would the anticipated population growth described resulting from the Project trigger the mechanism and make additional funding available to address costs associated with population growth? Should the anticipated in-migration to Whatì come from other Tłıchq communities, would a ‘forced growth’ scenario still occur, or would the change in population not result in new resource allocations because the overall Tłıchq population did not change?

In such a situation, would funding be redirected to the Community Government of Whatì from other Community Governments? If so, describe how the funding reallocation would be managed to ensure that other Tłıchq communities are not significantly or adversely affected economically.

IR Number 10.3

Provide estimates on possible forced growth funding or reallocation amounts based on the anticipated population growth.

IR 10.1 Response:

Population change that could occur in one year would be followed in the next year by a change in the municipal budget allocated to the Whatì Community Government.

The Tłıchq Government will not need such a forced growth mechanism, as it provides services to all Tłıchq citizens, and the funding allocations are not based on population. Rather they are based on delivery of services in core program areas, such as lands, culture and way of life.

Nonetheless, the Tłıchǫ Government maintains 10% of the budget for emergency allocations. This has been done since 2007 when we began to implement the Tłıchǫ Agreement. However, we emphasize that the budgets for housing and social services is under the control of the GNWT, so forced growth should be understood to be the responsibility of the GNWT.

IR 10.2 Response:

See response to IR 10.1. Simply put, other community governments would not redirect portions of their budgets to the CGW.

The budgets for housing and social services is under the control of the GNWT, so forced growth should be understood to be the responsibility of the GNWT.

There is an indirect forced growth allocation approach, in that the budget for the Whatì Community Government is in part based on population. Therefore, a population growth in one year would lead to an increased budget the following year.

Therefore, a move of people from Behchokò or Yellowknife to Whatì would result in an indirect shift of funds from Behchokò or Yellowknife to Whatì.

Municipal and Community Affairs is changing its Community Government Funding Policies towards needs based funding models, which are based on the costs of providing core services in communities.

Operations and Maintenance funding is calculated based mostly on the costs of operating and maintaining infrastructure in the community that supports services and does not heavily rely on population changes unless the current infrastructure cannot handle increased capacity. For example, the community of Whatì has approximately \$15 million in buildings, including the fire hall, community office, arena and garages, the funding to operate and maintain those buildings is calculated at around \$600,000. The cost of operating those buildings will not change with population. Similarly, the water treatment plant in Whatì can produce enough water to service 50 or 100 more population, so funding for Water and Sewer may not change significantly.

The O&M calculation does have a small population based component that estimates Protective Services and Recreation program. An increase in 50 people would equate to roughly \$38,000 increase in costs related to those programs.

As with all MACA's funding, the amounts are based on standard costs estimates. Actual costs and types of services offered by each community is up to each community council. MACA has a funding formula that they apportion annual funds between the 33 NWT communities for:

- General Operating & Maintenance;
- Water & Sewer Services;
- Community Public Infrastructure (capital projects funding);

- Federal Gas Tax funding (capital projects funding);
- Small Communities Fund (capital projects funding);
- Canadian Water Wastewater Fund (capital projects funding).

Should Whatì suddenly experience growth beyond the anticipated rates, MACA would be immediately aware of it ... because of the quarterly reporting requirements and the otherwise “open communication” links between MACA regional officers and Community Government Administration.

MACA would probably also respond to community growth by allocating additional regional resource support to Whatì Administration. It would not be unrealistic to envision a MACA employee being stationed in Whatì to work closely with Whatì Administration during the demanding periods of extreme pressure and growth.

IR 10.3 Response:

We do not expect that the TASR will result in significant population growth.

There are anecdotal comments that, should the TASR proceed, there would be a return of some Tłıchų people to the NWT, Behchokò and Whatì simply because of the increase in employment possibilities and the need for some people to regain family links. The WCG has indicated that it could manage gradual in-migration of up to 50 families, and in IR 9.3 we indicated how the services are available to accommodate such a gradual growth.

Were there such growth in the population, there would reallocations indirectly, as indicated in IR 10.2. We consider any further modeling of this data to be out of our jurisdiction, given budgets are allocated by the GNWT. However, we believe that this IR answer is sufficient for planning, and we do not recommend any further data modeling or collection on this topic.

This table illustrates the GNWT main estimates for 2017-18. Population figures used in the funding policies are provided by the NWT Bureau of Statistics, so any change in population would not affect funding calculations for a couple of years.

As for the GNWT Vital Statistics, Behchokò had a population count (Canada Census) of 1,926 in 2011, although the Tłıchų Government’s own count was over 2,000. There will be a census in 2016. With a 4% growth rate again between 2006 to 2011, this could indicate a new population of around 2,003.

Table 10-1 Community Government Funding to the Whatì Community Government

	2016-2017 Actual Spent (\$)	2017-2018 Budgeted (\$)
Operations and Maintenance Funding	1,559,000	1,568,000
Water and Sewer Funding	654,000	677,000
Community Public Infrastructure Funding	788,000	788,000

The GNWT Main Estimates for 2017-2018 have already been developed and will go to the Legislative Assembly in February 2017 for final approval. A change in Whatì's population may have impact on the expenses of the Community Government, but there would be no change to the 2017-2018 Community Government Funding provided by the GNWT.

Note: The NWT Bureau of Statistics actually projects a decline in population for Whatì between the 2011 Census (509), projected 2016 (510), 2021 (511), 2026 (507), 2031 (502). The Bureau is not currently factoring in the TASR, and the possibility of regional employment due to resource exploration and development.

Appendix D: Tłıchǵ Government and Whatı Community Government Commitments

The Tłıchǵ Government and Community Government of Whatı have reviewed the outcomes of two research studies, and met on an ongoing basis with the Department of Transportation to discuss how to monitor and mitigate effects from the proposed all weather road to Whatı. The following mitigations have been reviewed and accepted by the leadership of both the Tłıchǵ Government and Community Government of Whatı. This commitments list has been authorized by the Whatı Community Government and Tłıchǵ Government as commitments to manage impacts and maximize the benefits of the proposed all weather road.

MOTION #: 2015-018

Moved by Councilors Sonny Zoe, seconded by Councilor Jimmy Rabesca, that Council note for the record that Administration reviewed the effects of an All-Season Road as outlined in the DRAFT *Tłıchǵ Government and Community Government of Whatı Commitments* report as submitted to Council on February 16, 2015, and have accepted the report and proposed mitigations.

CARRIED

The Tłıchǵ governments are in favour of the all season road as it will:

- create year-round employment for maintenance for 6 to 8 people
- enable more business in Whatı to be feasible, also assisting in employment
- enable the cost of living in Whatı to be reduced because currently people have to fly anything in or fly out for services.

Community Safety

Our goal is to strengthen community security and safety through resilient policing, policies and programs.

- 1) The Community Government of Whatı is investigating two options to strengthen community security: Community Bylaw Officer and the Aboriginal Policing Program. This is an issue that needs to be addressed jointly by the Tłıchǵ Government and the Community Government of Whatı, as well as other supportive agencies.
- 2) There is a need to provide on-the-land treatment for substance abusers, using the healing-power of the elders and the land. This is a social issue that needs to be addressed collectively, and one recommendation is to introduce the Nishi Program by accessing a variety of funding sources. In most cases, social issues are “community issues” that at the very least require community input into the solution. TCSA should be viewed for a tool or an organization that has resources to help communities.
- 3) There is currently an alcohol prohibition in place in Whatı. Annually, TCSA, the RCMP and the GNWT allocates a large sum to prohibition enforcement and responding to the negative impacts which are most often ineffective. The Community Government of Whatı would like to review the possibility of revisiting the prohibition ban, in favour of more proactive resilience strategies for managing alcohol and drug consumption in the community.

Economic Development

Our goal is to strengthen community economic development through programs and resources.

- 4) The need has been shown for increased business acumen for local entrepreneurs, in order to maximize local procurement opportunities from the road and mine. The Tłıchq Government currently maintains Economic Development Officers (EDO) in the communities who assist Tłıchq residents in establishing their own businesses. It may create a larger benefit for the Tłıchq Government to redirect each local EDO to focus on local economic development issues.

Community Preparedness

Our goal is to prepare the community of Whatì for road development through programs, intergovernmental coordination and provision of resources.

- 5) The Community Government of Whatì has an active Community Emergency Management Plan and completes regular training and exercises of staff, Council, and various community members. In 2014, the relevance of this training and preparedness was graphically demonstrated as wildland fires came within 5 km of the community.
- 6) The Community Government of Whatì is an active supporter of a local Inter-Agency Committee which includes the RCMP, Health, various TCSA agencies, and the Tłıchq Government. Whatì Inter-Agency responds to issues related to community preparedness. Issues such as emergency response, social programs, and the community & lands concerns are all brought to this monthly forum. Reasonable discussions about costs, liabilities and insurance will need to be addressed at this forum. Both parties commit to continuing this community forum in order to coordinate among agencies.
- 7) The Community Government of Whatì commits to clear and ongoing communication with citizens in the region, using appropriate means. These may include posters, door-to-door mail-outs, newsletters, as well as public meetings.
- 8) Housing stock and condition is an ongoing barrier to community well-being and preparedness. There is insufficient information on housing and the barriers, but key issues to investigate include income support, home ownership, property management, and local organization, as well as financing. A Local Housing Organization (LHO) is being established in Whatì, and the Tłıchq Government has signed a MOU with the GNWT on Housing, forming the Working Group – Housing.
- 9) There is a need for locally agreed-upon goals and plans for Community Well-Being. The Whatì Inter-Agency Committee should develop a small set of community based goals of resilience. As an example: A number of local gardens, and the support of a community garden, could be an example, with goals set for 2020 and 2025. The Community Government of Whatì commits to forming a small set of community goals during the 2015 Strategic Planning process (March 6 & 7), and then monitoring progress towards goals over-time.

Governance

Our goal is to prepare the citizens and governments for road development through development of predictable regulations, policies and support of services.

- 10) To ensure effective management, the TG will investigate the need for regulations and policies to manage the construction of cabins and design of hunting, trapping, and fishing in the area, in order to minimize impacts on local animal populations. The Tłıchǫ Government and the GNWT commit to work together to provide clear guidance on this topic.
- 11) The Tłıchǫ Government will develop mineral policy for Tłıchǫ Lands, so that there is clear and predictable regulation in the region.

TCSA

Our goal is to provide the communities with greater awareness and education tools on health related issues affecting our communities.

- 12) The Tłıchǫ Community Services Agency commits to providing more information for local health nurses on a range of health issues, such as sexually transmitted infections, among other issues.

Municipal Collaboration

Our goal is to promote ongoing collaboration between municipal governments through in order to best deal with changes, challenges and impacts in our communities.

- 13) There will be annual coordination between the Councils of Whatì and Behchokò to ensure that any changes and impacts are being collectively considered, addressed and managed.