

# **Championing Well-Being in Yellowknife:**

## **City of Yellowknife Social Plan**

**Final Report**

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## **Executive Summary**

The City of Yellowknife acknowledges its responsibility for the well-being of local citizens. In 1998, the City chose not to take responsibility for health and social service delivery but it does actively participate in the resolution of social issues through its work as a coordinator, partner, leader, researcher, planner, and advocate on such social issues as housing, policing, and youth.

A social plan is one tool that Canadian municipalities use to articulate community social goals and define municipal social responsibility. The City contracted Lutra Associates Ltd. and the Social Planning and Research Council of BC to prepare the City of Yellowknife Social Plan. The Plan is based on conversations with local social agencies and citizens, and an analysis of social issues and responsibilities.

Social issues have been raised in citizen surveys for almost a decade. Citizen's social concerns are reflected in the 12 priority issues identified by the City for inclusion in its first social plan.

### **Crime and Public Safety**

Violent and property crime rates in public and private spaces are sources of public safety concern. These concerns are exacerbated by poor access to public washrooms and telephones and lack of care for some public spaces. Drugs and alcohol are significant factors in high crime rates and public safety issues in the city.

All levels of government share responsibilities for crime and public safety. The City of Yellowknife's mandate for public safety is expressed in a range of bylaws related to the core functions of municipal government. Within its mandate, the City has engaged in crime and public safety issues through its support for Citizens on Patrol (COPS), downtown planning, the Yellowknife Wellness Coalition, and the Yellowknife Area Policing Advisory Committee. Many social agencies and citizens describe the City as a good partner with the capacity to coordinate, facilitate, and bring various players together to address crime and public safety issues.

### **Housing**

Yellowknife lacks sufficient social and affordable housing and has a large population in need of adequate and appropriate shelter. Senior levels of

government have policy responsibilities for shelter. Working with the 15 member agencies of the Yellowknife Homelessness Coalition, the City of Yellowknife has contributed to steady progress to address shelter issues. Further, the City is developing an affordable housing strategy. Its facilitating and coordinating role with the Coalition is a model for other social endeavours.

### **Substance Abuse Issues**

Alcohol and drug (ab)use are linked to a host of social issues. Substance abuse is particularly visible among people who are homeless but it is not exclusive to this population. The City of Yellowknife has limited responsibility for responding to substance abuse issues, particularly the dearth of facilities and services. The City can play a key role in bringing the various players together to coordinate responses to substance abuse issues.

### **Health and Well-being**

Crime, addictions, and basic food and shelter issues often mask mental health problems. These issues also contribute to the growing problem of infectious diseases in the city. The City of Yellowknife has no direct responsibilities for health and well-being services but can influence responses through advocacy and support for interagency efforts.

### **Income and Food Security**

The segment (10%) of the local population with annual incomes of \$25,000 or less are most likely to have difficulty securing adequate food and shelter. The City of Yellowknife plays a negligible role in income and food security issues but has an important coordinating and facilitating role in housing. The opportunity exists to improve the effectiveness of the City's housing initiatives through a more holistic approach to positively influencing the determinants of health and well-being, particularly those related to basic needs.

### **Children, Youth and Seniors**

Childcare, a coordinated approach to children and youth initiatives, and a growing seniors population with more diverse needs, are main issues in the city. Although the GNWT has the primary responsibilities for meeting the needs of these populations, the City has an opportunity to play a coordinating and leadership role to ensure that the concerns that put these populations at risk, are addressed.

## **Diversity and Inclusion**

Compared to communities of similar size in Canada, Yellowknife has a very diverse population. The large number of Aboriginal people, members of visible minorities, and persons with disabilities are just three elements of the city's diversity. Facilities, services, and attitudes are among the factors that raise issues about the inclusion and equality of these populations. Governments at all levels have responsibility for engaging all citizens in society and ensuring their equality. The City has a role to play in advocacy for inclusion and equality, hosting regular events that engage citizens, and ensuring that citizens have access to information and do not face other barriers to their participation in the community.

The goal of the City of Yellowknife's social plan is to enhance the welfare of the citizens of Yellowknife or anyone else that uses the services that Yellowknife (whether the City, GNWT, or Federal government) has to offer. The City of Yellowknife Social Plan puts forth 16 recommendations and an action plan to achieve this goal. It recommends that the City:

1. Articulate a vision and principles to guide social well-being within the city and within all municipal government functions.
2. Adopt this first social plan as a 'living document' that is updated regularly to reflect the dynamic local and territorial social environment.
3. Develop a framework to guide social plan monitoring and evaluation.
4. Actively promote its role in social issues internally among municipal leaders and employees, and externally to other levels of government, voluntary organizations, businesses, and citizens.
5. Develop, consistently apply, and monitor the implementation of a 'social lens' to municipal activities and decision-making processes.
6. Follow the successful models developed through the Community Energy Plan and the Homelessness Coalition when implementing the City of Yellowknife Social Plan.
7. Reflect an integrated response to social responsibility in all municipal government departments and divisions.

8. Coordinate with other levels of government, business, and voluntary agencies to take immediate and concrete action to increase the availability and accessibility of public washrooms and public telephones, particularly in the downtown core.

9. Facilitate collaborative community efforts to:

- create day-time drop-in facilities for persons on the street;
- undertake concrete action on mental health issues;
- move forward on youth issues; and
- engender civic pride among diverse populations in the city.

10. Champion the establishment of, and actively participate in a Yellowknife interagency social council to bring social initiatives, agencies, and committees together to collaborate on integrated responses to existing and emerging social issues in the city.

11. Encourage and facilitate information sharing among social agencies participating in a Yellowknife interagency social council.

12. Articulate and communicate the role of a Yellowknife interagency social council as a clearinghouse for social information and solutions.

13. Regularly bring citizens together to engage in conversations on social issues.

14. Actively engage citizens in regular events, programs, and services that promote and celebrate diversity and inclusion of all citizens.

15. Work with community agencies to address gaps in volunteer support services.

16. Monitor citizen awareness of social issues and their satisfaction with the City of Yellowknife's engagement on these issues.

## 1. Introduction

Social issues and challenges affect every community, and solutions are rarely simple or easy. Although responsibility for addressing social problems lies with every level of government, all social challenges occur at the community level. Therefore, it is essential for municipalities such as Yellowknife to develop and build strategies for addressing local social issues. In doing so, it becomes possible for Yellowknife to identify the options, tools, and steps required for the municipality to have a positive, effective impact on the community. At the same time, a social plan can help articulate the role of all governments and local groups in addressing the challenges facing the community. The City of Yellowknife Social Plan identifies key steps and options for the community to help address local social challenges.

The City of Yellowknife acknowledges its responsibility for the well-being of local citizens. This responsibility is expressed in one of the City Council's goals for 2007-2009, specifically to achieve a safe, healthy, and inclusive community.<sup>1</sup> Its social responsibility has also been expressed in recent partnerships, coordination, planning, and advocacy activities to address issues of homelessness, crime, public safety, and youth.

For at least two decades, a population health policy framework has guided public responses to human health and social well-being in Canada. The population health approach considers the dynamic interplay of a broad range of determinants of human health and social well-being. Population health determinants include income, social status, housing, social support networks, education, employment, working conditions, physical environment, biology and genetic endowment, personal health practices, coping skills, sense of place and identity, child development, social and health services, and culture. The

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<sup>1</sup> [http://www.yellowknife.ca/City\\_Hall/City\\_Council/Council\\_Goals\\_Objectives\\_-\\_2007\\_to\\_2009.html](http://www.yellowknife.ca/City_Hall/City_Council/Council_Goals_Objectives_-_2007_to_2009.html)

population health approach spreads the responsibility for human health and social well-being throughout the public, private, and voluntary sectors and among citizens themselves.

Municipal and community Aboriginal governments across Canada have played a large role in social well-being for decades. In the 1990s, as senior levels of government began to step back from social responsibilities, municipal roles expanded to include delivery of social programs and services such as social assistance/welfare, housing, and policing. Social program delivery was added to long held municipal responsibilities for public infrastructure, land use, and recreation and leisure services. In the Northwest Territories (NWT), municipal and community Aboriginal governments have considerable experience discharging responsibilities for social programs and services.

In 1998, the City of Yellowknife chose not to take on responsibility for health and social services delivery in the community. The reasons for this decision were mainly related to potential financial risks, higher costs to taxpayers, and legal risks and liabilities.<sup>2</sup> Rather than direct service delivery, the City has become more active on social issues through its work as coordinator, partner, leader, researcher, planner, and advocate on such social issues as housing, policing, and youth. For example, the City functions as the legal entity for the Yellowknife Homelessness Coalition, supports the Yellowknife Wellness Coalition and the Yellowknife Area Police Advisory Committee, offsets facility costs for the SideDoor Youth Ministries, and engages in partnerships with businesses and others to develop recreation facilities. The City of Yellowknife's approach to social issues is increasingly common among municipal governments across the country.

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<sup>2</sup> *Feasibility Study Respecting the Transfer of Responsibility for Health and Social Services to the Corporation of the City of Yellowknife*. July 1998.



In the past decade, several municipal governments have opted to relinquish social program delivery responsibilities in favour of roles that engage other levels of governments, private business, and voluntary sector groups in social issues (Torjman et al. 2003). This trend is propelled by the range and complexity of urban social issues, limited fiscal capacity, and dynamic citizen needs and expectations. The role of municipal governments as social champions, advocates, partners, investors, brokers, and role models requires municipalities to build on community strengths. One of these strengths is commonly defined as 'social capital', or the relationships, networks, and norms that exist in the community. The City of Yellowknife's efforts on social issues in recent years also rely heavily on social capital.

A social plan is one tool that Canadian municipalities use to articulate community social goals and define municipal social responsibilities. In British Columbia, the Social Planning and Research Council (SPARC) has worked with several municipalities to develop action oriented social plans.<sup>3</sup> These plans consider a broad range of social determinants but give priority to social issues where there are unmet needs and gaps in responses, and where the municipality can have a strong role in helping to address those gaps. Typically, municipal social plans in BC focus on housing, safety and security, poverty, employment and income, community life, and education.

Municipalities have approached social planning processes in different ways in order to fit the specific goals and needs of their community. For example, Edmonton's social plan is comprised of a series of reports on children, families, crime and victimization, new Canadians and visible minorities, people with disabilities, and youth and young adults. Each report articulates municipal

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<sup>3</sup> Selected BC municipal social plans are described in the 2008 *City of Kamloops Social Plan*. Plans referenced in the document deal with social issues in Surrey, Nanaimo, Kamloops, Prince George, North Vancouver and Kelowna. Municipal social plans also exist in many other BC municipalities including Dawson Creek, Langley, and Abbotsford.

initiatives.<sup>4</sup> The Town of Penhold in Alberta designed its 2007 social development plan as a community rather than as a municipal government document, to be used by all groups and organizations in strategic and event planning. Other municipalities have developed social plans as part of community sustainability initiatives as is the case in the Town of Carstairs and Town of Claresholm in Alberta.<sup>5</sup> The City of Ottawa's social plan is linked to growth management plans on the environment, economy, arts, and heritage.<sup>6</sup> In other municipalities, particularly those participating in the Vibrant Communities initiative<sup>7</sup> over the past decade, municipal social initiatives seek to address basic needs, ensure inclusion, and promote learning for all through a focus on poverty reduction (Torjman et al.). Rather than a social plan, the City of Medicine Hat adopted a social policy statement to guide the work of its Social Development Department to enhance the well-being of individuals, families, and the community.<sup>8</sup>

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<sup>4</sup> [http://www.edmonton.ca/city\\_government/city\\_organization/edmonton-social-plan.aspx](http://www.edmonton.ca/city_government/city_organization/edmonton-social-plan.aspx)

<sup>5</sup> <http://www.carstairssustainability.ca/plan.html> and

[http://www.townofclaresholm.com/PDF/Town of Claresholm Municipal Sustainability Plan \(FEB 2008\).pdf](http://www.townofclaresholm.com/PDF/Town_of_Claresholm_Municipal_Sustainability_Plan_(FEB_2008).pdf)

<sup>6</sup> [http://ottawa.ca/city\\_services/planningzoning/2020/hs/pdf/hsp.pdf](http://ottawa.ca/city_services/planningzoning/2020/hs/pdf/hsp.pdf)

<sup>7</sup> The Vibrant Communities initiative was a four-year national effort to explore promising local solutions to reduce poverty. The initiative was funded by the federal government and philanthropic foundations and involved 14 cities including Kitchener, Edmonton, Hamilton, Saskatoon, and Ottawa.

<sup>8</sup> <http://www.medicinehat.ca/City%20Government/Departments/Community%20Development/Social%20Development/index.asp>

## 2. The Yellowknife Social Plan

### 2.1 Planning Requirements

In January 2009, the City of Yellowknife contracted with Lutra Associates Ltd., of Yellowknife, and the Social Planning and Research Council of British Columbia (SPARC BC) to prepare a community social plan. The goal of the City of Yellowknife's social plan is *"to enhance the welfare of the citizens of Yellowknife or anyone else that uses the services that Yellowknife (whether the City, GNWT, or Federal government) has to offer."*

The social plan:

- summarizes key social issues and conditions.
- inventories services and programs by government and non-government agency responsibility.
- evaluates service gaps and concerns.
- recommends a process for coordinated action to address gaps in social services and concerns.
- suggests a results-oriented action plan with time lines, to work toward possible solutions to social services gaps and concerns.

The social plan considers key social elements, specifically:

- |                          |                          |
|--------------------------|--------------------------|
| -crime and public safety | -homelessness            |
| -substance abuse         | -children and youth      |
| -seniors                 | -ethnic diversity        |
| -process                 | -public education        |
| -accessibility           | -organizational capacity |

The Yellowknife Social Plan was developed through:

- a literature and media review.

- a summary of key issues, responsibilities, and planning questions (Appendix A) which was used to guide focus group discussions and conversations at a public forum. The discussion guide was based on a scan of social issues and responses (Appendix B) and an inventory of social responsibilities (Appendix C).
- a focus group with key agencies to discuss the social plan and social issues in the community.<sup>9</sup> Follow-up interviews were conducted with organizations unable to participate in the focus group to get their input on the documents distributed.<sup>10</sup>
- short interviews with a small number of agencies to collect inventory information.
- a public forum to explore social issues and responsibilities summarized in Appendix A. About 60 community members and City officials attended the forum.
- written input from a small number of individuals and organizations unable to attend the key agency focus group or public forum.

## 2.2 Limitations

The scope of the planning process was shaped by the terms of reference and resources allocated to the project. While social issues and challenges are significant in all communities, the resources to address these issues are always finite. Significant effort was expended, within the constraints of the resources available, to ensure maximum participation in the planning process. There were, however, concerns expressed by some citizens about the scope of the project, and

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<sup>9</sup> The focus group used the documents attached in appendices A, B, and C for reference. These documents were provided to key social agencies prior to the focus group session.

<sup>10</sup> Key agencies invited to participate in the focus group were: YWCA Yellowknife, Tree of Peace Friendship Centre, Yellowknife Seniors' Society, SideDoor Youth Ministries, Yellowknife Health and Social Services Authority, RCMP, John Howard Society, Yellowknife Housing Authority, the City of Yellowknife, Salvation Army, Centre for Northern Families, and the Yellowknives Dene First Nation. All agencies participated in the focus group except the Salvation Army, Centre for Northern Families, and the Yellowknives Dene First Nation.

the social issues that this plan was not able to address. With these concerns in mind, the planning team has drawn heavily on in-house social development and social planning experience, and relevant materials available in the NWT and elsewhere in Canada, to develop a social plan that can address quality of life issues in Yellowknife in a practical way.

The terms of reference for the social plan identified 12 priority social issues that should be addressed. The City of Yellowknife Social Plan focuses on these priority social issues, and the role that the City can play to address them. While a broad range of social determinants influence well-being, the City of Yellowknife like all municipalities, has finite resources and a defined mandate that limits the extent to which it can respond to the full range of social issues that exist in the city. The planning team is cognizant of the complex and dynamic nature of the many determinants of social well-being and the constraints facing the City. As such, the team has responded to the terms of reference with concrete recommendations for action on priority issues while providing opportunities for open dialogue on a broader range of issues impacting the social well-being of Yellowknife residents.

### **3. The Planning Context**

#### **3.1. Socio-Economic Context**

Yellowknife is the capital and only city in the Northwest Territories (NWT). Its 19,000 residents comprise 45% of the territorial population. As the largest community in the NWT, the city is the hub of northern government, business, services, and transportation. The Government of the NWT (GNWT) is headquartered in Yellowknife along with the northern offices of three multi-national diamond mining companies and a host of non-government and business organizations that serve local and territorial residents.

The 2007 annual report of the Yellowknife Women's Society and Centre for Northern Families estimates that Yellowknife has 160 cultural groups. The 2006 Canada Census reports that more than one-fifth (22%) of Yellowknife's population are persons of Aboriginal ancestry, which includes the First Nation community of Ndilo (estimated pop. 150) located within city boundaries. The city has the largest and most diverse Aboriginal population of any urban centre in the NWT, with members coming from all parts of the north and from southern Canada. The city's Aboriginal population may speak one or more of the NWT's nine official Aboriginal languages.

Approximately 12% of Yellowknifers were born outside of Canada and almost one-quarter (24%) of this population arrived in the city between 2001-2006. The mother tongue of 14% of Yellowknifers is neither English nor French. Tagalog, Vietnamese, Chinese, Serbian, German, Arabic, Slovak, and Dutch are among the other languages often spoken in Yellowknife homes. An estimated 10% of Yellowknife's population are members of visible minorities, with the Filipino population making up 3.1% of this population.

The NWT Bureau of Statistics' recent profile of Yellowknife shows that there are large gaps in the economic circumstances of Yellowknifers. The average personal income is \$57,246, higher than the Canadian average. About 78% of Yellowknife families have an income of more than \$60,000 but about 9% have incomes of less than \$25,000. While Yellowknife has an unemployment rate that is lower than the national average and the lowest (6%) in the NWT, about 16% of working age adults are not in the labour force and an estimated 3% receive income support monthly. The overall cost of living in Yellowknife is 17% higher than in Edmonton, however some daily living expenses are much higher. Affordable housing and homelessness are significant concerns as are the rates of violent and property crime. While older and younger Yellowknifers make up less than half the population,<sup>11</sup> many local agencies worry about the impact of housing costs and crime on these and other vulnerable members of the community.

Yellowknife has a well-educated and mobile population. Over 80% of working age Yellowknifers have achieved some sort of certificate, diploma, or degree. The main sources of employment for Yellowknifers are the three diamond mines operating north-east of the city, a large retail and service sector, government and other public services, and non-profit, voluntary agencies. Skilled and unskilled labour shortages are a chronic problem, particularly among smaller employers who have difficulty competing with wage and benefit packages offered by resource industries.

Over its 75-year history, the focus of economic activity within the city has shifted from gold mines to government to diamond mines. Social conditions have shifted with changes in economic activity. Over the past decade, the boom economy associated with diamond mining has contributed to greater ethnic

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<sup>11</sup> The 2006 Census shows that 37% are younger than 24 years of age and 5 % are 60 or more years of age.

diversity and more wealth. It has also brought more crime, public safety concerns, homelessness, and substance abuse. The current slow-down in the economy is likely to bring new social and economic challenges in the coming years.

### **3.2 Socio-Political Context**

Yellowknife is a unique northern community by virtue of its role as the capital of the NWT, its diverse population, and varied social, political, and economic services and infrastructure. The city's distinctive character creates both socio-political opportunities and challenges.

Few cities the size of Yellowknife can boast of such diversity among its residents. The diversity of Yellowknife's population is one of its greatest opportunities and biggest challenges. The city is attractive for the diversity of cultures, lifestyles, and perspectives within its boundaries. New, longer term, and indigenous residents bring a wide range of skills and knowledge that may be applied to a host of endeavours including leadership within the community. However, Aboriginal residents and members of visible minorities often cite exclusion as a main concern, particularly with respect to decisions about, and access to the programs and services that they rely on.

Yellowknife is a magnet community for persons throughout the NWT and some regions of Nunavut seeking a range of services. Travel to the city brings investment but also places stress on social programs and services with limited capacity. Visitors who stay in the city without stable housing options or the capacity to meet basic needs create other challenges.

With the largest Aboriginal population in a territory where half the population has Aboriginal ancestry, Yellowknife has tremendous opportunities to connect with and work with Aboriginal governments and institutions to achieve common



goals. However, it can be challenging to build and sustain relationships with Aboriginal organizations within the city, in nearby Yellowknives Dene First Nation communities, and elsewhere in the NWT. One view held within the GNWT is that Yellowknife has adequate services and shouldn't compete for scarce federal and territorial resources with the 32 other NWT communities that have significant needs. Such thinking makes it more difficult for Yellowknife to establish productive relationships with other groups. The north's colonial history also influences Aboriginal and non-Aboriginal relationships today.

### **3.3 Municipal Government**

In 1970, Yellowknife became the NWT's first and only city. Eight councillors and a full-time mayor are elected every three years to govern the city.<sup>12</sup> Elected leaders are supported by 173.5 permanent and 19 part-time/casual positions spread over six departments and 16 divisions. In addition to city administration that includes human resources, legal services, corporate planning and Council services, the six departments are organized to discharge the following mandates.

1. Community Services fosters a sense of community and community spirit through the delivery of recreation, leisure, facility, and consultation services.
2. Corporate Services undertakes financial and tax assessment, budget and financial reporting, purchasing and risk management, and information technology.
3. Public Works and Engineering carries out operations and maintenance programs associated with the delivery of basic municipal services and capital works programs.
4. Public Safety is responsible for emergency services (fire and ambulance), enforcement (municipal enforcement), homelessness coalition activities, and emergency preparedness.

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<sup>12</sup> The next municipal election is October 2009.

5. Planning and Development oversees land administration, issuance of development and building permits, application of the Zoning By-law and the long range strategic growth, development, and design of the City.
6. Economic Development supports initiatives and partnerships that contribute to the economy, encourage investment, and encourage business and individuals to join the Yellowknife community.

Social issues may be addressed within the responsibilities of each department, for example, when approving or implementing by-laws, promoting economic development, offering community recreation programs, or granting funds to community groups. The City is the only NWT community to spend 2% of its annual budget on grants and tax incentives to community organizations, the maximum allowed under the *NWT City, Towns, and Villages Act*. This year the City spent \$89,800 on grants to 18 community groups and \$340,000 in core funding to 15 groups.<sup>13</sup>

The City of Yellowknife undertakes a wide range of planning functions, some of which are required by NWT legislation. Planning documents include the:

- General Plan
- Capital Improvement Plan
- Financial Plan
- Department-specific plans
- Initiative-specific plans such as the 2002 Downtown Plan, 2006 Community Energy Plan, and Smart Growth Redevelopment Plan (under development).

The City also participates in a host of local and territorial planning processes to advance community goals and objectives.

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<sup>13</sup> Groups receiving core funding were: Yellowknife Seniors' Society, Northern Arts and Culture Centre, Canadian Championship Dog Derby, Caribou Carnival, Folk on the Rocks, Festival of the Midnight Sun, SideDoor Youth Ministries, Float Plane Fly-in/Air Show, Yellowknife Association for Community Living, Special Olympics, NWT Council of Persons with Disabilities, Yellowknife Ski Club, St. John Ambulance, Yellowknife Playgroup, and Ecology North.

## 4. Social Issues and Responses

Social issues in Yellowknife are widely recognized and documented. Yellowknife citizens have expressed concerns about social issues for almost a decade through citizen surveys. Many of the concerns raised in citizen surveys are corroborated in government statistics, social research, and media reports.<sup>14</sup> These concerns and issues were confirmed in conversations with social agencies and citizens involved in this planning process.

### 4.1 Yellowknife Citizen Surveys

Since 2001 the City of Yellowknife has conducted annual citizen satisfaction surveys. In these surveys, Yellowknifers tend to give a positive rating to the quality of life in the city. Still, fewer citizens were satisfied with the quality of life in 2003 than in 2001. The main sources of dissatisfaction were related to infrastructure, specifically the library and neighbourhood parks. In 2004, citizens were very satisfied with their quality of life and three of every ten felt that it had improved over the past three years. The findings of the 2004 survey indicated that *“residents’ explanations for saying the quality of life in Yellowknife has either improved or worsened at least partially reflects the split between those who feel they have benefited from (mining/resource) development and those who feel development has had a detrimental impact on their quality of life”* (p. 3). The smaller portion (16%) of citizens who felt their quality of life had worsened linked the decline to increases in crime, vandalism, drug and alcohol (ab)use, and cost of living, and the fast pace of economic development. In subsequent citizen satisfaction surveys between 2005-2008, similar issues were cited as reasons for a decline in quality of life.

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<sup>14</sup> A scan of social concerns and responses is attached in Appendix B.

Citizen surveys between 2005-2008 queried residents about issues facing the city.

- In 2005, 45% of Yellowknifers mentioned a social issue either as the first or second issue needing the attention of local leaders. Social issues of particular concern were drug and alcohol abuse and housing, particularly affordable housing.
- In 2006, 39% of Yellowknifers identified social issues as the most important issue facing the community, particularly housing/affordable housing, drug and alcohol abuse, and poverty/homelessness.
- Forty percent of Yellowknifers surveyed in 2007 identified social issues as being most in need of local leaders' attention. As in 2006, citizens continued to demand solutions to drug and alcohol abuse, housing/affordable housing, poverty and homelessness.
- The 2008 survey reported a downward trend in quality of life since 2004 largely due to the cost of living, drugs, alcohol abuse, homelessness, and crime. The most important social issues facing the city were identified as poverty/homelessness, drug and alcohol abuse, and housing/affordable housing. The survey found that while crime "is contributing to perceptions of a worsening quality of life, it is not yet as large a concern as other issues facing the community" (p.10).

#### **4.2 Research and Perceptions of Social Issues**

The planning team focused on the 12 social issues identified in the terms of reference for the City of Yellowknife Social Plan. The following discussion of these issues is based on statistical data, planning, and research documents, media reports, and input from key Yellowknife social agencies and a public forum. Each of these issues is connected to other issues discussed in this document as well as to other determinants of social well-being that were not included in the terms of reference for this planning project.

## **Crime and Public Safety Issues**

Between 2004-2007, an average of 607 Yellowknife adults were charged each year with criminal code offences (e.g. violent and property crime) and violations of other federal statutes (e.g. drugs).<sup>15</sup> Yellowknife's crime rate is more than four times greater than the Canadian average. Violent and property crime rates in both public and private spaces are cause for citizens' concern about their safety and their ability to enjoy life in the city. Even though crime levels peaked in 2003-04 and crime and vandalism were less likely to be named as reasons for a decline in quality of life since 2006, crime rates continue to be high and incidents of vandalism frequent.

A booming, industrial economy over the past 10-15 years, driven by the diamond mines, has generated new wealth and lifestyles that contribute to illegal activities including a thriving drug trade. Drugs have been identified as a contributing factor in murders, shootings, violent sexual assaults of women, fights in local bars, violent home invasions, theft, vandalism, and prostitution. Alcohol is a significant factor in accidents and injuries. Widespread alcohol and drug abuse in public spaces creates fear, distrust, and vulnerability among citizens. Poor access to public washrooms and public telephones, and inadequate lighting, litter, and lack of care of some public spaces are other factors that contribute to concerns about personal safety in public places.

Crime and public safety have been issues in Yellowknife for decades. These issues have become more severe in the last decade, prompting Yellowknifers to become quite vocal about their concerns. Citizens have asked City leaders and the RCMP to take action on crime, particularly drug related crime. They have called for a more visible police presence on the street so they can feel safe walking on trails, in the downtown area, or allowing unescorted children to use the library or shopping malls. Citizens say they want more public washrooms

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<sup>15</sup> [http://www.stats.gov.nt.ca/Statinfo/Justice/Police\\_Reported\\_Crime.html](http://www.stats.gov.nt.ca/Statinfo/Justice/Police_Reported_Crime.html)

and public telephones to address urgent public health, safety, and human dignity issues arising from the dearth of these services. They also advocate for City leaders, the RCMP, and social agencies to work together to build a safe community and adapt models from elsewhere in the world to diminish crime and public safety issues. Citizens have also called for efforts to revitalize the downtown core in consideration of the needs of local residents and others in the city. They say that more housing and more pedestrian traffic in the downtown core are two ways to address crime and public safety concerns.

#### *Current Responses*

Yellowknife citizens have taken individual and collective action, sometimes in collaboration with the City of Yellowknife to respond to crime and public safety issues. Citizens have organized to clean up litter in public spaces in the downtown core. They have volunteered their time to provide advice and patrol the streets as members of Citizens on Patrol (COPs). Like annual events such as Caribou Carnival that build social capital, COPS suffers from a lack of volunteers and the volunteer training and coordination necessary to sustain it.

The RCMP has responded to the need for action on crime and public safety through more policing initiatives such as greater visibility on the street, the establishment of a crime reduction unit, delivery of crime prevention programs, and participation in committees and other collaborative arrangements with community agencies. Although the RCMP has pursued more active community policing and crime prevention programs, media reports and participants in the social planning process say that these efforts are not always as intensive, sustained, or regular as citizens would like.

The City of Yellowknife's response to crime and safety issues has taken several forms. In 2002, the City approved the Downtown Plan. The Plan seeks to recreate the downtown as a northern urban neighbourhood – a place to live, work, shop and play. The Plan identifies a variety of actions to support implementation

including the establishment of a steering-advisory committee, zoning, tax-back grants, waiving development or building fees, re-channelling revenues from facilities and licences to downtown improvements, public washroom facilities, and support for special events.

The City was instrumental in establishing the Yellowknife Wellness Coalition and the Yellowknife Area Policing Advisory Committee. It contributed gas money to COPS volunteers patrolling the street, provided recommendations and by-law officer support to the RCMP, sought federal funding, commissioned research, and undertook preliminary work on public washroom issues, and advocated to Northwestel for the installation of public and emergency phones. The influence and public awareness of initiatives such as the Yellowknife Area Policing Advisory Committee, more proactive community policing, or crime prevention programs have not yet been assessed. The Wellness Coalition has not met for some time.

### **Housing Issues**

Yellowknife's housing is expensive, if it is available at all. The variety and size of housing for sale is limited. In 2008, the average house resale value was \$318,000. The apartment vacancy rate hovers around 1%. A two-bedroom apartment rents for about \$1,400. One property owner dominates the private apartment/multi-family rental market.

The limited pool of social, transitional, and emergency housing tends to operate at capacity, often with extensive waiting lists. Over the last decade, use of one emergency shelter in the city has tripled. Another emergency shelter often operates beyond capacity and has several long-term occupants with no other opportunities for shelter. The one shelter available to house women and young children experiencing violence has had to refuse admission because it was full.

Recent media reports suggest that as many as 5% of Yellowknifers may experience homelessness. Much of the homelessness may be hidden or relative<sup>16</sup> in nature. Women and youth are particularly vulnerable to lack of emergency, transitional, and affordable and appropriate housing. There may be as many as 500 women and 200 youth who are homeless in Yellowknife. Inuit women make up a significant number of the homeless women in Yellowknife. While Yellowknife has emergency housing for youth, this population has no access to transitional housing.

### *Current Responses*

Governments and voluntary organizations are well aware of the central role of housing in human safety, security, and well-being, and the linkages between shelter and such social issues as crime, substance abuse, poverty, and mental health. For more than five years, government and voluntary organizations have worked together through the Yellowknife Homelessness Coalition to address shelter issues.<sup>17</sup> The Coalition developed a community plan, hired a coordinator, and is making progress on emergency and transitional housing issues. The Coalition's work led to the construction of Bailey House, a 32 unit transitional shelter for men. The Coalition also supported other housing initiatives including the establishment of an overnight youth emergency shelter. The City of Yellowknife is the legal entity and flow through agency for the Coalition and the Coalition's coordinator recently became a permanent employee of the City.<sup>18</sup>

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<sup>16</sup> Defined as living spaces that do not meet basic health and safety standards including protection from the elements, security of tenure, personal safety and affordability from Petit et al, 2004 referenced in the YWCA and Yellowknife Women's Society 2007 study on women's homelessness in the NWT.

<sup>17</sup> Members are: Centre for Northern Families, YWCA Yellowknife (co-chair), GNWT Justice, Salvation Army, Canadian Mental Health Association, NWT Housing Corp., City of Yellowknife, SideDoor Youth Ministries, Canadian Mortgage and Housing Corp. (co-chair), John Howard Society, Yellowknife Health and Social Services Authority, NWT Education, Culture and Education, NWT Corrections, NWT Community Services, St. Pats Church, and a small number of individuals.

<sup>18</sup> Although a permanent position, the position is federally funded.



The City of Yellowknife is currently developing an affordable housing strategy. The strategy is scheduled for completion in the June 2009. The terms of reference for the strategy suggests that it could make policy recommendations on land assembly, zoning, funding, and partnerships as ways to address affordable housing issues in the city.

An estimated \$8 million<sup>19</sup> of the \$50 million federal government commitment to social housing in the NWT in 2009 will be available to Yellowknife. These new funds may provide more opportunities to address social housing issues. The funds will be targeted at planning, replacement, repairs, and renovation of social housing units including those held by the North Slave Housing Corporation and NWT Community Services (Northern United Place). Social housing units that are replaced may be offered for sale to allow higher income social housing residents to move into relatively affordable private housing.<sup>20</sup>

Social agencies advocate for affordable housing in all neighbourhoods so lower income families are integrated and included in the city rather than marginalized through ghettoization. Social agencies also advocate for ways to monitor vacancy rates and housing access issues (e.g. housing costs relative to income and employment). Citizens have responded to the crisis in affordable and appropriate housing in Yellowknife through the formation of a Yellowknife Tenants Association.<sup>21</sup>

### **Substance Abuse Issues**

Alcohol and drug (ab)use are linked to a host of other social issues, including mental illness. The extent of drug and alcohol problems in Yellowknife is evidenced in crime rates, the high visibility of public intoxication, drug use and trafficking, and consumption statistics. Each year, public intoxication in

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<sup>19</sup> Personal communication Andy Tereposky, NWT Housing Corporation

<sup>20</sup> Personal communication, Stephen Pretty, NWT Housing Corporation

<sup>21</sup> <http://www.yellowknifetenantassociation.ca/>

Yellowknife consumes up to 10,000 hours of police time. The pervasiveness of very addictive drugs such as crack-cocaine contributes to unpredictable and often violent behaviours, which are sources of concern for citizens. Drug and alcohol abuse also consumes health care and emergency service funds, and increase demands on social agencies that are already operating at or beyond their capacity. Drug and alcohol abuse is most visible among people who are homeless, however it is not exclusive to this population.

In the absence of local treatment, day-time drop in services, and other specific responses to substance abuse, the John Howard Society has become the de facto daytime drop-in center, offering food, telephone use, and a safe place to rest for people on the street, many of whom have substance abuse issues. The Society estimates that it serves up to 100 people daily. Other voluntary organizations also serve people on the street as they move around the community. These organizations include the Yellowknife Seniors' Society, which operates the Baker Centre, the SideDoor Youth Ministries, and Tree of Peace Friendship Centre. In each case, voluntary organizations are concerned about the risks and liabilities associated with serving a needy population from offices/facilities that are not designed for this purpose. They also say that they do not have adequate staff or financial resources to meet the complex needs of people with substance abuse and/or mental health issues. These agencies are also concerned about the personal safety and risks posed to their clients (e.g. children, youth, and seniors) and a perceived tendency to use simplistic 'band-aid' responses to address the most pressing needs of substance abusers. Citizens participating in the social plan process asserted that 'band-aid' responses may temporarily address the most dire of situations, but they diminish the urgency of governments to meet the needs of people on the street in an effective, long-term manner.

#### *Current Responses*

For several years, citizens, social agencies, and local and territorial politicians have advocated for residential treatment facilities and follow-up services for

Yellowknifers with substance abuse issues. They have also called for a day-time drop-in center for people on the streets who may also have substance abuse issues. Some citizens see the City of Whitehorse's drop-in center as a response that could be successfully replicated in Yellowknife. Yellowknifers participating in the development of this social plan advocate for facilities and services that are inclusive and do not further isolate persons who are already marginalized due to poverty, substance abuse, or mental health issues. Citizens and social agencies alike encourage better coordination of existing initiatives including the programs at the Salvation Army, the Tree of Peace, the RCMP, and the Yellowknife Health and Social Services Authority to address substance (ab)use issues.

Advocacy by the City of Yellowknife, local social agencies, and citizens over the past five years has contributed to privately funded research, which considers applying solutions to substance abuse issues that have been implemented in other jurisdictions. In particular, BHP-Billiton has funded a feasibility study to help Yellowknife better respond to the needs of people on the street for daytime drop-in, food, and counseling. The study builds on exploratory research undertaken by Yellowknife agencies five years ago to investigate municipal responses to substance abuse issues in Anchorage, Alaska. At the time of writing, the BHP-Billiton report had just been released.

In 2006-2007, the GNWT proposed the introduction of the Safer Communities and Neighbourhoods Act as a way to deal with residences where illegal activities (e.g. substance abuse and other undesirable behaviours) had been reported. Comments on the proposed Act from Yellowknife citizens are instructive for ways of moving forward on responses to social issues in Yellowknife. Opposition to the Act was based in large part on concerns that the Act focused on policing and eviction rather than community development and empowerment. The Act was criticized because it:

- promoted a heavy-handed policing approach rather than addressing the root causes of social issues.

- had the potential to violate human rights.
- promoted neighbourhood distrust and fear, and the deterioration of community social fabric including inciting stereotyping of particular groups in society (e.g. youth and new Canadians).
- had the potential to consume resources that could otherwise have been employed in meaningfully addressing community well-being.<sup>22</sup>

### **Health and Well-Being Issues**

Yellowknife, as the capital and hub of the NWT, is a magnet community for individuals and families from throughout the territory and some Nunavut regions, seeking health and social services. The demands on social facilities and services present a growing challenge to service providers, many of which are operating at capacity. Both residents and non-residents may have difficulty accessing services. As a result, individuals fall through cracks in the system and can quickly become lost or marginalized in the city. Persons experiencing mental health issues including post-traumatic stress disorder, suicidal ideation, personality disorders and clinical depression, are among those who are currently under-served. Crime, addictions, and basic food and shelter issues often mask mental health problems, and further complicate responses to persons with these needs.

Infectious diseases are a growing problem in the city. The high rate of sexually transmitted infections including syphilis, HIV, and Hepatitis C, and tuberculosis are linked to intravenous crack cocaine use and homelessness.

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<sup>22</sup> submissions from Yellowknife individuals and agencies including the NWT Human Rights Commission to the GNWT Standing Committee on Social Programs in January 2007 in response to the proposed Bill 7 – Safer Communities and Neighbourhoods Act (SCAN).  
[http://www.assembly.gov.nt.ca/live/documents/documentManagerUpload/07-08-20%20CR%204-15\(6\)%20-%20Report%20on%20Community%20Consultations%20on%20Proposed%20SCAN%20Legislation.pdf](http://www.assembly.gov.nt.ca/live/documents/documentManagerUpload/07-08-20%20CR%204-15(6)%20-%20Report%20on%20Community%20Consultations%20on%20Proposed%20SCAN%20Legislation.pdf)

### *Current Responses*

The Yellowknife Health and Social Services Authority and Stanton Territorial Hospital lead responses to health and well-being needs. In addition to clinic-based and community outreach services, these health organizations work with voluntary groups such as the Salvation Army and Centre for Northern Families to enhance services to hard to reach/serve clients. Individuals and agencies participating in this planning process indicated that the rate of infectious disease and the often hidden and complex nature of mental health issues require collaborative efforts to address these needs. Service providers in the city are aware that current responses to mental health issues are inadequate and represent a critical unmet need in the city.

### **Income and Food Security Issues**

Although the average income in Yellowknife is higher than the Canadian average and more Yellowknifers have more money, the disparities between those who 'have' and 'have not' are more striking than in the past. The segment of the population (about 10%) with annual incomes of less than \$25,000 are likely to feel marginalized and alienated from those (78% of families) with incomes of \$60,000 or more. The high cost of living, particularly for shelter, exacerbates inequalities between low and higher income individuals and families.

About 15% of Yellowknife children live in low income families and 41% of these children are members of single parent families. Families with low income have greater difficulty meeting basic needs, particularly for shelter and food. Food security and nutritional health are growing concerns. Lack of food security is strongly associated with poor health, chronic disease, obesity, and mental health issues including depression and anxiety disorders.

### *Current Responses*

The need to address cost of living issues has been raised in the Legislative Assembly by Yellowknife MLAs. The City of Yellowknife has responded to

these issues with its current affordable housing strategy, through presentations on electricity rates, and by encouraging collective actions among member of the NWT Association of Communities.

Several voluntary organizations including the Yellowknife Food Bank, Food Rescue, Salvation Army, and Centre for Northern Families endeavour to provide food to those in need although some of these supports may not be available daily. Further, the demand for food currently outstrips the capacity of these volunteer efforts.

### **Children, Youth, and Seniors Issues**

Lack of affordable, accessible childcare and early childhood development services impact on the ability of citizens, particularly women, to participate in the community. Childcare may be a particular issue for newcomers without extended networks and relationships in the city.

Young and elderly people make up almost half of the city's population. They have much in common and these commonalities put youth and seniors at risk.

Both age groups:

- Face age discrimination.
- Are often in conflict with working age adults.
- Have to deal with loss.
- May be into 'the drug scene'.
- Have changing bodies.
- Have limited income.
- Are dependent on others.
- Face communication and language barriers.
- Are not taken seriously.
- Are often bored/looking for things to do.
- Sometimes feel alone and unwanted.

- Sometimes feel unsafe.<sup>23</sup>

Not surprisingly, youth issues and behaviours replicate the broader social issues in the city today. For example, high youth crime rates including prostitution, violent acts against persons, property crimes, and drug (ab)use, are particular concerns. Several organizations in the city serve children and youth and engage significant numbers in a diverse array of programming. However, there is no coordinated community response to the needs and issues confronting children and youth.

Seniors are a growing population in Yellowknife. Seniors reflect the changing face of Yellowknife in terms of cultural and ethnic backgrounds, and social and economic conditions. Personal safety in public places, elder abuse, cost of living, housing, and health care availability and costs are main seniors' concerns.

#### *Current Responses*

In 2006, Alternatives North, a voluntary social justice coalition, undertook research into childcare and encouraged the formation of a territorial childcare association. However, neither Alternatives North nor the childcare association have been able to stimulate movement on capacity and systemic issues that currently limit access to affordable, quality early childhood services in Yellowknife.

A youth action plan completed in 2006 provides a framework to address youth related issues in Yellowknife, Ndilo, and Dettah. However, recommended actions to establish a youth council, a coalition of youth-supporting agencies, and a storefront youth resource centre have not been pursued, largely due to lack of resources and community leadership. In the meantime, various disparate activities endeavour to address youth issues in the city. Social agencies working

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<sup>23</sup> adapted from NWT Seniors' Society *Bridges Between the Generations Conference Report*, 2005.

on youth issues say that the lack of visible, focused, and sustained engagement on children and youth issues sends a negative message to young people about their value in the community.

The growing population and diversity of seniors point to a need for new ways to respond to seniors' needs and issues. The Yellowknife Senior's Society reports that it is taxed to the maximum and must find new operating models for activities and events, additional resources, and expanded facilities. The Society is one community group that receives core support through the City of Yellowknife's community grant program. It is appreciative of this support and urges the City to continue its contributions to seniors.

### **Diversity and Inclusion Issues**

Compared to communities of similar size elsewhere in Canada, Yellowknife has an ethnically diverse population. The diverse cultures and perspectives of a multicultural population enrich Yellowknife and also present challenges to achieving inclusion, equality, safety, and security of all residents.

Social agencies in Yellowknife, Ndilo, and Dettah say that Aboriginal people are over-represented in all social issue statistics. For example, even though more than one-fifth of the Yellowknife population has Aboriginal ancestry, often 90%-95% of clients at Yellowknife social and sheltering agencies are Aboriginal. The data are not consistently available to provide quantitative evidence to support these perceptions. Service providers and citizens alike contend that the inordinately high rate of addictions, homelessness, crime, and poverty among Aboriginal citizens are spurred by the interplay of a range of social health determinants which have identity, place, and equality at its roots. This contention is supported in recent literature that points to inequality as the root problem of social issues and a problem for everyone in society, not only for those with very poor socio-economic circumstances (Wilkinson et al. 2009). It is also supported by recent research in Dettah and Ndilo that identifies the importance



of place identity on the well-being of First Nations citizens and the social risks associated with loss of identity (Jardine et. al 2009). Jardine's research stresses the need to recognize the unique social, cultural (including language), and economic-political identity of northern Aboriginal people in social programming.

Visible minorities in Yellowknife, particularly new Canadians with limited English language skills, encounter many difficulties accessing services, ensuring personal safety and security, and feeling comfortable about participating in the community. Currently, there are few ways to welcome, publicly celebrate, and serve the needs of Yellowknife's ethnically diverse population or ensure that all residents participate in, and contribute to the community. New Canadians in Yellowknife see few opportunities to develop a sense of place and belonging in the city. For example, there is no adequate meeting place and few social events designed to help new Canadians meet and interact with other residents to practice English skills, and learn about Yellowknife and community life.

The issues of diversity and inclusion extend beyond the city's ethnic communities to all citizens but have particular poignancy for persons with disabilities. The NWT has high rates of physical, sensory, intellectual and cognitive disabilities. Although current statistical data are unavailable on the number of persons with disabilities in the community, Yellowknife likely has a higher rate of disability due to the availability of programs and services that attract persons with disabilities from elsewhere in the territory. Persons with disability face similar concerns as seniors and members of ethnic communities in terms of getting and using information, and gaining access to programs and services. They also face additional challenges when their disability prevents them from accessing programs/ services and facilities throughout the city.

*"We have to do a better job of including everybody. The progressive community is one that includes everybody."* (social agency focus group participant)

### *Current Responses*

Voluntary organizations respond to the unique needs and interests of Yellowknife's multicultural and disability communities to the extent that financial and human resources allow. For instance, the Centre for Northern Families offers some programming targeting new Canadians and Inuit. The Tree of Peace targets First Nations. Organizations such as the Yellowknife Association for Community Living and NWT Council of Persons with Disabilities encourage the inclusion of persons with disabilities in the community. The changing face of Yellowknife points to a need for more sustained efforts to celebrate and include the cultures and languages of First Nations and new Canadians, and the disability community in all aspects of Yellowknife life.

## **5. Social Responsibilities, Gaps, and Suggested Actions**

The Yellowknife Social Responsibility Inventory in Appendix C lists programs and services by government and non-government agency responsibility. The Inventory is not an exhaustive list of all programs/services or agencies in Yellowknife with social responsibilities. It identifies key social issues and the agencies with primary, secondary, or limited legislative, financial, and implementation responsibilities related to these issues. In several cases, there are overlapping and shared responsibilities and situations where responsibilities are unclear. The Inventory provides a starting point to identify gaps in social services. It does not clearly capture agency capacity, attitudes, or commitment to discharging responsibilities although to some extent, public and agency input has illuminated gaps in these areas. Further, the Inventory does not look at the responsibility that individual citizens have for social issues or the civic pride that can be engendered through citizen engagement and ownership of social issues.

### **Crime and Public Safety Responsibilities**

Governments at all levels hold the resources and authority to address crime and public safety and security issues. The RCMP and the federal and territorial governments have the main responsibilities for the safety and security of citizens and their property. The City of Yellowknife's responsibilities for public safety are delegated by the Government of the NWT through the *NWT Cities, Towns, and Villages Act* and other legislation. These responsibilities are expressed in municipal by-laws for such matters as water and sewage, use of public spaces, operation of all-terrain vehicles and snow machines, ownership and control of dogs, noise, construction, and business operation. With the support of government funding, voluntary organizations provide intervention, intermediary, prevention, and ancillary services to respond to victims or offenders of crime, address the public impacts of crime and safety, or advocate for public safety.

### *Gaps and Suggested Actions*

Coalitions, partnerships, and joint interventions are ways that Yellowknife agencies and volunteers have effectively linked responsibilities to address crime and public safety concerns. Examples are the Yellowknife Wellness Coalition, the interagency protocol on family violence, and community policing and surveillance initiatives such as COPS. Local voluntary and government social agencies also work together to offer shelter from violence, improve responses to family violence, and deliver programming to vulnerable populations. Both government and voluntary organizations have successfully engaged diamond mining companies and other businesses in responding to crime and public safety issues through in-kind project management and research services as well as financial donations.

The time and resource commitment required to maintain the momentum of coalitions and partnerships, and engage and support volunteers deplete the already limited capacity of local government, voluntary agencies, and citizens. As such, they are difficult to sustain. Information sharing and coordination are needed to facilitate the participation of governments and voluntary agencies in coalitions, partnerships and other joint efforts. The City of Yellowknife is perceived by many groups as a good partner with the capacity to coordinate, facilitate, and bring various players together to address crime and public safety issues.

Yellowknifers believe that public safety is clearly within the mandate of the City. They look to the City to take leadership on making the city safe for its residents to live, work, and play. The City can play a leadership role on crime and public safety issues by fostering coordination of efforts and sharpening the focus and effectiveness of crime prevention activities including the prevention of domestic violence. It can heighten the public profile, awareness, and engagement in crime prevention and public safety activities, and regularly monitor and evaluate the impact of crime prevention and public safety initiatives in ways that involve

citizens. Yellowknifers see the City taking immediate action to provide public washrooms and telephones throughout the city as a signal of its commitment to the health, safety, and dignity of all Yellowknifers. They also see opportunities to deploy community by-law officers in more innovative ways to address the need for greater policing presence on Yellowknife streets and revitalize volunteer-based crime prevention and policing coalitions. The demise of Storefront for Voluntary Agencies and Volunteer NWT has left a gap in volunteer recruitment and support. Some citizens see a role for the City in providing volunteer supports to local groups focused on social well-being.

### **Housing Responsibilities**

The City of Yellowknife has responsibility for several elements that influence residential development and enable senior levels of government to fulfill policy-based responsibilities for social and affordable housing. The City has taken on the roles of coordinating, supporting partnerships, and planning to address homelessness and affordable housing issues. It has undertaken this work with senior levels of government and voluntary organizations such as YWCA Yellowknife, the Centre for Northern Families, and the Salvation Army, who are contracted by governments to address various housing needs. It has also worked within its mandate for land management, by, for example, exchanging land to make a site available for the Bailey House transition facility for men.

### *Gaps and Suggested Actions*

The City of Yellowknife has provided support to local social housing initiatives and added capacity and credibility to efforts to address homelessness. It has demonstrated a willingness to use the tools at its disposal such as land assembly, zoning, and taxation to meet housing needs. Although the City has taken steps to physically integrate social housing within city neighbourhoods, some citizens and groups believe that more could be done in this regard. The recent decision to classify the federally funded homelessness coordinator as a permanent

position within its administration, also demonstrates the City's commitment to supporting social housing initiatives in the city over the longer term.

Citizens and social agencies alike want to see the City of Yellowknife continue to make housing a priority and maximize the use of tools within its mandate to address housing issues. This means recognizing that housing is a basic need, a fundamental determinant of social health and well-being, and continues to be a critical unmet need in the city particularly among women and youth. They also see the City continuing to play a leadership and coordinating role in partnerships to address housing needs, including the establishment of a registry of available rental units.

### **Substance Abuse Responsibilities**

The RCMP and federal court system have the main responsibility to respond to the illegal use and trade of alcohol and drugs. The federal government has devolved much of its authority and financial resources to GNWT departments and agencies for treating, preventing, and educating the public about substance abuse. The GNWT through the Yellowknife Health and Social Services Authority has the main responsibilities for substance abuse programs and services.

The City of Yellowknife's responsibility for responding to substance abuse is limited to enacting and enforcing by-laws, zoning for example, of drug-free zones, and advocating that senior levels of government address the impacts of substance abuse on public safety and well-being. Through relationships with the federal and territorial governments, the Yellowknife Health and Social Services Authority, local voluntary organizations, and the Yellowknives Dene First Nation deliver alcohol and drug counseling, prevention, treatment, and awareness services to residents of Yellowknife, Ndilo and Dettah.

### *Gaps and Suggested Actions*

The urgency of substance abuse and its interrelationship to a host of other social issues point to a need for governments and agencies to increase coordination and resources for treatment and prevention, and address issues associated with highly addictive drugs such as crack cocaine. The City can play a key role in bringing various players together to respond to the factors that underlie substance abuse, and combat and prevent the behaviours associated with it.

There is an urgent need to take specific actions to protect the safety and dignity of Yellowknife citizens who experience the impacts of substance abuse. A drop-in program and care/rest facilities for persons with substance abuse issues is an immediate need, particularly among those living on the street. Although groups in the city have been considering a day-time drop-in program since 2003, public safety concerns among abusers and other city residents require immediate action on this issue. The City can play a lead role in bringing social agencies, governments, churches, businesses, and other interested citizens together to find resources and build capacity to provide inclusive, supportive day-time drop-in services. Due to the number of people currently using the John Howard Society and other social agencies for drop-in services, a cooperative effort might consider using available spaces such as church halls in the short-term. In the longer term, two or three smaller facilities throughout the city might be identified as locations for integrated day programming. Integrated services might include employment help, mentorships, on-site mental health counselling, problem-solving supports, and medical clinic services. Services might also include micro-loans and social entrepreneurship with both drop-in clients and agencies that work with them.

Some service providers suggest that the City consider taking responsibility for coordinating front-line training to improve local capacity to respond to substance abuse issues. It was suggested for example, that the City might take responsibility for "Getting the Dope on Dope" workshops for frontline workers,

an initiative offered last year by the Yellowknife Health and Social Services Authority.

### **Health and Well-Being Responsibilities**

The GNWT Department of Health and Social Services has the primary responsibility for health and social services, although health and wellness programs/services have largely been delegated to Yellowknife Health and Social Services Authority and Stanton Territorial Hospital. The Authority delivers a comprehensive bundle of programs and services that are supplemented by other agencies in the city. Like most other social agencies in the city, the Authority is challenged to meet all its service responsibilities and expectations. Wellness and mental health services are also offered by the Yellowknives Dene First Nation and a small number of voluntary organizations. The City of Yellowknife has no direct responsibilities for health services.

The demand for mental health services is high among city residents and among citizens from elsewhere in the NWT who come to the city for services. Mental health is a responsibility that is not well addressed by existing health and wellness agencies. Mental health issues directly impact on several determinants of social health and well-being including homelessness, safety, crime, and substance abuse.

### *Gaps and Suggested Actions*

The inter-related and dynamic nature of determinants of social well-being require extensive coordination, communication, and cooperation among agencies to deliver appropriate and effective services. The currently inadequate response to mental health issues, for example, requires open dialogue and interagency cooperation on social issues in the city. An opportunity exists for the City of Yellowknife to influence a range of social issues including mental health by advocating for and supporting the establishment of an interagency committee or



a social council. The City might take on a lead role for interagency efforts, much in the same manner as it currently does for the Homelessness Coalition.

### **Income and Food Security Responsibilities**

The GNWT has legal, financial, and operational responsibilities for ensuring that the basic needs of all citizens are met. The GNWT's Income Assistance Program assists with housing, food, and income security. The City of Yellowknife has no direct responsibilities for income and food security issues but it has an important coordinating and facilitating role to play in local housing issues.

Citizens and voluntary organizations have taken on the responsibility to seek donations or fundraise to supply food, clothing, furniture, and services to citizens in need. The demand for food has spurred more voluntary groups to work on these issues and seek assistance from the wider community. Credibility is the currency of voluntary organizations. It requires significant resources, often beyond the capacity of voluntary groups, to establish the supportive relationships in the community that build credibility. For example, voluntary groups that depend on project funding or entirely on volunteers likely don't have the capacity to engage in coalitions or partnerships, let alone lead them.

### *Gaps and Suggested Actions*

The inter-relationship of food, income, and housing is recognized in the GNWT's Income Assistance Program but not in the City's housing or economic development initiatives. The opportunity exists to improve the effectiveness of the City's housing initiatives through a more holistic approach to meeting basic needs. For example, the City might apply a social policy lens to decision-making to ensure that its initiatives positively impact the availability and affordability of housing or improve the capacity of community groups to help city residents meet basic needs. The City might also broaden the scope of its current housing and economic initiatives, or take an integrated wellness or community development focus to City functions.

### **Children, Youth and Seniors Responsibilities**

The territorial government has the main responsibility for children and youth in the home and school environments. The GNWT also licenses and supports the start-up and operations of childcare facilities while the City conducts safety inspections on behalf of the GNWT.

The SideDoor Youth Ministries is the only agency in the city dedicated to serving youth. The City of Yellowknife, the Yellowknife Health and Social Services Authority, and several voluntary organizations work with the SideDoor and others to address youth issues. The City of Yellowknife and an array of voluntary groups offer a variety of sport, recreation, and social well-being programs, some of which target families, children, or youth. All levels of government have financial resources for children and youth initiatives and the GNWT through its Minister responsible for Youth has primary responsibility for youth initiatives. However at the community level, the overall responsibility for youth and children is unclear. This is evidenced by the lack of focused or coordinated approach to children and youth initiatives in the city.

Responsibility for seniors' health care and living supports rests mainly with the GNWT. Responsibility for safety and security issues of concern to Yellowknife seniors is shared among all levels of government. Two voluntary organizations are dedicated to serving the growing and increasingly diverse Yellowknife seniors population. They depend on government and community supports to enable them to serve Yellowknife seniors.

### *Gaps and Suggested Actions*

The demand for quality, affordable childcare is an urgent need in the city. There is also a need to monitor childcare vacancies and bring agencies and citizens together to respond to gaps in childcare services. A childcare champion/advocate and collective action are needed to address gaps in services and raise the profile of early childhood issues to senior levels of government. Some service providers

say the City can play a role in coordinating research or facilitating collaboration on childcare issues.

A recent youth study recommended the establishment of a youth council, a coalition of youth serving agencies, and more youth-focused initiatives to positively engage and celebrate youth in the community. Leadership is required to implement these initiatives. The City of Yellowknife has an opportunity to fill this leadership void and better engage the GNWT Minister responsible for Youth on local youth issues. It also has an opportunity to model activities that recognize and value youth in the community through youth-focused sport, recreation, leisure, and cultural programming. Front-line service providers urge the City to be more pro-active in serving both 'have and have not' youth. In particular, social agencies perceive an under-representation of Aboriginal and visible minorities in City programs and as facility users. Front-line service providers suggest waiving fees, providing transportation passes, diversifying programming, encouraging family support, recruiting volunteers, and more active communications and promotion as ways to engage children and youth from all backgrounds in positive sport, recreation, leisure, and cultural activities.

Elder-serving voluntary organizations lack capacity to advocate on safety and other issues of concern to seniors. The City's involvement on crime and policing issues, and use of available tools (e.g. grants and cost reductions) could be sharpened to increase community capacity to respond to concerns of seniors and other vulnerable populations in the city.

### **Diversity and Inclusion Responsibilities**

Several government agencies share responsibilities for the well-being and participation of Yellowknife's diverse ethnic and disability communities. The federal and territorial governments share responsibility for the well-being and engagement of persons with disabilities. The federal government has fiduciary responsibilities for Aboriginal people, and the primary responsibility for

supporting multiculturalism and ensuring that all Canadians enjoy the full rights of citizenship. The federal government and territorial governments provide funding to showcase multiculturalism or target services at Aboriginal people or new Canadians. The City of Yellowknife may assist multicultural and other community groups through the community grant program and annual events such as the City barbeque. It also has responsibility to ensure that facilities are accessible to persons with disabilities. Several voluntary agencies may also receive funding or take responsibility for promoting the citizenship of the city's diverse populations.

#### *Gaps and Suggested Actions*

Aboriginal people, visible minorities, and persons with disabilities share common concerns about exclusion and vulnerability due to isolation, marginalization, or discrimination. New Canadians and other distinct populations within Yellowknife may not be well served by social programs and services designed for the general population. In particular, generic programs and services may not facilitate access to services or facilities by the disability community or recognize the problems new Canadians experience securing or processing information, feeling welcome, or finding a place in the community. Generic programming may also contribute to feelings among Aboriginal people that they are judged negatively due to over-representation in social agency client cases.

Citizens agree that the City has a main role as a community developer to model inclusion and champion diversity. It also has an important role to play in encouraging positive citizen interaction. It could play this role more effectively by supporting neighbourhood and cultural groups and activities, and advocating for social programs and services that respond to the unique needs of Yellowknife's diverse population.

Individuals and social agencies participating in the development of the City of Yellowknife Social Plan call on the City to take responsibility for celebrating, better accommodating, and positively engaging diverse populations and engendering a sense of community and civic pride. They say it is a main role of the City to champion the well-being and engagement of all residents. They recommend regular events as a way to welcome newcomers to the city and celebrate diversity in the community. There has been discussion for several years about the need for the City to take responsibility for coordinating events that bring the community together. The need for such a coordinating function appears to be increasing with population diversity and greater difficulty attracting and retaining volunteers.

Current, easily accessible information about social programs and services is fundamental to citizen well-being. Yellowknifers suggest that the City improve community information services and promote itself as a 'one-stop' source for information about local social services. They suggest a regularly updated organization and program and service directory linked to the City's website. They also suggest that information services include a registry of available housing rental units, childcare spaces, and volunteer opportunities.

*"Be the voice for the city that cares for all."* (from social agency focus group)

## 6. Recommendations

The City of Yellowknife does not have a direct responsibility for delivering social programs and services. The City does have an important role in planning, infrastructure development, and advocacy to influence social well-being within the city. It also has an important role to coordinate, facilitate, lead, and champion the well-being, safety, and inclusion of all citizens and to ensure that those with social responsibilities discharge their responsibilities in a way that is beneficial to all Yellowknifers.

The terms of reference for the City of Yellowknife's social plan specifies that the goal of its first social plan is *"to enhance the welfare of the citizens of Yellowknife or anyone else that uses the services that Yellowknife (whether the City, GNWT, or Federal government) has to offer."* This chapter provides recommendations with this goal in mind and in recognition that the City of Yellowknife has an important role to champion social well-being within its existing mandate and functions, and in its work with others.

### First Social Plan

This first City of Yellowknife social plan provides the opportunity for the City to formalize its role and meaningfully engage in social issues, diminish reliance on person-dependent and ad hoc initiatives, and pursue an effective and focused approach to addressing social issues in the city.

It is recommended that the City:

1. Articulate a vision and principles to guide social well-being within the city and within all municipal government functions.
2. Adopt this first social plan as a 'living document' that is updated regularly to reflect the dynamic local and territorial social environment.

3. Develop a framework to guide social plan monitoring and evaluation.

### **Shift in Attitude and Practice**

Citizens and City leaders share concerns that social issues have the potential to burden Council and administration, increase costs to taxpayers, and divert attention away from traditional core functions of municipal government. Some citizens participating in the social planning process were sceptical that the City of Yellowknife has the commitment or organizational culture to increase municipal focus on social issues. At the same time, social agencies and City leaders recognize that a more focused approach can have an impact on engaging other levels of government and citizens in addressing social issues. They also acknowledge that focused and integrated efforts on social issues can engender civic pride and ownership.

It is recommended that the City:

4. Actively promote its role in social issues internally among municipal leaders and employees, and externally to other levels of government, voluntary organizations, businesses, and citizens.
5. Develop, consistently apply, and monitor the implementation of a 'social lens' to municipal activities and decision-making processes.
6. Follow the successful models developed through the Community Energy Plan and the Homelessness Coalition when implementing the City of Yellowknife Social Plan.
7. Reflect an integrated response to social responsibility in all municipal government departments and divisions.
8. Coordinate with other levels of government, business, and voluntary agencies to take immediate and concrete action to increase the availability and

accessibility of public washrooms and public telephones, particularly in the downtown core.

### **Working With Others**

The determinants of human health and well-being are wide ranging, interrelated and dynamic. Appropriate social service responses also must be wide-ranging, holistic, and integrated. There is no central 'big picture' social agency in Yellowknife that takes an integrated approach and brings public and Aboriginal governments, business, and voluntary organizations together to work on social issues. This gap exists even though many agencies are involved in issue-specific coalitions and know the benefits of working with others. Agencies involved in coalitions, partnerships, and other collaborative arrangements know from experience, the difficulty maintaining momentum, leadership, and focus in collective efforts due largely to competing demands and limited capacity.

It is recommended that the City:

9. Facilitate collaborative community efforts to:

- create day-time drop-in facilities for persons on the street;
- undertake concrete action on mental health issues;
- move forward on youth issues; and
- engender civic pride among diverse populations in the city.

10. Champion the establishment of, and actively participate in a Yellowknife interagency social council to bring social initiatives, agencies, and committees together to collaborate on integrated responses to existing and emerging social issues in the city.

11. Encourage and facilitate information sharing among social agencies participating in a Yellowknife interagency social council.



12. Articulate and communicate the role of a Yellowknife interagency social council as a clearinghouse for social information and solutions.

### **Citizen Engagement**

Citizens and the City have common interests in making our community a good place to live for everyone. Civic pride, community spirit, a sense of place and belonging, equality, safety, and a shared responsibility for others are elements of a healthy community. Active, regular, and respectful citizen engagement on social issues are ways to achieve these outcomes.

It is recommended that the City:

13. Regularly bring citizens together to engage in conversations on social issues.

14. Actively engage citizens in regular events, programs, and services that promote and celebrate diversity and inclusion of all citizens.

15. Work with community agencies to address gaps in volunteer support services.

16. Monitor citizen awareness of social issues and their satisfaction with the City of Yellowknife's engagement on these issues.

## 7. Action Plan

A three-year timeframe has been established for the following results-oriented action plan for implementing recommendations to address social concerns and service gaps in Yellowknife.

Recommendation	Outcomes	Timeframe		
		2009	2010	2011
1. Articulate a vision and principles to guide social well-being within the city and within all municipal government functions.	<ul style="list-style-type: none"> <li>-A vision for social well-being</li> <li>-Principles to guide social policy</li> <li>-Social well-being integrated in all City plans and processes</li> <li>-Linkages between the Social Plan and other municipal plans</li> </ul>	June- October		
2. Adopt this first social plan as a 'living document' that is updated regularly to reflect the dynamic local and territorial social environment.	<ul style="list-style-type: none"> <li>-Municipal social plan by-law</li> <li>-Clear responsibility for social planning activities</li> <li>-Schedule for social plan update</li> <li>-Regular social planning activities</li> </ul>	June- October		
3. Develop a framework to guide social plan monitoring and evaluation.	<ul style="list-style-type: none"> <li>-Social plan evaluation framework</li> <li>-Consideration of the broader spectrum of social health and well-being determinants</li> <li>-Identification of genuine progress measures/quality of life indicators</li> </ul>		January-September	
4. Actively promote the City's role in social issues internally among municipal leaders and employees, and externally to other levels of government, voluntary	<ul style="list-style-type: none"> <li>-Communication plan</li> <li>-Greater internal understanding of the City's role in social well-being</li> <li>-Greater external understanding of the City's role in social well-being</li> <li>-Clear social roles and responsibilities</li> </ul>	June-ongoing	ongoing	ongoing

Recommendation	Outcomes	Timeframe		
		2009	2010	2011
organizations, businesses, and citizens.				
5. Develop, consistently apply, and monitor the implementation of a 'social lens' to municipal activities and decision-making processes.	<ul style="list-style-type: none"> <li>-Policy commitment to social issues</li> <li>-Priority to social issues</li> <li>-Consistent responses to social issues</li> <li>-Positive impacts of all City functions and initiatives on local social conditions</li> <li>-Measurable social impact of grants, recreation programs, housing initiatives, public transportation, by-laws, coordination, and advocacy activities</li> </ul>		May-ongoing	ongoing
6. Follow the successful models developed through the Community Energy Plan and the Homelessness Coalition when implementing the City of Yellowknife Social Plan.	<ul style="list-style-type: none"> <li>-Additional financial resources from senior levels of governments and others</li> <li>-Partnerships across the public, private, and voluntary sectors</li> <li>-Integrated responses to social issues</li> <li>-A community development focus to social issues</li> <li>-Dedicated human resources to support Social Plan implementation</li> <li>-No additional burden to tax-payers</li> </ul>	June-ongoing	ongoing	ongoing
7. Reflect an integrated response to social responsibility in all municipal government departments and divisions.	<ul style="list-style-type: none"> <li>-Integration of social responsibilities in all municipal functions</li> <li>-More effective responses to social issues</li> <li>-Stronger linkages among City programs/services</li> <li>-Better use of existing resources to address social</li> </ul>		October	ongoing

Recommendation	Outcomes	Timeframe		
		2009	2010	2011
	<p>issues</p> <ul style="list-style-type: none"> <li>-Feasibility of a wellness department</li> <li>-Feasibility of altering mandates of the Economic Development, Community Services and other City departments</li> </ul>			
<p>8. Coordinate with other levels of government, business, and voluntary agencies to take immediate and concrete action to increase the availability and accessibility of public washrooms and public telephones, particularly in the downtown core.</p>	<ul style="list-style-type: none"> <li>-Interim summer public washrooms in key areas of the city</li> <li>-More access to permanent public washrooms facilities in winter months throughout the city</li> <li>-Improved public health and safety for all Yellowknifers</li> <li>-Greater dignity of all citizens</li> <li>-Visible municipal commitment and response to social issues</li> </ul>	June-ongoing	ongoing	ongoing
<p>9. Facilitate collaborative community efforts to: create day-time drop-in facilities for persons on the street; undertake concrete action on mental health issues; move forward on youth issues; and engender civic pride among diverse populations in the city.</p>	<ul style="list-style-type: none"> <li>-Relationships with government agencies</li> <li>-Relationships with voluntary agencies and churches</li> <li>-Relationships with business</li> <li>-Interim day-time drop-in facilities and supports</li> <li>-Plans for longer-term, permanent drop in facilities and programming</li> <li>-Interim responses to mental health issues</li> <li>-Plans for longer term solutions to mental health issues</li> <li>-Leadership on youth issues</li> <li>-Immediate and longer term plans to engage diverse populations in community activities</li> <li>-Greater citizen understanding</li> </ul>	June-December	ongoing	ongoing

Recommendation	Outcomes	Timeframe		
		2009	2010	2011
	<ul style="list-style-type: none"> <li>of responses to key social issues</li> <li>-Shared ownership of social issues and solutions</li> </ul>			
10. Champion the establishment of, and actively participate in a Yellowknife interagency social council to bring social initiatives, agencies, and committees together to collaborate on integrated responses to existing and emerging social issues in the city.	<ul style="list-style-type: none"> <li>-Research into successful interagency models including the Inuvik Interagency Committee and social planning councils.</li> <li>-Terms of reference for the committee</li> <li>-Dedicated interagency social council personnel</li> <li>-Follow-up to interagency work</li> <li>-Fewer disparate committees and coalitions</li> <li>-Greater participation in efforts to address social issues</li> <li>-Collaborative and integrated responses to local social issues</li> <li>-Fewer long-term, chronic and unaddressed social issues</li> </ul>		September	ongoing
11. Encourage and facilitate information sharing among social agencies participating in a Yellowknife interagency social council.	<ul style="list-style-type: none"> <li>-MOUs, protocol or partnership agreements</li> <li>-Clear expectations, process and procedures</li> <li>-More interagency accountability</li> <li>-Greater accountability to citizens</li> <li>-A sustainable interagency council</li> <li>-More agencies willing to participate in interagency work</li> </ul>		September	ongoing
12. Articulate and communicate the role of a Yellowknife interagency social council as a	<ul style="list-style-type: none"> <li>-Clear responsibility for social information</li> <li>-Social program/service directory and web link</li> <li>-Current social</li> </ul>		September	ongoing

Recommendation	Outcomes	Timeframe		
		2009	2010	2011
clearinghouse for social information and solutions.	<ul style="list-style-type: none"> <li>program/service information</li> <li>-One-stop source of social service information</li> <li>-Rental housing registry</li> <li>-Childcare registry</li> </ul>			
13. Regularly bring citizens together to engage in conversations on social issues	<ul style="list-style-type: none"> <li>-Twice annual citizen social forums</li> <li>-Regular Social Plan reporting</li> <li>-Shared ideas and actions for addressing social issues</li> <li>-Citizen engagement and shared ownership of social issues</li> <li>-Less skepticism about the City's commitment to addressing social issues</li> </ul>	September	ongoing	ongoing
14. Actively engage citizens in regular events, programs, and services that promote and celebrate diversity and inclusion of all citizens.	<ul style="list-style-type: none"> <li>-Coordinator of City events</li> <li>-Partnerships with Northern Frontier Visitors Association, Arctic Ambassadors and others that welcome people to Yellowknife</li> <li>-More celebrations and events co-sponsored with Yellowknives Dene First Nations</li> <li>-Yellowknife Day celebrated by city-wide block/ neighbourhood parties</li> <li>-More and more regular events that have a 'welcome to Yellowknife' theme</li> <li>-More diverse City programs, services, and events</li> <li>-Greater program/service accessibility</li> <li>-Fewer economic, cultural, social and transportation barriers to City programs/services</li> <li>-More diverse participation of</li> </ul>	June-ongoing	ongoing	ongoing

Recommendation	Outcomes	Timeframe		
		2009	2010	2011
	city residents in City sponsored activities			
15. Work with community agencies to address gaps in volunteer support services.	<ul style="list-style-type: none"> <li>-Volunteer registry</li> <li>-Volunteer recruitment and training supports</li> <li>-More volunteers for city events and services</li> <li>-More capacity to address social issues</li> </ul>		April	ongoing
16. Monitor citizen awareness of social issues and their satisfaction with the City of Yellowknife's engagement on these issues.	<ul style="list-style-type: none"> <li>-Data on citizens' social concerns</li> <li>-Data on citizens' awareness of social issues</li> <li>-Data on citizens' satisfaction on efforts to address social issues</li> <li>-Data to monitor Social Plan progress</li> </ul>	2009 Citizen Survey	ongoing	ongoing

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# Appendix A:

## City of Yellowknife Social Plan

### What is the Social Plan?

The goal of the social plan is to enhance the welfare of Yellowknife citizens. The social plan will define the City of Yellowknife's role in responding to social issues. The plan will:

- Summarize key social issues and conditions.
- Inventory services and programs by government and non-government agency responsibility.
- Evaluate service gaps and concerns.
- Recommend a process to build consensus for coordinated action to address gaps in social services and concerns.

At minimum, the plan will consider:

- |                                     |                   |                          |
|-------------------------------------|-------------------|--------------------------|
| -crime and public safety            | -homelessness     | -substance abuse         |
| -children and youth                 | -seniors          | -ethnic diversity        |
| -process                            | -public education | -organizational capacity |
| -access to social programs/services |                   |                          |

In January, the City of Yellowknife contracted with Lutra Associates Ltd., of Yellowknife, and the Social Planning and Research Council of British Columbia to prepare the social plan.

### Not Just Roads and Sewers!

The City of Yellowknife acknowledges that it has a responsibility for the well-being of Yellowknifers. The City's responsibility extends beyond traditional services like safe water, sewage treatment, roads, and recreation. City Hall already coordinates Yellowknife's Homelessness Coalition and distributes grants to community organizations. Up until now, it has not had a social plan for furthering community well-being.

*What role do you think the City can play to address social issues?*

### A Preliminary Scan of Yellowknife's Social Issues.

Yellowknife has significant **housing concerns**.

- The Yellowknife Homelessness Coalition has made progress on transitional housing for adult men but there is a lack of emergency and transitional housing for women and youth.

- Suitable, affordable housing challenges many city residents but the City is working on an Affordable Housing Strategy.

The average personal **income** in Yellowknife is higher than the Canadian average but,

- The income disparities between the 'have' and 'have nots' are striking and food security and nutritional health are growing concerns.

**Substance abuse/addictions and the illegal drug trade** are related to other social problems.

- The Yellowknife Wellness Coalition is tackling these issues. More active community policing and prevention programs help to curtail the drug trade and other criminal activity but these efforts need to be intensified and sustained. Treatment facilities and a day-time drop-in center for people on the street would also help.

Yellowknife is a small city facing big city **public safety** issues.

- Lack of public washrooms and public telephones, public drug and alcohol abuse, and poor lighting, litter, and lack of care of some public spaces are among the factors that create concerns about personal safety in public places.

About one-quarter of Yellowknife's population is Aboriginal and 10% are members of visible minorities.

- There are not a lot of ways to publicly celebrate and serve the needs of Yellowknife's **ethnically diverse population** or ensure that all residents participate in, and contribute to the community.

Yellowknife has always had a **young population** but the number of **seniors** is growing.

- There is no coordinated community response to the needs of children and youth.
- New ways of operating are needed to better serve seniors.

*Is this an accurate assessment of social issues in Yellowknife?*

*What perspectives or issues are missing?*

## Who has Responsibility for Social Issues?

### *Crime and Public Safety*

The RCMP and the federal or territorial legal system have the main legislative, financial, and implementation responsibilities for addressing crime. Bylaws shape the City of Yellowknife's responsibilities for public safety.

***Homelessness, Social and Affordable Housing***

Responsibilities for homelessness and social and affordable housing are shared by federal and territorial agencies. Non-government organizations (NGOs) such as YWCA Yellowknife, the Centre for Northern Families, and the Salvation Army, are contracted by governments to address various housing needs. The City of Yellowknife has taken responsibility for coordinating, supporting partnerships, and planning to address some housing issues.

***Substance Abuse***

The GNWT through agreements with the federal government, the Yellowknife Health and Social Services Authority, NGOs, and the Yellowknives Dene First Nation respond to alcohol and drug counselling, prevention, treatment, and awareness needs. The City of Yellowknife enforces bylaws and may fund some NGOs to address substance abuse issues.

***Well-being***

The main responsibility for income and food security rests with the GNWT. Some NGOs rely on donations and fundraising to supply food, clothing, furniture, and services to needy residents. The City of Yellowknife through partnerships and bylaws supports residents' well-being.

***Children and Youth***

The territorial government has the main responsibility for children and youth in the home and school environments. No level of government has clear responsibility for youth and children in the community. The SideDoor Youth Centre is the only agency in the city dedicated to serving youth and the City continues to work with the Center and others to address youth issues.

***Seniors***

The federal and territorial governments have financial, social, and health responsibilities for seniors. The City of Yellowknife provides grants and cost reductions. The Yellowknife Seniors' Society is a main source of social programming and advocacy.

***Ethnic Diversity***

It is federal policy to support multiculturalism in Canada. The federal and territorial governments provide funding to showcase multiculturalism or target services at Aboriginal people or new Canadians. The City of Yellowknife may assist groups through the community grant program.

***What is the City's legislative, financial, and implementation responsibility for addressing social issues?***

## Issues Yellowknife's Social Plan Could Consider.

### *Organizational Capacity*

1. Many government agencies and NGOs lack staff and/or volunteers, funds, and training and the demand for some services outstrips supply.

### *Coordination*

2. Some planning and coordination of services happens through coalitions. Where coalitions exist they are often challenged to maintain momentum, leadership, and focus. Many agencies may also lack the capacity to participate in coalitions.

### *Public Education*

3. Residents and newcomers have no 'one-stop' source for information about social services.

### *Access to Services*

4. Youth, seniors, and new Canadians may not be well served by social programs and services designed for the general population.

### *Leadership*

5. There is no central 'big picture' social agency that brings government, First Nations, and NGOs together to plan and address social issues. Businesses may be an untapped source of expertise and financial or in-kind help.

***Are there other gaps in services and concerns?  
What could the City's role be in addressing these gaps?***

## **Exercising Social Responsibility.**

There are many ways that the City of Yellowknife's bylaws, financial decisions, and policies influence social conditions. For example, City bylaws can influence where, how, and the type of housing that is available. Grants to community groups can focus on particular social issues. The City can and does appoint representatives to boards such as the Yellowknife United Way, to influence social priorities and responses.

***How can the City best exercise its responsibility for improving social conditions?***

## **Participate in the City of Yellowknife Social Plan.**

Learn more. Consider the questions in this newsletter. Tell us what you think. Here's how.



## Appendix A

<i>April 2, 2009</i>	<i>Key Agency Focus Group</i>	
	City Hall, Lower Boardroom	1:30 - 3:30pm
<i>April 23, 2009</i>	<i>Community Social Plan Public Forum</i>	
	Northern United Place	7:00 - 9:00 pm

Contact a member of City Council or Dennis Marchiori, Director of Public Safety at 920-5661 or [dmarchiori@yellowknife.ca](mailto:dmarchiori@yellowknife.ca).

**APPENDIX B:**

**City of Yellowknife Social Plan – Environmental Scan**

The following table offers a scan of key social issues in the city. It does not provide a comprehensive or in-depth examination of social issues, conditions, responses or solutions.

Social Element	Issues and Conditions	Responses and Solutions										
<p><b>Crime</b></p> <p><b>Crime Rates</b></p> <p>-In the last decade, Yellowknife crime rates have increased. The rate of violent crime peaked in 2003-2004 but remains higher than the Canadian average.</p> <p>-Yellowknife's crime rate is 42.9 (per 1,000 persons) for violent crime and 50.3 (per 1,000 persons) for property crimes. (NWT Bureau of Statistics, 2008) Property crimes are frequently related to drug use.</p> <p>-In 2007, 6,669 incidents were reported by the Yellowknife detachment, of which:<sup>24</sup></p> <table border="0"> <tr> <td>Crimes of Violence</td> <td>732</td> </tr> <tr> <td>Property Crimes</td> <td>1,003</td> </tr> <tr> <td>Other Criminal Code</td> <td>4,483</td> </tr> <tr> <td>Traffic</td> <td>189</td> </tr> <tr> <td>Federal Statutes</td> <td>262</td> </tr> </table> <p>-2008 crime statistics show that prisoner counts were up 10% from 2007 with 5,200 prisoners held in detachment cells in 2008. (NNS, Jan 23/09)<sup>25</sup></p> <p><b>Drug Related Crime</b></p> <p>-The illegal drug trade continues to thrive. "More organized crime in the NWT and opportunistic in-migration related to diamond mining could explain the rise in drug crime." (2007 Communities and Diamonds).</p> <p>-Organized crime syndicates from Eastern Europe to Asia have</p>	Crimes of Violence	732	Property Crimes	1,003	Other Criminal Code	4,483	Traffic	189	Federal Statutes	262	<p><b>Crime Rates including Drug Related Crime</b></p> <p>-A more visible RCMP presence on the streets and extended patrols and the 50th Street Project in summer months curtail crime. (NNS, Dec 02/02)</p> <p>-RCMP crime reduction unit patrols downtown are credited with a major role in large drug busts. (NNS, Jan 23/09)</p> <p>-A federal commitment to an additional \$1.2 million in Aboriginal policing to recruit new officers (\$230,000), fund community policing projects (\$280,000), and consult with Aboriginal leaders (\$50,000) (NNS, Oct. 22/03) was announced but it is unclear how these resources were used in Yellowknife.</p> <p>-The Yellowknife Wellness Coalition and RCMP set up the Citizens on Patrol (COP) program to provide police with extra sets of eyes and ears. The expected 30 volunteers each work two, four-hour shifts per month to provide COPS coverage on Thursday and Friday evenings and all day Saturday and Sunday. COPS volunteers receive basic training on police radio operation, traffic detection, criminal law, and covert surveillance. (NNS, Nov 14/03) These teams of citizen patrolers will cruise the streets in their own vehicles, and report suspicious activity to the RCMP. (NNS, Nov.21/03)</p> <p>In the past, the City contributed gas money for volunteers</p>	<p><b>Crime Rates including Drug Related Crime</b></p> <p>-A more visible RCMP presence on the streets and extended patrols and the 50th Street Project in summer months curtail crime. (NNS, Dec 02/02)</p> <p>-RCMP crime reduction unit patrols downtown are credited with a major role in large drug busts. (NNS, Jan 23/09)</p> <p>-A federal commitment to an additional \$1.2 million in Aboriginal policing to recruit new officers (\$230,000), fund community policing projects (\$280,000), and consult with Aboriginal leaders (\$50,000) (NNS, Oct. 22/03) was announced but it is unclear how these resources were used in Yellowknife.</p> <p>-The Yellowknife Wellness Coalition and RCMP set up the Citizens on Patrol (COP) program to provide police with extra sets of eyes and ears. The expected 30 volunteers each work two, four-hour shifts per month to provide COPS coverage on Thursday and Friday evenings and all day Saturday and Sunday. COPS volunteers receive basic training on police radio operation, traffic detection, criminal law, and covert surveillance. (NNS, Nov 14/03) These teams of citizen patrolers will cruise the streets in their own vehicles, and report suspicious activity to the RCMP. (NNS, Nov.21/03)</p> <p>In the past, the City contributed gas money for volunteers</p>
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<sup>24</sup> [http://www.stats.gov.nt.ca/Statinfo/Justice/Police\\_Reported\\_Crime.html](http://www.stats.gov.nt.ca/Statinfo/Justice/Police_Reported_Crime.html)

<sup>25</sup> NNS refers to Northern News Service, which publishes the several newspapers in the NWT including the "Yellowknife" and "News North" ..

<sup>26</sup> CBC refers to the Canadian Broadcasting Corporation.

Social Element	Issues and Conditions	Responses and Solutions
	<p>targeted Canadian diamond manufacturers and polishers headquartered in Yellowknife. A 2004 joint RCMP and provincial police report stated that the Hell's Angels have tried to infiltrate the secondary diamond industry - primarily through jobs in the transportation, construction, and polishing sectors. Motorcycle gangs are involved in Yellowknife's underground drug trade. (NNS, Jan 28/05)</p> <p>-There were 49 drug offences in the downtown core in 2001 and 62 in 2002, representing about 38% of all drug crime in Yellowknife (NNS, Apr. 18/03). In 2007, 51 adults were charged with drug offences. In the past decade, an average of 71 adults are charged annually with drug offences. (<a href="http://www.stats.gov.nt.ca/Statinfo/Justice/Police_Reported_Crime.html">www.stats.gov.nt.ca/Statinfo/Justice/Police_Reported_Crime.html</a>)</p> <p>-A man with a history of crack-cocaine abuse pleaded guilty to two counts of possession of crack cocaine, charges of theft for stealing nearly \$450 in meat, and for twice failing to appear in court (NNS, Dec. 02/05).</p> <p>-Four suspects in the murder of Justin Hai Van Vo whose charred body was found near the Yellowknife River Bridge, were arrested at a 'crack shack'. The 35-year-old Vo was a local drug kingpin, facing ten charges, including assault, possession of a narcotic and possession of a prohibited weapon. (NNS June 30/03)</p> <p>-A drive-by shooting was likely related to a turf battle between Alberta-based drug dealers hoping to profit from a vacuum in the city's crack cocaine market. (NNS Dec 07/05)</p> <p>-The RCMP seized two pounds of crack cocaine, eight pounds of marijuana, a .45 calibre semi-automatic handgun, and a large amount of cash in a drug raid. (NNS, Dec.01/08)</p> <p>-The RCMP seized 146.5 grams of cocaine and found a man guilty</p>	<p>but recent gas expenditures have declined, indicating that COPS is inactive. (pers. communication Mayor Van Tighem, Jan. 23/09) Currently COPS has only one volunteer and training has stopped. (Key Agency Focus Group, April '09) The Wellness Coalition has not met for some time.</p> <p>-City Council is seeking to rekindle enthusiasm for the Yellowknife Area Police Advisory Committee, established in 2005 to make recommendations to the RCMP to assist with policing and promote drug-free zones. The Committee does not make recommendations to municipal enforcement. (NNS, Feb. 06/09) The Committee meets monthly.</p> <p>-A \$50,000 Yellowknife Safe Community Initiative report commissioned by the City of Yellowknife found that the booming economy has driven its crime rate to five times higher than the national average, with 12-year-olds prostituting themselves for crack and very public drug deals. Completed in 2005, the report recommends tougher measures for bars, funding for an addictions treatment centre, a curfew for people under 16, and making it illegal to spit, loiter or defecate in public." (CBC Sept. 07/06)</p> <p>-Individuals campaigning federally would address drugs and violence on Yellowknife streets through crime prevention programs, increasing the number of police officers and investing in intelligence and surveillance which includes operations that target illicit drugs. As well, resources from mining, oil and gas should be invested in drug and alcohol treatment programs and</p>

Social Element	Issues and Conditions	Responses and Solutions
	<p>of trafficking. (NNS, Feb. 04/09)</p> <p>-Four men were charged with trafficking cocaine. (NNS, Feb 06/09)</p> <p>-Four people were charged with drug possession and trafficking. (NNS, May 01/09)</p> <p><b>Violent Crime</b></p> <p>-In 2006, Yellowknife had 80 reported cases of spousal assault. Family violence including violence against women and elder abuse are serious and under-reported problems (2007 Communities and Diamonds). The YWCA Alison McAteer House for women and children, who are victims of family violence, tends to operate at capacity. In 2007/08, 71 women were refused admission because the shelter was full (2007-08 YWCA Yellowknife annual report). 9 of 10 women living in shelters are victims of emotional or physical abuse (CBC, Jan. 06/09).<sup>26</sup></p> <p>-Violence against women occurs in the home and in public spaces. A 16-year-old male, guilty of two separate charges of sexual assault, was sentenced to five years (NNS, Jan. 14/04) and added to a national registry of sex offenders (NNS, May 02/05). The teen sexually assaulted a 12-year-old girl on a trail behind Sir John Franklin high school and nine days later, at knife-point, sexually assaulted an 11-year-old girl only 25 yards from her home. At age 13, he had committed three other sexual assaults on young girls and spent 18 months in a detention centre. (NNS, Jan. 14/04). He was released to an Edmonton halfway house in 2009 (CBC, Feb. 12/09).</p> <p>-In 2008, a 17-year-old girl was sexually assaulted in the Yellowknife River day-use area (CBC News. April 11, 2008).</p> <p>-Another young woman was violently sexually assaulted on the</p>	<p>rehabilitation. Other suggestions include more social workers to deal with troubled kids, programs that offer alternatives to crime, and harsher penalties for trafficking in drugs like crack-cocaine. (NNS, Dec. 23/05)</p> <p><b>Violent Crime</b></p> <p>-The YWCA operates Alison McAteer House, a 12 bed emergency shelter for women over 18 and their children fleeing abuse. Male children can be accommodated only to the age of 15. (GNWT 2005) The shelter served 135 children and 135 women during 2007-08 and had a capacity of 3055 bed nights. Its 24-hour crisis line had 479 calls for crisis counselling, 671 calls for on-going support, 666 calls for information. 62 of the 72 applications for Emergency Protection Orders made through Alison McAteer House were granted.</p> <p>-A host of government and non-government social and law enforcement agencies participate in the Coalition Against Family Violence. The Coalition was instrumental in developing a protocol supported by MOU agreements among front-line agencies to improve the response to victims of family violence in the city.</p> <p>-Individuals campaigning in the federal election have ideas for lowering the rate of domestic violence including: the government working more closely with police and social groups, like the Yellowknife Wellness Coalition; more serious repercussions for perpetrators; support for laws that protect victims of domestic abuse such as the <i>NWT Protection Against Family Violence Act</i>; more money</p>

Social Element	Issues and Conditions	Responses and Solutions
	<p>Frame Lake Trail in 2008. (CBC News, June 10, 2008). The man charged with this crime also faces charges related to drug and alcohol, resisting a peace officer, and a sexual assault in Behchoko. (NNS, Jan. 23/09)</p> <p>-Recently one woman was assaulted in a parking lot outside a grocery store (NNS, Apr. 01/09) and another on the McMahan Frame Lake Trail (NNS, Apr. 22/09).</p> <p>-The incidents of violent crime are also expressed in such incidents as the woman who stabbed her boyfriend. (NNS, Jan. 21/09), the man who threatened to kill his ex-wife and child (NNS, Feb. 13/09), the 20-year old man who physically kicked and punched his girlfriend outside a local store (NNS, Mar. 06/09), the 19 year old man who repeatedly sexually assaulted his 13 year old sister (NNS, Mar. 18/09), the man who assaulted his son by choking (NNS, Apr.29/09), and a former? MLA with two previous assault convictions, charged with sexual assault. (NNS, Apr. 06/09)</p> <p>-Fights are a common occurrence in city bars and pubs and on the streets outside. A man died after a scuffle with a bouncer. (NNS Dec 02/02) Another man was stabbed in the face in a bar in the city. (NNS, Feb. 11/09)</p> <p>-Three men assaulted a man and woman celebrating the new year after they had gotten money from a downtown bank machine. (NNS, January 09/09)</p> <p>-Three men were charged with a January 2004 violent invasion at the home of foreign-born diamond cutters. The men were smoking crack-cocaine for several days before the robbery. (NNS July 20/05) (NNS July 27/05).</p> <p>-An elderly Ndilo woman was attacked in her home by a stranger (NNS, Jan. 21/09) and died in hospital. (NNS, Feb. 11/09)</p>	<p>invested in shelters; a concerted effort from the whole community - including police and social welfare groups - to reduce domestic abuse; and, more help for low-income families and "stressed" parents who are working two or three jobs. (NNS, Dec 23/05)</p> <p><b>Break and Enters, Theft and Vandalism</b></p> <p>-Youth are often the perpetrators of break and enters and acts of vandalism.</p> <p>-SideDoor Youth Ministries cut its youth drop-in program on Friday and Saturday nights that served up to 60 teens, due to teen violence, drinking and drugs. Five assaults took place in and around the SideDoor the month before it closed. Diavik Diamond Mines Inc., Side Door staff and the City's mayor met to discuss the situation. Diavik has provided financial support in the past. SideDoor's \$250,000 annual budget is generated through grants and fundraising but the Centre lacks volunteers and adequate funding to pay more staff. Hiring security guards or a heightened police presence isn't the answer. (NNS, Jan 22/03)</p> <p>-The RCMP is considering establishing a youth committee. (NNS, Feb. 20/09)</p>

Social Element	Issues and Conditions	Responses and Solutions
	<p>-A woman was sentenced for the murder of her sister in June 2008. Alcohol was identified as a factor. (NNS Feb. 06/09)</p> <p><b>Break and Enters, Theft and Vandalism</b></p> <p>-A man was found guilty of 14 charges of breaking into 11 residences and three businesses over a month-long period. (NNS Jan 10/03). Two youths were sentenced in connection with a snowmobile theft ring. A 16-year-old was sentenced for stealing one snowmobile and taking another without the owner's consent (NNS Apr 18/03).</p> <p>-Teenage girls have been stealing cars in Yellowknife. (NNS June 25/03).</p> <p>-A 13-year-old Yellowknife boy pleaded guilty to six charges ranging from mischief to possession of a stolen vehicle. He was part of a group of teens who over the course of four weeks stole a car, vandalized trucks near the airport, broke into a store at the Panda Mall and ripped a video camera from the ceiling of an apartment building. The boy suffers from a severe marijuana addiction and has alcohol problems. (NNS Oct 15/03).</p> <p>-A break and enter to the motor vehicles branch (NNS, Jan 21/09), six reported snowmobile thefts (NNS, Jan. 23/09), break and enter and extensive damage in Kam Lake (NNS, Jan. 23/09), and break and enter and extensive vandalism of a cabin near Yellowknife (NNS, Jan. 30/09) indicate the continued prevalence of these crimes.</p> <p>-Six homes at the Giant Mine site were vandalized causing an estimated \$200,000 damage. Youth are the suspected perpetrators. (CBC, Mar. 25/09) Youth were also caught on a security camera vandalizing a downtown property (NNS, Apr. 22/09)</p> <p>-Yellowknife has few armed robberies. The last gun-related robbery</p>	

Social Element	Issues and Conditions	Responses and Solutions
<p><b>Public Safety and Services</b></p>	<p>was in 2003 when a man walked into an Old Town art gallery with a hunting rifle and stole more than \$3,000. (NNS July 09/04). The robber was working through an addiction to cocaine, and said he has joined Alcoholics Anonymous. At the time of the robbery, he was unemployed and without a place to live. Yellowknife (NNS, July 07/04). Thefts at an old town jewellery business (NNS, Apr. 24/09) and an attempted bank robbery (NNS, May 06/09) did not involve weapons.</p> <p><b>Accidents and Injury</b>                      -Accidents and injuries are a main cause of death in the NWT. Alcohol and assaults are often factors in high rates of injury and hospitalization.</p> <p><b>Public Services</b>                      -Assaults in public places are a reason that some have called for better lighting and emergency phones on public walking trails and other public areas.                      -Lack of public services may raise public safety issues. Seniors and other vulnerable citizens feel/are at particular risk. Limited access to pay phones; lack of access to public washrooms; and lack of signage for public washrooms are main concerns (12/02/08 Downtown Enhancement Committee).                      -Little has been accomplished in finding the city's destitute a dignified place to relieve themselves. Back alleys often remain the only option as the homeless are generally shut out of public buildings and downtown washrooms. (NNS, Dec. 31/08) Substance abuse combined with vandalism and damage are reasons that washrooms are less available to the public.</p>	<p><b>Accidents and Injury</b>                      -The City of Yellowknife and senior levels of government undertake public education initiatives to promote public safety.</p> <p><b>Public Services</b>                      -The City has identified the need for an inventory of public washrooms, and funding for public washroom renovation/ maintenance, and the Tree of Peace as a possible location for public washrooms. The City has also considered vandal proof washrooms, which are thought to be extremely successful with low maintenance costs. (12/02/08 Downtown Enhancement Committee)                      -Facilities at the proposed Somba K'e Civic Plaza will not include public washrooms (NNS, Mar. 27/09)                      -The Salvation Army has shower and laundry facilities available in its shelter during evenings and during business hours. Towels, toiletries and laundry soap are provided.                      -City intervention on safety issues has resulted in a</p>



Social Element	Issues and Conditions	Responses and Solutions
	<p>-In recent months, several suspicious fires have been reported and may be a public safety concern (NNS, Feb. 11/09).</p> <p>-High snowfall levels have raised concerns about the safety of public streets.</p> <p>-Yellowknife does not have 911 emergency phone service although this has been a matter of considerable discussion and study for more than a decade. (NNS, Mar. 25/09)</p>	<p>commitment from Northwestel to install six public telephone in public spaces and to install emergency phones along city walking trails. (pers. communication, Mayor Van Tighem, Jan. 23/09)</p> <p>-One City Councillor has started a volunteer service called Winter Samaritans who clear snow from sidewalks to alleviate barriers to walking, pushing a stroller or using a wheelchair on Yellowknife streets. (NNS, Mar. 13/09)</p> <p>-Residents urge action on downtown streets, which some say are getting meaner and rowdier with criminal activity. Residents no longer feel safe from everything from litter and late-night rowdiness to violence and drug-running unfolding on the streets. Citizens call for the RCMP to patrol the rough parts of town on foot, and more support to local shelters. The City said crime and addictions issues are federal and territorial responsibilities, so it does not have the mandate or the budget to handle enforcement or treatment programs. But one business person says that the City can encourage developers to build more condos and apartments downtown to provide "more owners, more stakeholders, more eyes looking at the same problems, more living room lights lighting up our streets. (CBC, Oct. 30/07)</p>

Social Element	Issues and Conditions	Responses and Solutions
<p><b>Housing, Homelessness, Social and Affordable Housing</b></p>	<p><b>Market Housing</b>                      -Homeownership peaked in 2004, fell in 2006 to 2001 levels (e.g. 54% of households owned own home) (2007 Communities and Diamonds Report, May 2008). The 2007 house resale price was \$304,000, \$318,000 in 2008, and forecasted at \$325,000 in 2009. In 2008, the average rent for 2-bedroom apartments was \$1,400. The apartment vacancy rate hovers around 1%. New home construction and housing variety have declined. (CMHC, 2008)                      -Yellowknife has about 6,350 housing units.<sup>27</sup> Northern Properties is the main owner of multi-family rental properties/apartments in Yellowknife.</p> <p><b>Social Housing</b>                      -Appropriate, affordable housing is a main issue for the working poor, and single parent families. In 2006, Yellowknife had 785 single parent families (15.6% of YK families). (2007 Communities and Diamonds).                      -In and intra-migration and the lack of suitable and affordable housing contribute to overcrowding. "<i>The diamond projects have not had the positive impact on housing that was expected.</i>" (2007 Communities and Diamonds Report)</p> <p><b>Homelessness</b>                      - Recent research identified five types of homelessness – visible/ absolute homelessness, relative homelessness, hidden homelessness, at risk of becoming homeless, and core housing need. It estimates that 500 women are homeless in Yellowknife.</p>	<p><b>Market Housing</b>                      -The City of Yellowknife encourages house construction through land development and management, zoning policies and plans, and by-laws.                      -The Yellowknife Tenants Association was recently formed as a consumer advocacy organization. <a href="http://www.yellowknifetenantsassociation.ca/">http://www.yellowknifetenantsassociation.ca/</a></p> <p><b>Social Housing</b>                      -Social housing is available through the Yellowknife Housing Authority (300 units in 2009) (pers. communication with Jim White, March 19/09), North Slave Housing Corporation (75 units in 2005), and Yellowknives Dene First Nation (73 units in 2005) (GNWT, 2005).                      -In 2009, the federal government committed \$50 million to social housing in the NWT (NNS, Feb. 9/09). It will be mainly used for renovations and repairs.                      -Through a cost-shared arrangement with CMHC and the NWTHC, the City is developing an affordable housing strategy to guide policy recommendations. Policy recommendations might deal with land assembly, zoning, funding, and partnerships. The study will be completed in the spring of 2009 (City of Yellowknife 2009).                      -Several agencies in Yellowknife including the Centre for Northern Families, YWCA, NWT Council of Persons with Disabilities, Salvation Army, and the Tree of Peace help</p>

<sup>27</sup> [http://www.stats.gov.nt.ca/Infrastructure/Inf\\_Profiles/YK\(i\).pdf](http://www.stats.gov.nt.ca/Infrastructure/Inf_Profiles/YK(i).pdf)

Social Element	Issues and Conditions	Responses and Solutions
	<p>(YWCA, 2007) The majority of homeless women in Yellowknife are Inuit from small communities in Nunavut. (Centre for Northern Families, Annual Report 2006/07)</p> <p>-It is estimated that 5% of the Yellowknife census population is homeless (NNS, Mar. 2008) and there may be 100-200 homeless youth in the City (NNS, Nov. 15/06).</p> <p>-Single, homeless Yellowknifers often have substance abuse and/or mental health problems, and are unemployed. These conditions shape forecasts that homeless individuals have a 10% chance of getting out of homelessness. Many homeless people have been through the judicial system; fail to qualify for income supports on ongoing basis due to an inability to make and sustain productive choices; no longer qualify for public housing due to arrears or past evictions; and have no good reference to offer a private landlord. (2007 Homelessness Partnering Secretariat)</p> <p>-Men are roused out of the Salvation Army shelter early in the morning, leaving them nowhere to go during the day. A day-time drop-in centre for homeless people is needed for those on the street. (NNS, Oct. 10/07)</p> <p>-Youth homelessness is high in terms of relative, hidden and at risk of homelessness. Youth homelessness is compounded by insurance issues (e.g. under-age) and ineligibility for income support (e.g. 16-19 year olds) or lack of access to shelter from family violence (e.g. male children 15 or older can't accompany mother to shelter). (GNWT 2005) (2007 Homelessness Partnering Secretariat).</p> <p>Between Sept. 2005-March 2006 more than 250 youth took shelter at the SideDoor. (NNS, Nov.15/06)</p>	<p>individuals and families to locate housing.</p> <p><b>Homelessness</b></p> <p>-“Municipal governments have a broad legislative mandate that enables each to determine the scope of its involvement in homelessness initiatives... The City of Yellowknife has become involved in the Yellowknife Homeless Coalition, with the mayor and a staff person attending the Coalition’s meetings, and by administering the Coalition’s funds. The City of Yellowknife has also given annual core funding to the Side Door Youth Centre in support of the programs it runs for homeless youth in the City.” (GNWT 2005)</p> <p>-The federal government sees homelessness as a territorial jurisdiction (NNS March 2008). The GNWT does not offer any programs targeted at the homeless. All its programs serve the broader population (GNWT 2005).</p> <p>-The Yellowknife Homelessness Coalition was established in 2000 with federal Homelessness Partnering Strategy funding matched by the territorial government and supported by the City of Yellowknife and NGOs. In 2006, the Coalition received funds through the National Homelessness Initiative to hire a community coordinator. (2007 Homelessness Partnering Secretariat). The City continues to administer Homelessness Coalition funds. (City Annual Report 2006). In 2008/09, the Coordinator became an indeterminate position with the City.</p> <p>-Like all coalitions, the Homelessness Coalition is challenged to maintain strong relationships and maintain focus on priority issues. (pers. communications, Mayor</p>

Social Element	Issues and Conditions	Responses and Solutions
	<p><b>Emergency and Transitional Housing</b></p> <ul style="list-style-type: none"> <li>- Use of shelters has tripled since 1999. The Salvation Army averages 45 men in overnight shelter and the Centre for Northern Families may have 25-30 women per night. (GNWT, 2005) The YWCA had 24 families, including 52 children, using emergency housing. (2007-09 Annual Report) In 2006, 826 people used shelters; 77% were adults and 59% were men. An average of 93 people used homeless shelters each day. Daily utilization in 2006 was 59% occupancy of emergency and 66% occupancy for transition beds. (2007 Homelessness Partnering Secretariat)</li> <li>-The number of people using the Salvation Army emergency shelter was 1,075 in December 2008, up from 974 in December 2007. The Salvation Army has 29 emergency shelter beds and 20 beds in the Productive Choices Program that are almost always operating at full capacity. Increasing demand for emergency shelter is attributed to cold weather, economic struggles including workers who have difficulty obtaining criminal record checks and identification, drug and alcohol use, and the lack of affordable housing. (NNS January 16, 2009). Some people in need may not seek shelter at the Salvation Army due to the drinking, profanity, violent behaviour and poor hygiene among the other men at the shelter. (NNS, Oct. 10/07)</li> <li>-Seniors are more likely to be frequent shelter users (2 to 3 times more than other segments of the population) and women with children are likely to stay the longest (average of 120 days). Chronic users are mostly men (91%). (2007 Homelessness Partnering Secretariat)</li> <li>-The Centre for Northern Families' emergency shelter for women has long-term occupants due to lack of other shelter options. (Jan</li> </ul>	<p>Van Tighem, Jan. 23/09)</p> <ul style="list-style-type: none"> <li>- The Yellowknife Homelessness Coalition's 2009 priority is housing for women and children. It has identified \$390,000 for this purpose. The Coalition will deliver a report card on homelessness in spring 2009, and acquire property to provide new beds for homeless women. (CBC, Jan.06/09)</li> </ul> <p><b>Emergency and Transitional Housing</b></p> <ul style="list-style-type: none"> <li>-Emergency housing options for single homeless people include the hospital (psychiatric ward), RCMP holding cells (for disturbances, intoxication, threat to others) or emergency shelter facilities (GNWT, 2005).</li> <li>-Yellowknife's four organizations providing emergency (82 beds) or transitional (68 beds) shelter to homeless are: the Salvation Army, 49 beds for single men 18+ year); YWCA, five units funded by ECE for family emergency shelter; the Centre for Northern Families, 13 emergency beds for women 19 and older not accompanied by children (although up to 30 women may stay at the facility) (Annual Report 2006/07); and the SideDoor Youth Ministries, overnight shelter for 13 youth 16-19 years old.</li> <li>-YWCA Yellowknife offers transitional family housing in a 39 unit complex. The YWCA recently announced its intention to acquire and renovate a 15 unit facility for transitional housing for single women. It is hoped that the facility might be available for the fall of 2009. (CBC, May 08/09)</li> </ul>

Social Element	Issues and Conditions	Responses and Solutions
	<p>2009, CBC) In 2007, the Centre sheltered 720 women for 5,671 bednights and in 2008, 800 women were sheltered for 5,910 bednights. (Centre for Northern Families Annual Report 2006/07)</p> <p>-The YWCA transition home is full, housing 45 families (62 adults and 70 children in 2007-08 (YWCA Annual report 2007-08) and has 47 families with 84 children on the waiting list.</p>	<p>-Bailey House, a transitional facility for men, opened in 2009 as a result of a building project management partnership between the Yellowknife Homelessness Coalition and Diavik Diamond Mine. Bailey House accommodates and provides 24/7 programs for up to 32 clean and sober men making the transition from homelessness to independent living. Residency can range between 6 months and 3 years (City Annual Report 2006). Bailey House is managed and operated by the Yellowknife Branch of the Salvation Army (City Annual Report, 2007).</p> <p>-Yellowknife Health and Social Services Authority (YHSSA), CMHC, and the Homelessness Coalition have funded the SideDoor Youth Ministries youth shelter. The Centre currently relies on YHSSA for approximately half of its shelter budget and fundraises for the rest.</p> <p>-More transitional housing, 'near market' housing options, long-term supported housing, and day programs for homeless are needed (GNWT, 2005).</p> <p><b>Housing Supports</b></p> <p>-YHSSA through the Salvation Army and Centre for Northern Families provides one-way travel assistance for homeless people to return to their community.</p> <p>-YHSSA Child Protection Services, concerned for child safety and well-being, may apprehend or provide interventions such as paying housing arrears or damage deposits. (GNWT 2005)</p> <p>-The Homelessness Assistance Fund is intended to relieve</p>

Social Element	Issues and Conditions	Responses and Solutions
<p><b>Substance Abuse</b></p>	<p><b>Alcohol and Drugs</b></p> <ul style="list-style-type: none"> <li>-People are no longer prepared to live with the street drunks that hang around doorways, in alleys and sheltered spots, and with crime, drug pushers, trash, and other problems. (NNS, Apr. 18/03)</li> <li>-Crack cocaine use is rampant in Yellowknife. (NNS, Apr 09/03)</li> <li>-OxyContin, an opiate derivative, has been found in small quantities. " Because of its highly addictive properties... police insist it's more severe than crack cocaine. (NNS, Jan 14/04)</li> <li>-A 2006 survey reported that 29.9% of Yellowknife adults typically consume 5 or more drinks at a time, and over one-third drink more than once a week. (2006 NWT Addictions Survey)</li> <li>-The downtown is the epicentre of Yellowknife's drinking problem. A study done showed that 90% of RCMP calls are alcohol-related. (NNS, Apr. 18/03)</li> <li>- A sweep by more than 30 law enforcement officials -including 15 volunteer RCMP officers, NWT Liquor Licensing Board, and NWT Department of Health and Social Services of downtown bars and alleyways resulted in the arrest of two people for drug trafficking and one for possession of an illegal substance, 34 put into the drunk tank, and the issuance of a number of tickets for other liquor violations. They seized about 10 grams of crack-cocaine, drug paraphernalia, money, five flats of beer and several bottles of hard</li> </ul>	<p>homelessness or help people at risk of homelessness. People can receive one-time help of up to \$3,000, usually to help with arrears, damage deposits, utility hook ups, first month's rent or travel (one way to another community). Individuals must work through an agency that provides a referral to GNWT HSS.</p> <p><b>Alcohol and Drugs</b></p> <ul style="list-style-type: none"> <li>-"Alcoholism itself is recognized as a disease and the crime that stems from alcohol abuse can be looked at as a social and community problem rather than a criminal problem. The police are a key partner in finding a solution, but so are the legislators, social services agencies, licensed liquor establishments, the licensing boards themselves, educators and alternative justice coordinators and others." (NNS, Dec. 02/02)</li> <li>-Police and businesses encourage RCMP evening foot patrols through downtown during the warm months. The City is developing ways to make downtown a place where people live, work, and play safely. The street drunks and drug addicts need a detox centre and medical rehabilitation. (NNS, Apr. 18/03)</li> <li>-After a couple of high profile inquests into death by drugs and alcohol last winter, a public meeting revealed an increasing problem of crack cocaine on the streets and the addiction and child prostitution that comes with it. Out of that meeting was born the Yellowknife Community Wellness Coalition. (NNS, Aug. 27/03)</li> <li>-Reflecting on a visit to Anchorage to review that city's</li> </ul>

Social Element	Issues and Conditions	Responses and Solutions
	<p>liquor. (NNS, Oct 08/03)</p> <p>-Every year in Yellowknife, police detain people for public intoxication who are later released without charge. This equates to between 7,000 and 10,000 hours of police time. The Community Service Patrol, launched as a pilot project in 2006, is run by trained volunteers who respond to intoxicated people, trying to find them a safe place to sleep it off and direct them toward help if they need - or want - it. (NNS, Feb 08/08)</p> <p>-Yellowknife MLAs state that the community's ability to cope has not kept pace with the very rapid transition of the economy. "Alcohol use and (drug abuse) are killing our communities." "The silence of the government has been really quite deafening." MLAs received unanimous support for a motion calling for: the establishment of a treatment centre in the NWT solely dedicated to hard drugs -- crack, cocaine and heroin; a separate addictions treatment centre for youth; and the re-opening of residential clinics in Inuvik and Yellowknife, which were closed in the 1990s. (NNS, Nov 03/04)</p> <p>- "I'd come back from the camps with \$9,000 and it would be gone in a week." "It's easier to get a gram of crack than a gram of marijuana in this town ... Yellowknifers don't understand how bad the crack problem is... It's an epidemic in this town. It's going to get worse before it gets better." (NNS, Nov 15/04)</p> <p>-When the crack problem was at its worst, a local bar reported that long-time customers stopped coming. Bar patrons were acting strange, throwing chairs and bar owners were seeing young teens - 13 or 14 years old - "prostituting themselves to pay for their habit." The bar banned anyone involved in the crack trade and with consistent application of the ban, it took two years and lost</p>	<p>response to substance abuse issues, local RCMP found that Anchorage police got tougher on bar-owners and the city imposed a tax on property owners in the downtown core in order to hire security personnel to enhance services (NNS, June 04/03). Anchorage developed a medically-supervised sobering-up/transfer station rather than a drunk tank, and a group home where alcoholics take responsibility for themselves. (NNS Aug. 27/03)</p> <p>-BHP Billiton Diamonds Inc. financed a feasibility study on ways to help people in Yellowknife who need somewhere to go and access to food and counselling. The study considers the Anchorage model. (NNS, Feb. 08/08)</p> <p>The study was released in late May 2009.</p> <ul style="list-style-type: none"> <li>- Yellowknife lacks coordination among agencies, a 'sobering-up station' rather than drunk-tank solutions, but does have prevention and community policing programs that do make a difference (NNS, June 06/03).</li> <li>-A full-time Yellowknife RCMP police officer was assigned to coordinating the local Drug Abuse Resistance Education (DARE) program, parent discussion groups and anti-bullying programs in schools. (NNS, Aug 27/03)</li> <li>-Police need to do more about the city's drug and alcohol problems according to the 2003 Community Survey, a semi-annual study conducted by the RCMP. An increase in the minimum staffing level is needed for the officers on the street. (A lack of staff) increases response times to calls and may place officers in a high-risk situation with little or no backup. (NNS, Sep 03/03) At the same time, the RCMP realizes that they need "to deliver concentrated</li> </ul>

Social Element	Issues and Conditions	Responses and Solutions
	<p>business to clean up the bar. (NNS, July 08/05)</p> <p>-“Doesn't anyone wonder why there is such a drug and alcohol problem in Yellowknife yet we have no treatment centre for them to go to? There is a building for it...and yet it sits empty. This city's residents complain about the harassment and increased theft in Yellowknife over the last few years along with the increased drug and alcohol problem these individuals cause yet no one in government seems to be dealing with the problem. There are small groups providing band-aid services, but they get no support and the magnitude of this problem is bigger than even they can handle... They waste thousands of dollars a year in ambulance and healthcare. Wouldn't it make sense to have a facility where these people could go and maybe one day be productive citizens in our fair city?” (YK Trader Forum, Jul. 2005)</p>	<p>enforcement, as part of our overall strategy to combat substance abuse in the city.” (NNS, Oct 08/03)</p> <p>-More residential treatment facilities and follow-up services are needed. Addictions programming is limited to short-term programming for men at the Salvation Army's six-bed withdrawal management program for men over the age of 19 who are referred by a recognized agency, and general addictions supports at the Tree of Peace, who is funded by YHSSA. The one residential treatment centre is located in Hay River but does not serve children or youth. Salvation Army clients (men only) withdrawing from an addictive substance may stay in the facility 24 hr/day for up to 2 weeks. The average length of stay is 5-10 days. (GNWT 2005).</p> <p>-The Tree of Peace Community Wellness Program served 1,083 clients in 2007-08, providing counselling, assessments, education, referrals and aftercare. A further 678 people participated in the Living in Balance outpatient treatment program (2007-08 Annual Senate Report). Prevention and education programming is a priority.</p> <p>-YHSSA organized a “Symposium on Crystal Meth and Crack Cocaine” and “Getting the Dope on Dope” workshops for frontline workers. (YHSSA Annual Report 2007-08)</p> <p>-The RCMP suggest that the community needs to be aware of the drug trade in Yellowknife and how they need to work together with the police to make the community safe. (NNS, Dec. 01/08)</p>



Appendix B

Social Element	Issues and Conditions	Responses and Solutions
		<p>-The RCMP detachment has one drug specialist and two members in its crime reduction unit.                      -A citizen writes that it is time to fully fund and professionally staff a facility where people on the street can go, seek refuge, and get meaningful help. (NNS, Feb. 13/09)</p>

Social Element	Issues and Conditions	Responses and Solutions
<p><b>Health and Well-Being</b></p>	<p><b>Mental Health</b></p> <ul style="list-style-type: none"> <li>-The 2006 NWT Addictions Survey reported that 97% of Yellowknifers rate their mental health as good or excellent.</li> <li>-Mental health issues including post-traumatic stress disorder often underlie crime, substance abuse, and other well-being issues in the city. The Centre for Northern Families notes that the GNWT has identified a growing incident of mental health issues including post-traumatic stress disorder, suicidal ideation, personality disorders and clinical depression. (Annual Report 2006/07)</li> <li>-Mental health issues are frequently tied to substance abuse, crime, public safety, poverty, and homelessness.</li> <li>-The Mental Health Commission of Canada <sup>28</sup> reports that access to services, collaboration among existing services, and the need for cultural specific responses are common mental health service issues in the city and elsewhere in the NWT. The Commission also notes that individuals facing housing and food security issues need to have their basic needs met before contemplating recovery from mental health problems and illnesses.</li> </ul> <p><b>Well-Being</b></p> <ul style="list-style-type: none"> <li>-The NWT Health Status Report 2005 states that Yellowknifers are more likely than others in the NWT to rate their health as good and to have a greater sense of control over life conditions.</li> <li>-Determinants of health and well-being such as access to services,</li> </ul>	<p><b>Mental Health</b></p> <ul style="list-style-type: none"> <li>-Significant effort has been dedicated to mental health issues since the 1990s including a comprehensive report for mental health services in the city.<sup>29</sup></li> <li>-The New Horizons drop-in facility for persons with mental health issues funded by YHSSA until 2006 was considered a popular solution to some mental health issues.<sup>30</sup> The facility was closed due to risks to staff and clients and efforts to better integrate mental health services with other YHSSA services.</li> <li>-Individuals with mental health issues may be admitted to Stanton Hospital's 10-bed inpatient Psychiatric Unit for a 72-hour assessment period. In 2004, the Psychiatric Unit ran at 55% capacity. (GNWT 2005)</li> <li>-YHSSA funds the YWCA's psychiatric group home that provides 24/7 supports for 5 clients.</li> <li>-YHSSA provided 1447 client counselling sessions through Family Counselling to individuals and families. (YHSSA Annual Report 2007-08)</li> </ul> <p><b>Well-Being</b></p> <ul style="list-style-type: none"> <li>-YHSSA's program staff and four medical clinics along with Stanton Territorial Hospital are the main providers</li> </ul>

<sup>28</sup> <http://www.mentalhealthcommission.ca/sites/blog/archive/2009/04/09/regional-stakeholder-dialogue-yellowknife-march-24-2009.aspx>

<sup>29</sup> Hylton, J, Mental Health Services in Yellowknife: A Framework for Long-Term Planning. The Yellowknife Mental Health Planning Group. Yellowknife. February 1998.

<sup>30</sup> [http://www.hltss.gov.nt.ca/pdf/reports/mental\\_health\\_and\\_addictions/2005/english/stay\\_the\\_course/chalmers\\_full\\_report\\_december\\_2005.pdf](http://www.hltss.gov.nt.ca/pdf/reports/mental_health_and_addictions/2005/english/stay_the_course/chalmers_full_report_december_2005.pdf)

Social Element	Issues and Conditions	Responses and Solutions
	<p>community and family supports, and positive lifestyle practices tend to be stronger in Yellowknife than elsewhere in the NWT.</p> <p>-Yellowknife is a magnet community for persons throughout the north seeking services and supports, and home to a diverse population with a range of health and well-being needs. Ensuring that residents and non-residents alike are informed and have equal access to services and supports challenges government and voluntary service providers.</p> <p>-Volunteerism is a determinant of social health and well-being however supports to volunteerism are limited by the capacity of voluntary organizations and the lack of any coordinating or advocacy body.</p> <p><b>Infectious Disease</b></p> <p>-Intravenous crack cocaine use is a main factor in HIV and Hepatitis C and is beginning to show up in the health care system in Yellowknife. (NNS, Mar. 13/09)</p> <p>-The rates of sexually transmitted infections, syphilis, and tuberculosis are concerns. The incidence of STI's in Yellowknife doubled between 1996-2006. (2007 Communities and Diamonds).</p> <p>-22 cases of syphilis were reported in Yellowknife (NNS, Jan. 19/09) and less than a month later the number of cases had risen to 28 with one case of congenital syphilis affecting a new born baby. (NNS, Feb. 04/09)</p> <p>-In 2007, few TB cases were reported until a homeless man stated that he contracted the disease after spending a night at the Salvation Army. (NNS, Oct. 10/07) In 2008, seven TB cases were reported in Yellowknife. Half of the cases are linked to homelessness. (NNS, Jan. 30/09)</p>	<p>of health and social wellness services.</p> <p>-YHSSA's Community Health Program includes clinical services, health promotion, homecare services, public health and nutrition. Its Public Health Programs include: 3523 doses of flu vaccines at 15 public immunization clinics, 950 clients for initial travel health clinic appointments, and home visits for 300 families with newborns (Annual Report 2007-08)</p> <p>-In partnership with YHSSA, both the Centre for Northern Families and the Salvation Army offer weekly walk-in medical clinics.</p> <p>-The Salvation Army through a team of volunteers offers a weekly foot hygiene program for homeless men. The program helps to identify foot problems such as trench foot, fungal infections and very long toenails, and other social-health issues. About 13 homeless people have their feet washed on a regular basis. (NNS, Dec 16/05) Demand for the program warrants service two nights a week but expansion isn't feasible with existing funds and volunteers. The program bathed 493 pairs of men and women's feet in 2008, up from 370 in 2007. (NNS, Jan. 30/09)</p> <p><b>Infectious Disease</b></p> <p>-A new NGO, the NWT HIV-Hepatitis C Support Network, is tackling public awareness of infectious diseases with partners such as YHSSA.</p> <p>- YHSSA offers a "Child and Adolescent" population based program, and a Youth Sexual Health Clinic.</p>

Social Element	Issues and Conditions	Responses and Solutions
<p><b>Income and Food Security</b></p>	<p><b>Income</b></p> <ul style="list-style-type: none"> <li>-Eight years of City of Yellowknife citizen satisfaction surveys show satisfaction with the quality of life but social (e.g. drug and alcohol abuse) and economic issues (e.g. cost of living and housing) persist as main concerns.</li> <li>-The cost of living in Yellowknife is 17% higher than Edmonton. Housing and utility costs continue as significant issues in the city.</li> <li>-The average personal income in Yellowknife is \$57,246, higher than the Canadian average. Some 78% of families have income of more than \$60,000 while about 9% of families have incomes of less than \$25,000 (NWT Bureau of Statistics 2006). While more people have more money than in the past (2007 Community and Diamonds Report), the disparities between those who 'have' and 'have not' are more striking.</li> <li>-Average monthly income assistance cases have changed little over the last half decade, remaining at about 260 cases. <i>"The Yellowknife rate should have dropped. ... This may be due to more people without jobs moving to Yellowknife."</i> (2007 Community and Diamonds Report).</li> <li>-About 15% of Yellowknife children live in low income families and 41% of those live in low income, single parent families. (2007 Communities and Diamonds)</li> <li>-In 2009, the three diamond mines headquartered in Yellowknife have announced lay-offs and downsizing initiatives. Secondary industries involved in resource development have taken similar steps. Income levels will likely decline in 2009 for those involved in resource industries. Higher rates of unemployment are expected.</li> </ul> <p><b>Food Security</b></p> <ul style="list-style-type: none"> <li>-A nutritious food basket for a family of four ranges from \$147 to</li> </ul>	<p><b>Income</b></p> <ul style="list-style-type: none"> <li>-Cost of living issues have been raised in the Legislative Assembly.</li> <li>-In August 2007 the GNWT committed to a new income security model with a philosophy of ensuring that people have adequate financial resources and programs and services to help them achieve self-reliance. The previous client categories were replaced with: seniors, persons with disabilities, single parents, families, and single employable persons. The change saw increases in food and clothing allowances and the single shelter allowance. The disincentive to work while on income support was decreased by allowing clients to keep a percentage of earned income. The GNWT also committed to increased staff training and client case management. (GNWT 2007)</li> <li>-Both the Salvation Army and Tree of Peace offer support with income tax preparation.</li> <li>-The Salvation Army Thrift Store and St. Patrick's Catholic Women's League flea market are sources of affordable clothing, books, house-wares and furniture.</li> <li>-Furniture donations are accepted and distributed by the Centre for Northern Families, Salvation Army and YWCA.</li> </ul> <p><b>Food Security</b></p> <ul style="list-style-type: none"> <li>-The Yellowknife Food Bank served 80 families bi-weekly in 2006 and may serve as many as 170 individuals/families today. The Salvation Army distributes some 130 emergency hampers monthly and serves hot lunches and</li> </ul>

Social Element	Issues and Conditions	Responses and Solutions
	<p>\$167 per week.</p> <p>-Low income is a factor in food security. Lack of food security is associated with poor health, chronic disease, obesity, depression, and distress. Yellowknife has a higher rate of obesity than in Canada in general, and higher incidences of cardiovascular disease, diabetes, and other chronic illnesses. (Sept. 2006, Lutra Associates Ltd.)</p> <p>-The Salvation Army's Christmas hamper program for NWT communities issued 206 hampers, or baskets of donated goods. The adopt-a-family program, which serves Yellowknife and a few surrounding communities, offered around 260 hampers and toys. The NWT total of 466 was above last year's by about 20 hampers. (NNS, Jan. 09/09)</p>	<p>suppers to 25-50 individuals daily. In 2008, it served 23,500 meals. (Annual Report) It offers free bread for pick up depending on donations, and wise shopping counselling. (2006, Lutra Associates Ltd.).</p> <p>-The Centre for Northern Families offers kitchen facilities to shelter residents. The Yellowknife Senior's Society offers weekly lunches to approximately 90 seniors.</p> <p>-Food Rescue distributes stale dated food and perishables collected from commercial grocery stores and institutions to community groups serving needy individuals and families.</p> <p>- The Yellowknife Community Garden Collective donates a portion of each year's crop to social agencies that usually amounts to 700 kg. of fresh produce. This is expected to increase to 1050 kg. with the new School Draw community garden. (pers. communication with Dwayne Wohlgemuth, March 23/09).</p> <p>-Early childhood programs usually provide healthy snacks and lunch programs. The Food First Foundation and seven local schools partner to provide healthy lunch or snack programs in Yellowknife, Dettah and Ndilo. (pers. communication with Dana Britton, March 23/09)</p> <p>-YHSSA promotes healthy eating in city schools, through a Healthy Choices Cooking Club and a "Why Weight" program.</p>
Children and Youth	-Slightly less than 40% of the Yellowknife, Ndilo, and Dettah population are 24 years of age and younger. Youth, 15-29 years of	<p><b>Early Childhood</b></p> <p>-GNWT Education, Culture and Employment provides a</p>

<sup>31</sup> [http://www.stats.gov.nt.ca/Statinfo/Justice/Police\\_Reported\\_Crime.html](http://www.stats.gov.nt.ca/Statinfo/Justice/Police_Reported_Crime.html)

Social Element	Issues and Conditions	Responses and Solutions
	<p>age represent about 23% of the population in these communities.</p> <p><b>Early Childhood</b></p> <ul style="list-style-type: none"> <li>-The demand for affordable, quality childcare outstrips the availability of spaces. Childcare spaces in the city operate at full capacity and most maintain waiting lists. The high unmet demand is particularly high for infant spaces and pre-school spaces</li> <li>-Childcare facilities operate with limited budgets and have high staff turn-over due to non-competitive wages and benefits. (Alternatives North, 2006).</li> </ul> <p><b>Risk Factors</b></p> <ul style="list-style-type: none"> <li>- Children and youth in the three communities are exposed to conditions in the home, school, and community environments that build resiliency and coping skills and encourage positive development. At the same time, many are exposed to unhealthy and unstable home environments and factors in the school and community that put them at risk of negative outcomes. A youth action plan for Yellowknife, Dettah and Ndilo completed in 2006 (Lutra Associates Ltd.) documented the issues impacting this population. They include poor home, school, and community relationships; negative peer and community pressures particularly with respect to alcohol, drugs, crime and violence; and issues associated with poverty and self-esteem.</li> <li>-The media regularly reports troubling youth issues including theft, vandalism, and substance abuse including trafficking - a 17-year old was sentenced for trafficking marijuana (NNS, Feb. 27/09); two</li> </ul>	<p>childcare subsidy and start-up and operating grants to licensed facilities but has not made new investments to keep up with demand or address systemic issues in early childhood services. The federal government has opted not to invest in new childcare spaces. Advocates see a need for collective action to provide affordable licensed and unlicensed child care and raise the profile of early childhood development issues in building healthy adults and community.</p> <ul style="list-style-type: none"> <li>-As a result of its research, Alternatives North has inspired the establishment of an NWT child care association.</li> </ul> <p><b>Risk Factors</b></p> <ul style="list-style-type: none"> <li>-In 2005, the City partnered with voluntary and business groups to develop a skateboard park, build the community multiplex recreation facility, and begin work on a field house for indoor soccer, volleyball and tennis. These partnerships improve opportunities to engage youth in meaningful activities and build community.<sup>32</sup></li> <li>-Based on the 2006 youth action plan for Yellowknife, Dettah and Ndilo , 15 individuals began working on actions to address youth issues including the establishment of a youth council, a coalition of youth supporting agencies, a storefront youth resource and outreach office, and youth programming. The SideDoor, the City of Yellowknife and John Howard Society were</li> </ul>

<sup>32</sup> City of Yellowknife Annual Report 2005

Social Element	Issues and Conditions	Responses and Solutions
	<p>intoxicated youth passed out outside in freezing temperatures (NNS, Mar. 20/09); a youth was reported to be carrying a gun in the Range Lake neighbourhood (Feb. 27/09 CBC), and a 14 year old was charged with aggravated assault as a result of multiple stabbing of a 15 year old. (NNS, Apr. 22/09).</p> <p>-In 2007, 121 Yellowknife youth were charged— 94 with criminal code offences (e.g. violent or property crimes), and 27 with violation of other federal statutes (e.g. drugs).<sup>31</sup></p> <p>-Youth homelessness is a growing concern. Although the SideDoor offers emergency shelter, no youth transitional shelter is available.</p> <p><b>Children in Care</b></p> <p>-In March 2008, a total of 175 children were placed in care, representing 3% of the population aged 0-19 served by YHSSA. In 2007-08, between 90 and 100 children each month were in permanent custody. (YHSSA Annual Report 2007-08)</p> <p>-Youth between 16-18 years of age are at risk of falling through the cracks in terms of social supports. However, 16 year olds in care have the option of remaining in foster care or becoming independent with support from YHSSA.</p>	<p>identified as key players in youth initiatives. The John Howard Society recently received some Community Mobilization funding to launch youth programs but no progress has been made on a youth council and coalition likely due to lack of leadership and resources.</p> <p>-A group of local youth volunteers working mainly through the Centre for Northern Families are seeking to acquire a youth facility and implement the 2006 youth action plan (pers. communications with Elena Lukawiecka, Apr. 07/09)</p> <p>-In 2007-08, 3,058 youth used the various programs offered by the Tree of Peace through the Urban Multipurpose Aboriginal Youth Centres Initiative.</p> <p>Cultural elements of the initiative include reeling and jigging classes, beading program, elders' and youth sharing circles. (Tree of Peace annual report 2007-08)</p> <p>-DARE (Drug Awareness Resistance Education) has begun in Yellowknife, Ndilo and Dettah schools and involves seven or eight RCMP members.</p> <p>-The YWCA Yellowknife offers 275 spaces in its school-based afterschool care program. It holds an annual "Power of being a Girl" conference and is a partner with the Taiga Girls Camp as part of its commitment to helping young women successfully navigate their course into adulthood. (YWCA 2007-08 Annual Report)</p> <p>-The YWCA Project Child Recovery served 310 children in Yellowknife, helping them cope with the violence that they experience. (2007-08 Annual Report)</p> <p>-YHSSA offered "Strategic Parenting for Challenging</p>

Social Element	Issues and Conditions	Responses and Solutions
		<p>Teens" in Yellowknife and has 48 families active in the Healthy Family Program.</p> <ul style="list-style-type: none"> <li>-Sidedoor Youth Ministries offers Junior SideDoor, a free after school child care service for youth aged 5-13, Senior SideDoor for aged 13-19, an evening supervised, drug free recreation program, a weekly Freedom of Addictions program for youth aged 16-25, as well as March Break and Summer Camps, guitar lessons and skateboarding.</li> <li>-In 2008, Public Safety Canada through National Crime Prevention funded Weledeh Catholic School \$92,739 over 35 months to address risk factors among 100 children 6-12 year. The initiative is now being evaluated.</li> </ul> <p><b>Children in Care</b></p> <ul style="list-style-type: none"> <li>- The demand for foster care is expected to continue due to the high rate of addictions and family violence issues. The YHSSA works with 58 foster families. (Annual Report 2007-08)</li> </ul>
<p><b>Seniors/Elders</b></p>	<p>-Yellowknife has a growing senior population. Currently, 6% of the City's population are 60 years of age or more.</p> <p><b>Diverse Needs</b></p> <ul style="list-style-type: none"> <li>-The changing face of Yellowknife is reflected in the seniors population. It is diverse in terms of cultural and ethnic backgrounds, and social and economic conditions.</li> <li>-Seniors' advocates say that seniors are affected by all programs and socio-economic factors. They face unique personal safety issues and fear can be a deterrent to participation in the community.</li> </ul>	<p>The Yellowknife Seniors' Society and NWT Seniors' Society are the main voluntary organizations that advocate for and meet seniors' information needs.</p> <p><b>Diverse Needs</b></p> <ul style="list-style-type: none"> <li>-The Baker Community Centre, operated by the Yellowknife Seniors' Society, offers a number of social and recreational programs including: the weekly Lunch with a Bunch, bi-weekly coffee breaks, bowling, bridge, painting, tai chi, yoga, and line dancing. The Society</li> </ul>



Social Element	Issues and Conditions	Responses and Solutions
	<p>Other concerns are elder abuse, cost of living, housing, health care and costs.</p> <p>-Yellowknife seniors have been active on social and economic issues including extended health benefits which the GNWT proposed in 2008/09 to reduce.</p> <p>-The current staff and volunteers with the Yellowknife Seniors' Society are "taxed to the maximum to carry on as we have in the past...to survive as a relevant organization for seniors...we must find new operating models for our activities and events, additional resources and expanded facilities." (YK Seniors' Society Strategic Plan 2008-2013)</p>	<p>fundraises and sponsors a team to the Canada 55+ Games held every two years and it produces a regular newsletter.</p> <p>-Tree of Peace holds an annual elders' fish fry and Christmas party, and targets or reduces the cost for some programs, such as income tax preparation where 103 elders were served out of 212 clients.</p> <p>-YHSSA holds bi-weekly blood pressure clinics at the Baker Centre and helped to develop the "Elders in Motion: a fitness program for seniors"</p>
<p><b>Diversity and Inclusion</b></p>	<p><b>Ethnic Communities</b></p> <p>-About one-quarter of the population are persons of Aboriginal ancestry. (GNWT Bureau of Statistics) Although Yellowknife has the largest Aboriginal population in the NWT, it is not a homogeneous population. Aboriginal residents may speak one or more of the 11 NWT official languages (9 of which are Aboriginal languages), and have cultural roots among the Dene, Inuit, Inuvialuit, or First Nations groups in southern Canada.</p> <p>-Among the Aboriginal population, the 2006 Canada Census identifies most as North American Indian (48%), Metis (34%) or 16% Inuit.</p> <p>-In 2006, the Canada Census reported that about 10% of the Yellowknife population are members of visible minorities and home to 76% of the foreign born population in the NWT. (GNWT Bureau of Statistics) An immigrant activist says that a Canadian Heritage study enumerated 4,400 immigrants in Yellowknife. (pers. communications, Ana Perdomo, Apr. 29/09)</p>	<p><b>Ethnic Communities</b></p> <p>-The Centre of Northern Families advocates for its clients, most of whom have Aboriginal ancestry or are new to Canada. The Centre also operated a Canadian and Ethno-cultural program, which in 2006, served 157 people from 29 different countries, up from 84 people from 19 countries in 2005 (Annual Report, 2006/07). Programs have been reduced because of funding. The Centre continues to draw immigrant women to a weekly collective kitchen and activities such as yoga. In the absence of community gathering places for immigrants, the Centre has become a gathering place for immigrants.</p> <p>-Aurora College offers the Immigrant Settlement and Adaptation and Host programs for new Canadians. The College also delivers two levels of ESL language classes although there are frequent difficulties finding teachers for these classes. Issues are also associated with the level</p>

Social Element	Issues and Conditions	Responses and Solutions
	<p>-Yellowknife residents represent about 160 cultural groups from most continents (Centre for Northern Families Annual Report 2006/07).</p> <p>-A study of immigrant needs found that 60-100 immigrants arrive in Yellowknife each year and most are family members of immigrants who already reside in the city. (Heron-Herbert, undated) The study found that ethno-cultural groups in the city lack information on resources in the community, their right to work, about the immigration process, and their right to access health, housing, education and social services. The study also noted that immigrant women are often isolated and may experience safety issues.</p> <p>-Few mentions of racism are found in public media although the Centre for Northern Families study (Heron-Herbert, undated) noted that most immigrants encounter racism. Spokespeople for the Yellowknives Dene First Nation say that racism is 'alive and well'.</p> <p>-A recently reported incident of a racial slur directed at a taxi driver (NNS, Jan. 23/09) and allegations of RCMP abuse of an intoxicated Dene elder (NNS, Feb. 11/09) now under investigation by the RCMP and Dene Nation (NNS, Mar. 18/09) may suggest the presence of racism in the city.</p> <p>-Representatives of the Yellowknives Dene First Nation assert that while the City of Yellowknife receives an annual \$144,000 grant in lieu of taxes from the federal government to service Ndilo, few services are provided.</p> <p>-Both Aboriginal people and new Canadians are not well-represented in decision making within public institutions in the community and perhaps over-represented in certain sectors including the retail and service sectors, and as clients of social</p>	<p>of supports that are available for temporary and permanent residents, and for citizens who lack English literacy skills. The College's settlement office serves about 200 immigrants and has several immigrants on waiting lists for basic level ESL. (pers. communications Ana Perdomo, Apr. 29/09)</p> <p>-The Tree of Peace Friendship Centre provides a variety of social programs and is a source of advocacy support for urban First Nations. The Native Women's Association of the NWT provides similar supports for Aboriginal women and their families.</p> <p>-The nearby First Nations communities of Dettah and Ndilo offer political, social, cultural and economic programs for its members.</p> <p>-The NWT Human Rights Commission administers the <i>NWT Human Rights Act</i>. The Commission responds to complaints of discrimination on 20 grounds, including race, colour, ancestry, nationality, ethnic origin, place of origin, creed, religion, age, disability, sex, sexual orientation, gender identity, marital status, family status, family affiliation, political belief, political association, social condition and a conviction for which a pardon has been received. The Commission also promotes equality for territorial residents through public education and community development activities.</p> <p>-Over the years the City of Yellowknife and nearby Yellowknives Dene First Nation Councils have had an intermittent relationship to address common issues. Much of this relationship is based on land use and service issues</p>

Social Element	Issues and Conditions	Responses and Solutions
<p><b>Public Education</b></p>	<p>agencies.</p> <ul style="list-style-type: none"> <li>-Lack of opportunities to engage in multi-cultural events, volunteer issues, and weak relationships among diverse communities within the city are concerns of new Canadians, immigrants, First Nations members, and long-time residents of the city.</li> </ul> <p><b>Disability Community</b></p> <ul style="list-style-type: none"> <li>-The NWT has a high incidence of visible and invisible disability.</li> <li>-The 2006 Participation and Activity Limitation Survey reports that age standardized disability rates in the NWT were 13.1%.</li> <li>-Persons living with disability are more likely than other northerners to have low literacy, low income, be un/under-employed, and have Aboriginal ancestry.</li> <li>-High rates of disability can be related to lifestyles (e.g. effects of alcohol and drug abuse, accidents, injuries, poor nutrition) and age.</li> <li>-The growing incidence of obesity, diabetes, and other chronic diseases, the presence of fetal alcohol spectrum disorder (FASD), and an aging population mean that the rate of disability is unlikely to diminish in the future.</li> <li>-As the main service centre in the NWT, Yellowknife attracts persons with disabilities from throughout the NWT.</li> <li>-Persons with disability are concerned about accessibility of programs/services and facilities throughout the city, and express particular concerns about snow and dust management.</li> </ul>	<p>including roads and fire fighting.</p> <p><b>Disability Community</b></p> <ul style="list-style-type: none"> <li>-Several organizations in the community serve the needs of persons with disabilities through services, advocacy and information activities including the territorial cross-disability organization, the NWT Council for Persons with Disabilities, the Yellowknife Association for Community Living that serves persons with intellectual disabilities, the CNJB, the Hard of Hearing Association, and Autism NWT.</li> <li>-The Yellowknife Association of Concerned Citizens for Seniors (YACCS) operates seniors' care facilities and operates a handi-van for seniors and persons with disabilities. The City of Yellowknife regulates and operates the Yellowknife Accessible Transit System (which provides door-to-door transportation on a reservation basis with limited evening and weekend hours.</li> <li>-YWCA Yellowknife owns four homes and supplies long-term residential support to 16 adult residents with disabilities.</li> </ul>
	<p>There is no single source of regularly updated information or a directory of social programs and services and contact information for organizations available to Yellowknife residents and visitors.</p>	<ul style="list-style-type: none"> <li>-The NWT Help Directory is a main source of information about social programs and services.</li> <li>-The Canadian Mental Health Association NWT Division operates a Help Line and AIDS Info Line. There is also a</li> </ul>

Appendix B

Social Element	Issues and Conditions	Responses and Solutions
		<p>national Kids Help Line.                      -The Tele-Care Health Line provides 24/7 family health and support services.                      -YHSSA has a directory of organizations that provide health and social services on its website at <a href="http://www.yhssa.org/resources/links/Links.asp">http://www.yhssa.org/resources/links/Links.asp</a>.                      -YHSSA Health Promotion Program provides information and resources.                      -In the past, the City of Yellowknife website included a listing of community organizations. An incomplete listing is included in the city's semi-annual recreation guides.</p>

## APPENDIX C:

### The Yellowknife Social Responsibility Inventory

The Inventory is a listing of social programs/services by government and non-government agency responsibility. It is a tool for identifying gaps in responses to social issues.

The Yellowknife Social Responsibility Inventory emphasizes key agencies with responsibilities for social issues that are of particular concern to the City of Yellowknife. The Inventory is not an exhaustive list of all agencies in Yellowknife with social responsibilities.

The Inventory considers three types of responsibility:

1. Legislative – who has legal responsibility?
2. Financial – who has funding responsibility?
3. Implementation – who is responsible for planning, coordinating, service/program delivery, and evaluation?

Although there are often overlapping and shared responsibilities, the Yellowknife Social Responsibility Inventory endeavours to identify the level of responsibility in terms of:

1. Primary Responsibility – who has the main responsibility and is ultimately accountable?
2. Secondary Responsibility – who has some but not the main responsibility?
3. Limited Responsibility – who has a minor level of responsibility?

Appendix C: Social Responsibility Inventory

Service	Organization	Type of Organization	Legislative, Funding, or Implementation Responsibility	Programs/Services Description	Population Served	Notes
<b>Crime and Public Safety</b>						
Policing	Royal Canadian Mounted Police (RCMP)	Federal Government	<p><b>Legislative:</b> Primary responsibility for enforcing federal and territorial statutes including the criminal code.</p> <p><b>Financial:</b> Secondary responsibility through contracted service arrangement with the GNWT.</p> <p><b>Implementation:</b> Primary responsibility for law enforcement and crime prevention programming.</p> <p><b>Secondary responsibility</b> for planning, coordination, and day to day operational duties as delegated by the GNWT.</p>	<p>About 40 RCMP members provide community policing and protection services 24/7 and endeavour to respond to community safety expectations/ needs. Operates Crime Stoppers, TIPS, and works with Citizens on Patrol (COPS) and Community Patrol Services (CPS). Crime prevention activities include a two-person Crime Reduction Unit and the DARE program in local schools. Yellowknife RCMP receives recommendations from the Yellowknife Area Policing Advisory Committee.</p>	General Public	<p>-Capacity continues to be a significant issue.</p> <p>-Foot patrols are increased during summer months.</p> <p>-COPS and CPS are inactive.</p>
Prosecution Support for Crown Witnesses	Public Prosecution Service of Canada	Federal Government	<p><b>Legislative:</b> Primary responsibility for prosecuting offences under federal jurisdiction.</p> <p><b>Financial:</b> Primary responsibility to address operational requirements.</p> <p><b>Implementation:</b> Primary responsibility for planning and coordination to strengthen the criminal justice system and for day to day operations.</p>	<p>The Public Prosecution Service of Canada is responsible for prosecutions on behalf of the Attorney General of Canada. The Crown Victim Witness Assistant Program provides assistance to victims of crime with Victim Impact Statements, the court process and the logistics of court appearances.</p>	Individuals in conflict with the law.	
Justice Services	NWT Justice	Territorial Government	<p><b>Legislative:</b> Primary responsibility for enacting territorial legislation, and administering the justice system, including policing and corrections.</p> <p><b>Financial:</b> Primary responsibility for planning processes, operation of territorial courts, construction and operation of infrastructure, policing and community justice programs.</p> <p><b>Implementation:</b> Primary responsibility for planning, coordination, and operations.</p>	<p>In addition to the courts, a variety of programs and services support the administration of justice services including probation services, funding to community-based victim services programs, community justice committees, and activities to address the needs of victims of family violence. In 2009, resources were increased to improve access to mediation services arising from separation and divorce.</p>	General Public	<p>NGOs tend to deliver community programs and often have limited capacity especially if heavily reliant on volunteers.</p>
Adult Correctional Facility	Yellowknife Correctional Centre, NWT	Territorial Government	<p><b>Legislative:</b> None</p> <p><b>Financial:</b> Secondary responsibility through budget allocations from GNWT Justice.</p>	<p>The Yellowknife Correctional Centre accommodates up to 148 inmates. The Centre delivers a variety of programs, including a cognitive skills program; sex offender</p>	Adult Male Offenders	<p>YCC has limited if any involvement with inmates after</p>

Appendix C: Social Responsibility Inventory

Service	Organization	Type of Organization	Legislative, Funding, or Implementation Responsibility	Programs/Services Description	Population Served	Notes
	Justice		Implementation: Primary responsibility for planning and operating the correctional centre.	program; a program that addresses relationship and grief issues; an anger and emotions management program; a substance abuse pre-release program; a family violence prevention program; traditional counsellors and on the land programs; Alcohol Anonymous meetings; programming in partnership with the Salvation Army (substance abuse, relationships and grief and loss, and opportunity to gradually reintegrate into the community); psychological, psychiatric, and medical services; and education and recreation programs.		their release.
Young Offenders Facility	North Slave Young Offenders Facility	Territorial Government	Legislative: None Financial: Secondary responsibility through budget allocations from GNWT Justice. Implementation: Primary responsibility for planning, coordination, and day to day operations.	The North Slave Young Offenders Facility has a triple designation – open, secure and remand. Programs/ services include: anger management; sex offender group; recreation program; on the land program; addictions, mental health counselling; and an elder who works with youth (e.g. sweats, healing circles, one-on-one).	Male Youth Offenders	The Facility has limited involvement with offenders after their release.
Legal Aid	Legal Services Board	Arms-Length GNWT Organization	Legislative: None. Adheres to GNWT and Government of Canada legislation. Financial: Secondary responsibility through resources provided by the GNWT and Government of Canada. Implementation: Secondary responsibility for day to day operations as delegated by funders.	The Legal Services Board provides legal aid, court worker services, and public legal education and information services throughout the NWT. The Board operates the Law Line, which provides free legal advice by volunteer lawyers, and legal aid clinic in Yellowknife, which provide family and criminal law services.	General Public	Legal Aid is available to clients receiving Income Support and other clients that meet a low income threshold.

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Service	Organization	Type of Organization	Legislative, Funding, or Implementation Responsibility	Programs/Services Description	Population Served	Notes
By Law Enforcement	City of Yellowknife	Municipal Government	<p><b>Legislative:</b> Secondary responsibility for municipal by-law under the <i>NWT Cities, Towns, and Villages Act</i>.</p> <p><b>Financial:</b> Primary responsibility through annual budgeting processes.</p> <p><b>Implementation:</b> Primary responsibility for planning, coordination, and day to day operations.</p>	<p>Municipal by-laws pertain to the safety and security of persons and property. Approximately 10 officers are responsible for the administration and enforcement of municipal by-laws and enforcement responsibilities pursuant to the <i>NWT Motor Vehicles Act</i> and <i>All Terrain Vehicles Act</i>. Municipal by-law officers are Peace Officers in accordance with the <i>NWT Summary Convictions Procedures Act</i>. The City's Fire Department provides assistance in the enforcement of particular by-laws. By-laws pertain to: Land Acquisition, Building, Procedures, Council, Dogs, Enforcement, Franchises/ Agreements, General, Highways and Roads, Local Improvements, Garbage, Leases &amp; Subleases, Money, Originals, Personnel, Recreation, Sale of Land (Transfers), Taxis, Business and Peddlers, Water &amp; Sewer, Zoning.</p> <p>The City's 27 full time and 20 paid-on-call personnel provide emergency and prevention/public education services. The services include: fire inspections, preplanning, fire suppression, emergency medical response, and specialized services in auto extrication, hazmat, confined space, water/ice rescue.</p> <p>The City has an emergency response plan in the event of an emergency. In accordance with federal legislation, the plan ensures the protection of people, property, and the environment and the restoration of community operations.</p>	Yellowknife General Public	
Emergency Services	City of Yellowknife	Municipal Government	<p><b>Legislative:</b> Secondary responsibility under the <i>NWT Fire Prevention Act</i>.</p> <p><b>Financial:</b> Primary responsibility through annual budgeting processes.</p> <p><b>Implementation:</b> Primary responsibility for planning, coordination and implementation.</p>	<p>The City's 27 full time and 20 paid-on-call personnel provide emergency and prevention/public education services. The services include: fire inspections, preplanning, fire suppression, emergency medical response, and specialized services in auto extrication, hazmat, confined space, water/ice rescue.</p>	Yellowknife General Public	In 2007, the Fire Division responded to 3720 calls.
Emergency Preparedness	City of Yellowknife	Municipal Government	<p><b>Legislative:</b> Secondary responsibility under the federal <i>Civil Emergencies Act</i> and territorial policy.</p> <p><b>Financial:</b> Primary responsibility through annual budgeting processes.</p> <p><b>Implementation:</b> Primary responsibility for planning, coordination and implementation.</p>	<p>The City has an emergency response plan in the event of an emergency. In accordance with federal legislation, the plan ensures the protection of people, property, and the environment and the restoration of community operations.</p>	Yellowknife General Public	
Advisory Committee	Yellowknife Policing	Ad hoc	<p><b>Legislative:</b> None</p> <p><b>Financial:</b> None</p>	<p>Yellowknife Area Policing Advisory Committee was established by the Yellowknife City Council in 2005 and is</p>	City of Yellowknife	The Committee does not meet



Appendix C. Social Responsibility Inventory

Service	Organization	Type of Organization	Legislative, Funding, or Implementation Responsibility	Programs/Services Description	Population Served	Notes
	Advisory Committee		<p><b>Implementation: Primary responsibility</b> for information sharing, networking, and making recommendations to the RCMP on policing matters.</p>	<p>made up of 13 members representing the community. The Committee meets to discuss crime and enforcement issues in the City and make recommendations to the RCMP. The Committee does not make recommendations to the City of Yellowknife.</p>	and RCMP	regularly and momentum has waned recently.
<b>Public Safety Coordination</b>	Yellowknife Community Wellness Coalition	Ad hoc	<p><b>Legislative:</b> None  <b>Financial:</b> Secondary responsibility through funding provided by the GNWT and City of Yellowknife.  <b>Implementation:</b> Primary responsibility for information sharing, networking, and planning. Secondary responsibility for day to day activities as outlined by members.</p>	<p>In the past, the Coalition coordinated the Community Service Patrol (CSP) and Citizens on Patrol (COPS). Although few volunteers remain, CSP volunteers in the past worked on weekends to pick up intoxicated persons and take them to safe locations like private residences and community shelters, reducing the burden on the RCMP and drunk tank. In the past, COPS volunteers assisted the RCMP on weekends with street patrols, traffic direction and check stops, and security at youth dances.</p>	General Public	The Coalition is inactive. Leadership, and momentum and focus are common issues facing this and other coalitions.
<b>Advocacy and Crime Prevention</b>	John Howard Society	Non-Government Organization (NGO)	<p><b>Legislative:</b> None  <b>Financial:</b> Secondary responsibility through resources provided by the GNWT and/or Government of Canada.  <b>Implementation:</b> Limited responsibilities as outlined by and day to day operations responsibilities as outlined by funders and required by federal and territorial statutes.</p>	<p>The John Howard society delivers youth and adult programs, including:          -Community Justice - an alternative to the Criminal Justice System for individuals in contact with the law.          -Fine Option Program - an alternative to incarceration for non-payment of fine. The hours required to work off a fine is assessed and a location is found (with supervision) to work the hours.          -Community Service - supervised completion of court ordered community service hours as a part of sentencing.          -Institutional Fine Options - Persons previously incarcerated for non-payment of fines are referred to the Fine Options Program by the institution as an alternative to further incarceration.          -D.A.D.S. (Dads After Divorce and Separation) - an educational and support group for fathers.</p>	Youth and Adults	Serves about 50 clients monthly - 80% youth; 90% not in school; and 50% male. Clients likely have literacy issues, may be affected by FASD and/or learning disabilities; and have families with histories of encounters with the law. Serves as many as 100 people daily on a drop-in

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Service	Organization	Type of Organization	Legislative, Funding, or Implementation Responsibility	Programs/Services Description	Population Served	Notes
<b>Victim Services</b>	Native Women's Association of the NWT	Non-Government Organization (NGO)	<p>Legislative: None</p> <p>Financial: Secondary responsibility through resources provided by the GNWT</p> <p>Implementation: Secondary responsibility for information, support and referrals. Limited responsibility for regulation and staff and volunteer training outlined by funders.</p>	<p>- Judo – for 5-17 year olds, an after school program that focuses on healthy lifestyle, self-discipline and respect.</p> <p>- In the absence of a day-time drop in for people on the streets, the Society provides these services although with appropriate space and staff to do so.</p> <p>Native Women's operates the Yellowknife Victims' Services program that provides support services for victims of crime and coordinates volunteers to assist the RCMP in crisis situations. Volunteers accompany victims and family members to court and other appointments. Services include emotional support, assistance, information, and referral to resources in the victim's own community.</p>	Victims of Crime	<p>basis. In 2006/07, the Society led initiatives to implement a Yellowknife, Ndilo and Dettah youth action plan and recently received Community Mobilization funding for youth programs.</p> <p>Adequate volunteers are central to the success of the program. In 2009, the GNWT Dept. of Justice announced additional federal funds to provide financial assistance where no other resources exist to help meet emergency needs of people who are victims of serious violent crime.</p>

Appendix C: Social Responsibility Inventory

Service	Organization	Type of Organization	Legislative, Funding, or Implementation Responsibility	Programs/Services Description	Population Served	Notes
Education, Advocacy, and Building Partnerships	NWT Coalition Against Family Violence	Ad hoc	Legislative: None Financial: Limited responsibility mainly through in-kind donations. Implementation: Primary responsibility for building partnerships, coordinating approaches to raise awareness of family violence.	The NWT Coalition Against Family Violence works to improve the response to family violence; identify tangible means of addressing family violence and the needs of those affected by it; and prevent family violence. Coalition members include NGOs and government agencies including the RCMP. Monthly meetings are held in Yellowknife. Coalition members undertake specific projects, share information, raise awareness and coordinate Family Violence Awareness Week.	Individuals and groups dealing with family violence	The Status of Women Council chairs the Coalition. The Coalition has a territorial focus. Momentum and participation in the CAFV varies.
Family Violence Shelter	YWCA Alison McAteer House (AMH)	Non-Government Organization (NGO)	Legislative: None Financial: Primary responsibility for securing and accounting for donations and fundraising, Secondary responsibility through resources provided by the GNWT through the YHSSA. Implementation: Primary responsibilities for information sharing and day to day operations. Limited responsibilities for regulation and training of GNWT established standards.	The YWCA Yellowknife operates the Alison McAteer House, a 12 bed emergency shelter for women and children who are victims of family violence. AMH services include shelter, food, crisis intervention, group support, and referrals to other agencies and services. AMH operates a 24/7 crisis telephone line, and advocates for changes to systemic barriers to women's safety and empowerment. AMH is a primary contact for victims of family violence seeking an emergency protection order under the NWT Protection Against Family Violence Act. AMH is part of the multi-party Yellowknife Interagency Protocol to improve responses to victims of family violence. YWCA delivers Project Child Recovery, a program for children who have witnessed violence.	Women and children experiencing family violence	AMH operates at full capacity. The YWCA recently completed a study on NGO wages and benefits, and capacity challenges.
Half-Way House / Rehabilitation	Salvation Army	NGO	Legislative: None Financial: Primary responsibility through fundraising and donations, Secondary responsibility through resources provided by the Gov't of Canada. Implementation: Primary responsibility for coordination, and program operations. Limited responsibility for regulation and training delegated by Corrections Canada.	The Salvation Army's transitional programming involves inmate escorts, counseling, pre-release planning and community assessments, job seeking assistance aimed at facilitating inmates' gradual reintegration into the community.	Men recently released from jail	Men may not return to their community of origin after release. They may not have family/ community networks.

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Service	Organization	Type of Organization	Legislative, Funding, or Implementation Responsibility	Programs/Services Description	Population Served	Notes
<b>Homelessness, Social and Affordable Housing</b>						
Residential Development Infrastructure	City of Yellowknife	Municipal Government	<p><b>Legislative:</b> Primary responsibility through land management agreements with other orders of government, municipal plans and by-laws for land and infrastructure development and management. <b>Secondary responsibility</b> for enforcement in building regulations.</p> <p><b>Financial:</b> Primary responsibility through taxes and other levies.</p> <p><b>Implementation:</b> Primary responsibility for planning, coordination, and regulation within the City boundaries.</p>	<p>The City of Yellowknife influences housing development through land, infrastructure, planning, zoning, and by-laws. It can designate areas for lower cost housing and invoke policies that support the development of specific types of housing. The City engages in partnerships and other interventions to address housing needs, such as serving as the legal entity and flow through agency for the Yellowknife Homelessness Coalition, or through funding, land exchanges, and tax and permitting concessions. It is currently developing an affordable housing strategy.</p> <p>CMHC provides mortgage loan insurance, mortgage-backed securities, housing policies and programs, and housing research. CMHC programs, services and expertise are used to: develop and construct affordable housing; renovate and enhance housing to minimum standards for health, safety and accessibility; build, repair, rehabilitate shelters and second stage housing for women, children and youth who are victims of family violence; build capacity within Aboriginal organizations to build housing self-sufficiency; build capacity through on-the-job training for Aboriginal youth; and provide expertise on cold weather construction and sustainable design.</p>	General Public	There is a need for a rental housing registry, particularly for lower income and social housing. Youth homelessness is a growing issue. 01
Affordable, Social Housing	Canada Mortgage and Housing Corporation (CMHC)	Government (Crown) Corporation	<p><b>Legislative:</b> Primary responsibility through <i>National Housing Act</i> and <i>Canada Mortgage and Housing Act</i></p> <p><b>Financial:</b> Primary responsibility for financial support and subsidization of affordable housing.</p> <p><b>Implementation:</b> Secondary responsibility to territorial/provincial level housing agencies with primary responsibility to plan and coordinate affordable housing.</p>	<p>CMHC provides mortgage loan insurance, mortgage-backed securities, housing policies and programs, and housing research. CMHC programs, services and expertise are used to: develop and construct affordable housing; renovate and enhance housing to minimum standards for health, safety and accessibility; build, repair, rehabilitate shelters and second stage housing for women, children and youth who are victims of family violence; build capacity within Aboriginal organizations to build housing self-sufficiency; build capacity through on-the-job training for Aboriginal youth; and provide expertise on cold weather construction and sustainable design.</p>	Low income individuals and families	The 2009 federal budget allocates \$50 million to the NWT for the renovation and repair of social housing but the funding will not add new social housing units.
Public/Social Housing	Yellowknife Housing Authority	Agency of the Territorial Government (NWTHC)	<p><b>Legislative:</b> None</p> <p><b>Financial:</b> Secondary responsibility through resources provided by the NWT Housing Corporation.</p> <p><b>Implementation:</b> Secondary responsibility for delivery, management and maintenance of public/social housing in accordance with NWTHC policy and regulations.</p>	<p>The Yellowknife Housing Authority provides low cost housing to families that qualify. The Authority administers public/social housing following guidelines mainly set down by the NWT Housing Corporation. Public housing subsidies are provided by the Income Security programs of Education, Culture and Employment, GNWT.</p>	Low income families, seniors and people with disabilities	Demand outstrips supply. About 100 families, seniors and people with disabilities are on the waiting list.

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Service	Organization	Type of Organization	Legislative, Funding, or Implementation Responsibility	Programs/Services Description	Population Served	Notes
Public/Social Housing	North Slave Housing Corporation	NGO	<p><b>Legislative:</b> None</p> <p><b>Financial:</b> Secondary responsibility through resources provided by CMHC</p> <p><b>Implementation:</b> Secondary responsibility for the delivery of the urban Aboriginal housing program, including coordination and day to day operation and maintenance of housing as delegated by CMHC.</p>	<p>The North Slave Housing Corporation provides Aboriginal people living in Yellowknife with access to affordable single and multi-family housing.</p>	Low income Aboriginal individuals and families	The Corporation provides active tenant relations and assistance as required.
Social/Public Housing Programs	NWT Housing Corporation (NWTHC)	Government Corporation	<p><b>Legislative:</b> Primary responsibility under the NWT <i>Housing Corporation Act</i> to develop public/social housing policies and regulations.</p> <p><b>Financial:</b> Primary responsibility: funding the construction and renovation of suitable and affordable housing; and subsidizing housing.</p> <p><b>Implementation:</b> Primary responsibility for local housing authorities such as the Yellowknife Housing Authority.</p>	<p>The NWTHC develops programs to: increase the supply of suitable and affordable housing stock; help residents become successful and responsible homeowners; and ensure the long-term sustainability and energy efficiency of the housing stock. The Yellowknife Housing Authority provides social/public housing in the city. NWTHC participates in needs assessments; research, e.g. best practices for cold weather construction; and works with municipalities and the GNWT Municipal and Community Affairs to ensure adequate land for social/public housing.</p>	General Public	<p>The NWTHC is often faced with capacity and contractor issues.</p> <p>The Affordable Housing Initiative provided 550 units over three years in NWT communities.</p>
Public Housing Rental Subsidy	NWT Education, Culture and Employment	Territorial Government	<p><b>Legislative:</b> Primary responsibility through policies and regulations for the Public Housing Rental Subsidy.</p> <p><b>Financial:</b> Primary responsibility for funding the Public Housing Rental Subsidy.</p> <p><b>Implementation:</b> Primary responsibility for planning processes including identifying and prioritizing needs and resources, and issuing the subsidy.</p>	<p>The Public Housing Rental Subsidy provides financial assistance to public housing tenants to help with the cost of rent. Public housing tenants pay rent based on household income. The difference between the rent paid, and the maximum rent, is the Public Housing Rental Subsidy. Northerners who live in public housing and meet a household income test are eligible for the subsidy. The subsidy is delivered through the Yellowknife ECE Service Centre.</p>	Public Housing Tenants	<p>The harmonization of social housing and income assistance may be seen as punitive to low income northerners given reports of increased arrears and evictions since this organizational change.</p>

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Service	Organization	Type of Organization	Legislative, Funding, or Implementation Responsibility	Programs/Services Description	Population Served	Notes
Rental Appeals	GNWT Department of Justice	Territorial Government	<p><b>Legislative: Primary responsibility</b> through the <i>Residential Tenancies Act</i>.</p> <p><b>Financial: None</b></p> <p><b>Implementation: Primary responsibility</b> for addressing complaints under the Act.</p>	<p>The NWT Rental Office is staffed to regulate the relationship between landlords and tenants and provide information to assist in resolving matters between tenants and landlords according to the <i>Residential Tenancies Act</i>.</p>	Residential Renters	Subsidized Public Housing is exempt from sections of the <i>Residential Tenancies Act</i> .
Emergency and Transitional Shelter Development	Human Resources and Social Development Canada	Federal Government	<p><b>Legislative: Limited responsibility</b>, no legislative or clear policy base.</p> <p><b>Financial: Secondary responsibility</b>, oversight function and support to planning and capital spending undertaken by others.</p> <p><b>Implementation: Limited responsibility</b>, general support for plans, coalitions, and partnerships.</p>	<p>Funding from the Federal Government's federal Homelessness Partnering Strategy and National Homelessness Initiative supports the Yellowknife Homelessness Coalition, helps to fund the capital costs of emergency and transitional housing, and funds a community homelessness coordinator position located in the City of Yellowknife administration.</p>	Homeless	<p>Through a community plan, the Yellowknife Homelessness Coalition is slowly addressing homelessness issues. Competing priorities always threaten to derail the plan.</p>
Family Violence Shelters, Supported Living Options and Homelessness Assistance Fund	NWT Health and Social Services	Territorial Government	<p><b>Legislative: Primary responsibility</b> based on policy-specific family violence and supported living initiatives.</p> <p><b>Financial: Primary responsibility</b>, funding is dispersed through the Yellowknife Health and Social Services Authority mainly through service agreements with NGOs.</p> <p><b>Implementation: Primary responsibility</b>, regulates the staffing and operations of shelters and supportive living homes.</p>	<p>NWT Health and Social Services funds the operation of emergency family violence shelters and supported living facilities. Program delivery is mainly through YHSSA. The YWCA Yellowknife operates a family violence shelter and accommodation and residential support for persons with disabilities. The Yellowknife Association for Community Living also provides residential supports for persons with disabilities. The Homelessness Assistance Fund provides one-time help of up to \$3,000 for people who are homeless or at risk of homelessness, usually for rental arrears, damage deposits or travel. Recipients must apply through a community agency.</p>	<p>Victims of family violence.</p> <p>Persons with disabilities, homeless or those at risk of being homeless</p>	<p>Need outstrips the supply due to the high incidence of family violence and disability and a preference for non-Yellowknifers to receive services in the city.</p>
Emergency and Transitional	Centre for Northern	NGO	<p><b>Legislative: None</b></p> <p><b>Financial: Primary responsibility</b> through donations and</p>	<p>The Centre for Northern Families operates an emergency shelter for women and provides support, outreach and</p>	Women	Demand for transitional housing

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Service	Organization	Type of Organization	Legislative, Funding, or Implementation Responsibility	Programs/Services Description	Population Served	Notes
Housing	Families		fundraising; Secondary responsibility through resources provided by the GNWT and Gov't of Canada. <b>Implementation:</b> Primary responsibility for coordination and day to day operations. <b>Limited responsibility</b> for regulation and staff training required by funders.	advocacy to marginalized, hard to reach women and their families. It operates a 2-bedroom transitional housing unit outside the Centre for single women. The Centre also maintains a food depot with emergency food and baby care items.		for women outstrips supply.
Emergency Shelter and Transitional Housing	Salvation Army	NGO	<b>Legislative:</b> None <b>Financial:</b> Primary responsibility through fundraising and donations, <b>Secondary responsibility</b> through resources provided by the GNWT and YHSSA. <b>Implementation:</b> Limited responsibility for regulation and training as required by funders. <b>Primary responsibility</b> for coordination and day to day operations.	Salvation Army emergency and transitional housing services include emergency shelter (laundry and showers); Bailey House, a 32-bed transitional facility for men	Men	The emergency shelter serves 50 clients per night. Bailey House has 32 transitional housing beds.
Program Support	Yellowknife Health and Social Services Authority (YHSSA)	Territorial Government	<b>Legislative:</b> Secondary responsibility for policy support for family violence, persons with disabilities, emergency and transitional housing operations. <b>Financial:</b> Secondary responsibility for funding for family violence, persons with disabilities, emergency and transitional housing operations. <b>Implementation:</b> Primary responsibility for planning, coordination and monitoring community programs and services.	YHSSA provides funding to some community groups for emergency, transitional and supported living programs and for the family violence shelter.	Family violence victims, persons with disabilities, homeless	Funding to NGOs is limited and does not keep pace with cost of living increases, particularly for NGO salaries and benefits.
Public Housing	Yellowknives Dene First Nation	Aboriginal Government	<b>Legislative:</b> None <b>Financial:</b> Secondary responsibility through resources provided by the NWT Housing Corporation. <b>Implementation:</b> Secondary responsibility for delivery, management and maintenance of public/social housing in accordance with NWTHC policy and regulations.	The Yellowknives Dene First Nation Housing provides low cost housing to families and individuals who qualify. The Yellowknives Dene administers public/social housing following guidelines mainly set down by the NWT Housing Corporation. Public housing subsidies are provided by the Income Security programs of Education, Culture and Employment, GNWT.	Band Members in Dettah and Ndilo	The Yellowknives Dene have 75 housing units.

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Service	Organization	Type of Organization	Legislative, Funding, or Implementation Responsibility	Programs/Services Description	Population Served	Notes
Transitional Housing	YWCA Yellowknife	NGO	Legislative: None Financial: Primary responsibility through donations and fundraising. Secondary responsibility through resources provided by the GNWT Implementation: Limited responsibility for regulations and training required by the GNWT. Primary responsibility for day to day operations.	The YWCA provides transitional housing for families unable to access public or private housing. The program operates out of a 39-unit apartment complex. Support workers provide life skills counselling and teach tenancy skills. There is also an on-site food bank and clothing depot. Furniture is provided through community donations. The YWCA is planning to acquire a 15 unit transitional housing for single women which may open later in 2009.	Families in housing transition	The YWCA's transition housing program has an extensive waiting list. The agency would benefit from a Yellowknife housing registry.
Emergency Housing	YWCA Yellowknife	NGO	Legislative: None Financial: Primary responsibility through donations and fundraising. Secondary responsibility through resources provided by the GNWT Implementation: Limited responsibility in accordance with GNWT requirements. Primary responsibility for day to day operations.	YWCA Yellowknife provides emergency housing for families in five apartment units.	Families in emergency situations	Demand outstrips supply.
Emergency Shelter	SideDoor Youth Ministries	NGO	Legislative: None Financial: Primary responsibility through donations and fundraising. Secondary responsibility through resources provided by the GNWT, YHSSA, and the City of Yellowknife Implementation: Limited responsibility for regulations and training required by the GNWT. Primary responsibility for day to day operations.	The Centre operates the Living Room Project, an emergency shelter for up to 13 youth, aged 16-19 years. The Centre also provides life skills training for youth and free after school programs for families.	Youth	Youth homelessness is on the rise. Funding to support the project is uncertain. Emergency shelter does not address youth homelessness. Work has begun on a proposal for youth transitional housing.
Homelessness	Yellowknife	Ad hoc	Legislative: None	The City of Yellowknife as the legal entity on behalf of the	Homeless	The Coalition



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Service	Organization	Type of Organization	Legislative, Funding, or Implementation Responsibility	Programs/Services Description	Population Served	Notes
	Homelessness Coalition		<p><b>Financial:</b> Secondary responsibility through resources provided by the National Homelessness Initiative, the Homelessness Partnering Strategy, in-kind donations from the City of Yellowknife, GNWT and NGOs.</p> <p><b>Implementation:</b> Primary responsibility for building partnerships and coordinating solutions to homelessness.</p>	<p>Yellowknife Homelessness Coalition, administers funds from the Homelessness Partnering Strategy to work toward a coordinated approach to meeting the needs of the homeless in Yellowknife. Members include federal, territorial, and municipal governments, and non-government organizations including organizations that deliver services to homeless people: the Salvation Army; the YWCA; the Centre for Northern Families; and SideDoor Youth Ministries. Aboriginal governments/organizations are not members of the Coalition.</p>		<p>experiences many of the same issues that commonly plague partnerships, coalitions and networks including focus, leadership, and shared responsibility.</p>
Advocacy	Centre for Northern Families	NGO	<p><b>Legislative:</b> None</p> <p><b>Financial:</b> Primary responsibility through donations and fundraising. <b>Secondary responsibility</b> through resources provided by the GNWT.</p> <p><b>Implementation:</b> Limited responsibility for regulations and training required by the GNWT. <b>Primary responsibility</b> for coordination and day to day operations.</p>	<p>A residential tenancy advocacy program works with low-income people to address tenancy issues by helping to fill out forms and applications and attend meetings and hearings with clients. This program was set up in partnership with the Ontario-based Centre for Equality Rights in Accommodation. This is seen as a first step toward setting up a Poverty Law Clinic. Housing is also a significant issue addressed by the Centre for Northern Families Community Outreach Worker based in the Great Slave Medical clinic to address the social determinants of health, such as housing, income and literacy.</p>	General Public	<p>It is unclear if advocacy services continue to be funded.</p>
<b>Substance Abuse</b>						

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Service	Organization	Type of Organization	Legislative, Funding, or Implementation Responsibility	Programs/Services Description	Population Served	Notes
Policing	RCMP	Federal Government	<p><b>Legislative:</b> Primary responsibility for enforcement of federal and territorial statutes violations of federal and territorial statutes related to drugs and alcohol.</p> <p><b>Financial:</b> Secondary responsibility through contracted services with the GNWT.</p> <p><b>Implementation:</b> Primary responsibility for law enforcement and crime prevention programming.</p> <p>Secondary responsibility for planning, coordination, and day to day operational duties delegated by the GNWT.</p>	<p>The RCMP incarcerates highly intoxicated persons for up to 24 hours. Community programs include DARE (Drug Abuse Resistance Education), target grade 6 students and include instruction on drugs (tobacco, alcohol and other drugs) including coping mechanisms (i.e., how to say no). The RCMP detachment has one drug specialist and a two-person crime reduction unit. When it was active, RCMP worked with Community Patrol Services to ensure intoxicated people were taken to a safe place.</p>	General Public	Volunteer support for community policing and public substance abuse control efforts has waned in recent months.
First Nations Treatment	Health Canada	Federal Government	<p><b>Legislative:</b> Primary responsibility for policy support for the National Native Alcohol and Drug Abuse Program (NNADAP).</p> <p><b>Financial:</b> Primary responsibility to manage drug and alcohol funding.</p> <p><b>Implementation:</b> Primary responsibility to support and encourage planning for drug and alcohol programming under NNADAP</p> <p>Secondary responsibility for implementation through funding oversight.</p>	<p>Health Canada allocates funds to First Nations and Inuit communities for setting up and running treatment programs to help heal from abuse of alcohol, drugs and solvents. Through the National Native Alcohol and Drug Abuse Program Health Canada provides services to First Nations and Inuit men, women and children who have, or are affected by, substance use or abuse problems. NNADAP funds are flowed through the GNWT Health and Social Services and are linked to the Inuit and First Nations Health and Wellness Programs.<sup>33</sup></p>	First Nations and Inuit	<p>In 2007-08, the NWT received \$387,000 and \$460,409 in 2006-07. NNADAP is different than many other federal funding programs (e.g. FASD, Brighter Futures) in that there are no public proposal calls. HSS seems to use NNADAP funding for southern treatment, counselling, conferences, and</p>

<sup>33</sup> [http://www.hlthss.gov.nt.ca/pdf/reports/community\\_wellness/2008/english/directions\\_for\\_wellness\\_2006\\_2007.pdf](http://www.hlthss.gov.nt.ca/pdf/reports/community_wellness/2008/english/directions_for_wellness_2006_2007.pdf)

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Service	Organization	Type of Organization	Legislative, Funding, or Implementation Responsibility	Programs/Services Description	Population Served	Notes
<b>Program Support</b>	NWT Health and Social Services	Territorial Government	<p><b>Legislative: Primary responsibility</b> for policy support for detox and substance abuse programs.</p> <p><b>Financial: Primary responsibility</b> for funding for detox and substance abuse programs.</p> <p><b>Implementation: Primary responsibility</b> for regulation of facilities.</p>	<p>The Department plans, develops, evaluates, and reports on programs and services that support the health and well-being of people in the NWT. The Department's major responsibilities include: securing funding, developing legislation, setting policies and standards, monitoring and evaluation and strategic planning.</p>	General Public	<p>training.</p> <p>The Nat'se/ke Centre on the Kat'lodeeche Reserve is the only treatment centre in the NWT.</p>
<b>Program Support</b>	Yellowknife Health and Social Services Authority	Territorial Government	<p><b>Legislative: Secondary responsibility</b> for support for substance abuse programs.</p> <p><b>Financial: Secondary responsibility</b> for funding for detox and substance abuse programs.</p> <p><b>Implementation: Primary responsibility</b> for planning, coordination and monitoring community programs and services.</p>	<p>In addition to delivering programs and services (see Well-being and Children and Youth sections, below) YHSSA provides funding to community groups for substance abuse programs and services. Recently, it has provided training to front-line workers through the Getting the Dope on Dope program and a Symposium on Crystal Meth and Crack Cocaine.</p>	General Public	
<b>Withdrawal Management</b>	Stanton Territorial Health Authority	Territorial Government	<p><b>Legislative: Primary responsibility</b> for policy support for services.</p> <p><b>Financial: Primary responsibility</b> for staffing and facilities.</p> <p><b>Implementation: Primary responsibility</b> for quality programming and patient safety.</p>	<p>Stanton provides 24-hour emergency withdrawal management services.</p>	General Public	
<b>Withdrawal Management</b>	Salvation Army	NGO	<p><b>Legislative: None</b></p> <p><b>Financial: Primary responsibility</b> through donations and fundraising; <b>Secondary responsibility</b> through resources provided by YHSSA and limited fee for service revenue from other regional health authorities.</p> <p><b>Implementation: Primary responsibility</b> for day to day operations. <b>Limited responsibility</b> for monitoring and</p>	<p>The Salvation Army provides withdrawal management services for people who need to detoxify from addictive substances. Services are delivered in a residential setting. Follow up care and support is also provided through one-on-one support and groups such as Crack Busters, Cocaine Anonymous and Narcotics Anonymous.</p>	Persons with addictions	<p>The program serves up to 6 people at a time.</p>

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Service	Organization	Type of Organization	Legislative, Funding, or Implementation Responsibility	Programs/Services Description	Population Served	Notes
Alcohol and Drug Counselling	Tree of Peace Friendship Centre	NGO	<p>program decisions per funding guidelines.</p> <p><b>Legislative:</b> None  <b>Financial:</b> Primary responsibility through fundraising. Secondary responsibility through resources provided by the GNWT, YHSSA, and Government of Canada.  <b>Implementation:</b> Primary responsibility for day to day operations. Limited responsibility for monitoring and program decisions per funding guidelines.</p>	<p>The Tree of Peace delivers alcohol and drug counselling, referrals, community workshops, and education and prevention activities. Aftercare services are provided to individuals who have completed treatment programs. Living in Balance program is a non-residential treatment program. Counsellors work with youth and families to address bigger problems within the family. Youth are encouraged to engage in activities – recreation, cultural activities, work – that divert them from alcohol and drug use. The youth program provides outreach to high schools and other locations such as the SideDoor Youth Ministries.</p>	Adults and Youth	The Tree program also encourages participation in volunteer peer support and self-help groups such as Alcoholics Anonymous (AA).
Alcohol and Drug Prevention	Yellowknives Dene First Nation	Aboriginal Government	<p><b>Legislative:</b> None  <b>Financial:</b> Secondary responsibility through resources provided by the YHSSA.  <b>Implementation:</b> Primary responsibility for day to day operations. Limited responsibility for monitoring and program decisions per funding guidelines.</p>	<p>The Yellowknives Dene First Nation delivers an alcohol and drug program for YKDFN members and residents of Detnah and Ndilo to help raise awareness of effects of alcoholism, encourage healthy lifestyle choices, support individuals and families, preserve traditional culture and values of the Dene.</p>	Yellowknives Dene First Nation members	This program now operates under a three-year funding agreement that terminates in 2011.
Alcohol and Drug Prevention	Various Organizations	Ad hoc	<p><b>Legislative:</b> None  <b>Financial:</b> Secondary responsibility: through funding and in-kind donations provided by GNWT, City of Yellowknife, NGOs, and others.  <b>Implementation:</b> Limited responsibility for delivery of prevention activities.</p>	<p>PARTY (Prevent Alcohol Risk Taking Behaviour in Youth) involves Stanton Territorial Hospital, Yellowknife Fire Department, RCMP, Yellowknife Correctional Centre, Calvary Church, and the Chief Coroner who partner to stage activities to raise awareness of the impacts of alcohol use (abuse).</p>	Youth (targets all grade 9 Yellowknife)	The Program initiated by a concerned citizen relies on volunteer effort and the capacity of participating agencies.

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Service	Organization	Type of Organization	Legislative, Funding, or Implementation Responsibility	Programs/Services Description	Population Served	Notes
Alcohol and Drug Prevention	City of Yellowknife	Municipal Government	<p><b>Legislative:</b> Limited responsibility as may be available through municipal by-laws-</p> <p><b>Financial:</b> Limited responsibility as may be designated through annual budgeting process</p> <p><b>Implementation:</b> Limited responsibility as may be directed by the Mayor and Council.</p>	Through by-laws and working in partnership with the RCMP, local schools and the GNWT, the City supports the designation of drug-free zones in the vicinity of secondary schools. The City also works in partnership with others to advocate on initiatives to address public substance abuse including intoxication.	General Public	
Alcohol and Drug Prevention	SADD (Students Against Drunk Driving)	NGO	<p><b>Legislative:</b> None</p> <p><b>Financial:</b> Secondary responsibility through funding and in-kind donations provided by GNWT, City of Yellowknife, NGOs, and others.</p> <p><b>Implementation:</b> Limited responsibility for program delivery, coordination and delivery of prevention activities.</p>	School-based program to discourage use of drugs and alcohol and driving while intoxicated.	Youth	
<b>Health and Well-being</b>						
Well-being	Health Canada	Federal Government	<p><b>Legislative:</b> Primary responsibility for the enforcement of the <i>Canada Health Act</i>.</p> <p><b>Financial:</b> Secondary responsibility through transfers to the GNWT for health services.</p> <p><b>Implementation:</b> Primary responsibility for national regulations and standards.</p>	Through the GNWT, Health Canada is responsible for helping Canadians maintain and improve their health. To achieve its goals, Health Canada relies on high-quality scientific research; conducts ongoing consultations with Canadians; communicates information about disease prevention; encourages Canadians to take an active role in their health, such as increasing their level of physical activity and eating well. Agriculture Canada through a cost-sharing agreement with the GNWT is responsible for food safety.	General public	

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Well-being	NWT Health and Social Services	Territorial Government	<p><b>Legislative: Primary responsibility</b> for health and well-being in compliance with territorial legislation, policies and standards.</p> <p><b>Financial: Primary responsibility</b> mainly through federal transfers and oversight of health and social authority spending.</p> <p><b>Implementation: Primary responsibility</b> for health infrastructure, planning, coordination, and delegation of program/service delivery.</p>	<p>The Department plans, develops, evaluates and reports on program and service delivery that support the health and well-being of people in the NWT. The Department's major responsibilities include: securing funding, developing legislation, setting policies and standards, monitoring and evaluation, and strategic planning.</p>	General Public	In Yellowknife, program and service delivery is mainly through the YHSSA.
Wellness, Protection and Prevention Services	Yellowknife Health and Social Services Authority	Territorial Government	<p><b>Legislative: Secondary responsibility</b> in accordance with federal and territorial requirements.</p> <p><b>Financial: Secondary responsibility</b> as delegated by the GNWT.</p> <p><b>Implementation: Primary responsibility</b> for program and service delivery in accordance with GNWT requirements including planning for health services, engaging with other partners, operation and maintenance of facilities, and program/service delivery including those delivered by NGOs on the Authority's behalf.</p>	<p>YHSSA follows an integrated service delivery model for health and wellness programs. Wellness programs and services include: <b>Child Protection</b> – protection and support services include case management, foster care, residential care, family support, advocacy, counselling, treatment and coordination of services with other agencies. <b>Sexually Transmitted Infections Clinic</b> – clinical services and education, awareness and prevention activities designed to prevent the spread of STIs. <b>Family Counselling Centre</b> – professional counselling services, consultations, and education on mental health and family issues for families, individuals and children. <b>Health Clinics</b> - Clinics staffed by physicians, nurse practitioners, nurses, and other professional staff provide primary health care services to Yellowknife and Detah/Ndilo. <b>Home Care Program</b> – short and long-term client-centred care to patients in Yellowknife, Detah and Ndilo. <b>Healthy Family Program</b> - voluntary home visitation for families with newborn babies. <b>Regional Nutrition Program</b> - Nutrition information, consultation and other nutrition</p>	General Public	YHSSA is planning the amalgamation of health clinics in the downtown core to deliver a range of health and wellness services. The clinic will operate for extended hours and serve walk-in patients and those with appointments. Mental health is a central wellness element that is not well-addressed in existing services.

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				related services to individuals, community groups and agencies. <b>Yellowknife Public Health Centre</b> - Prenatal classes, home visiting, well child clinic, school programs and investigations, adult immunizations, travel clinic, TB program, mental health, chronic disease follow-up. <b>Health Promotion Program</b> – produces resources for healthy living and does community health promotion activities such as blood pressure clinics.		
<b>Mental Health and Psychiatric Services</b>	Stanton Territorial Hospital	Territorial Government	<b>Legislative:</b> Primary responsibility for medical services mandated under the Canada Health Act as detailed in the NWT Health Care Plan. <b>Financial:</b> Secondary responsibility through resources provided by the GNWT. <b>Implementation:</b> Primary responsibility for coordination and day to day operations.	Operates a mental health clinic and a 10-bed psychiatric unit that also provides withdrawal management services. Consulting psychiatrists and therapeutic counselling are available at the Hospital's downtown mental health clinic.	General Public	
<b>Wellness Program</b>	Yellowknives Dene First Nation	Aboriginal Government	<b>Legislative:</b> None <b>Financial:</b> Secondary responsibility through resources provided by the GNWT and Aboriginal Healing Foundation. <b>Implementation:</b> Primary responsibility for coordination and day to day operations.	Services include case management and crisis intervention for YKDFN families, on-the-land, healthy and active living activities, social and mental health services for members affected by residential schools, and pre-natal, post-natal, nutrition and breastfeeding programming, promotion and support.	YKDFN members and Dettah and Ndilo community residents	

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<b>Residential School Healing</b>	Healing Drum Society	NGO	Legislative: None Financial: Secondary responsibilities through resources provided by the Government of Canada. Implementation: Limited responsibility for coordination of healing activities as outlined by funders.	The Society provides individual, family, and community support and healing in the form of one-one counselling and therapy, and workshops with psychiatrists, psychologists, counsellors, or traditional healers.	Residential School Survivors	The Society is in the early stages of planning for the establishment of a healing and trauma centre.
<b>Mental Health Support Line</b>	Canadian Mental Health Association	NGO	Legislative: None Financial: Secondary responsibility through resources provided by the GNWT and the Canadian Mental Health Association. Implementation: Secondary responsibility for coordination and day to day operations as agreed to with funders.	The NWT Help Line operates seven days a week from 7 to 11 pm. Volunteers provides information, support and referral services.	General Public	Volunteer recruitment and retention are ongoing challenges for NGOs.
<b>Mental Health Services</b>	Yellowknife Health and Social Services Authority	Territorial Government	Legislative: Secondary responsibility for pertinent territorial legislation and policies. Financial: Secondary responsibility through resources provided by the GNWT. Implementation: Primary responsibility for coordination and day to day operations.	YHSA offers counselling services and funds the YWCA Yellowknife to operate a psychiatric home with four clients and contracts the YWCA to provide mental health outreach (medical support) to persons living alone. Research shows that mental health issues, including post-traumatic stress disorder, often plague the homeless population and are integral to social issues within the city.	General Public	Stanton Territorial Hospital's 10-bed psychiatric unit also addresses mental health issues. Mental health issues are considered an unmet need in the city.
<b>Income and Food Security</b>						
<b>Income and Employment</b>	Education, Culture and Employment	Territorial Government	Legislative: Primary responsibility for a mix of territorial statutes and policy based programs and services. Financial: Primary responsibility for grants and contribution funding. Implementation: Primary responsibility for program/service delivery including those delivered by NGOs on	Services provided through the Yellowknife ECE Service Centre on a walk-in basis to support education and career development. The Centre is the delivery point for income security programs, career development services, employment programs and services (e.g. on-the-job training, apprenticeship training), and early childhood	General Public	The Service Centre is a 'one-stop shop' for income and employment supports.



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Appeal Committee	Income Support Appeal Committee / Income Support Appeal Board	Quasi Territorial Government	ECE's behalf. Legislative: Secondary responsibility for interpretation of the NWT Social Assistance Act and Regulation. Financial: Secondary responsibility through funding resources provided by the GNWT. Implementation: Primary responsibility for making judgements on income assistance appeals made by income support clients.	Two levels of the income assistance appeals process (i.e. Committee and Board) for applicants or recipients who wish to challenge a decision with respect to the granting, refusal, suspension, and reduction of income support. An appeal can also be made about the individual's participation in Productive Choices.	Income support clients	
Food Bank	Yellowknife Food Bank	NGO	Legislative: None Financial: Primary responsibility for fundraising and individuals and business donations Implementation: Primary responsibility for coordination, and bi-weekly operations.	Volunteers with the Yellowknife Food Bank pre-package grocery bags for distribution every second Saturday throughout the year. Basic grocery bags are supplemented with perishable and other food products.	Low income Individuals and families	As many as 170 individuals/families may use the Food Bank for bi-weekly emergency or temporary food needs.
Food	Food Rescue	Ad hoc	Legislative: None Financial: Primary responsibility for fundraising and individuals and business donations Implementation: Primary responsibility for coordination and operations.	Food Rescue volunteers distribute stale dated and perishables collected from commercial grocery stores and institutions.	Community groups serving low income and vulnerable people.	Food Rescue is in the process of registering as a non-profit society.

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Food Production	Yellowknife Community Garden Collective	NGO	Legislative: None Financial: Primary responsibility for fundraising and donations. Implementation: Primary responsibility for coordination and operations	The Yellowknife Community Garden Collective donates a portion of its annual harvest to social agencies.	General Public	The City of Yellowknife supports the Garden Collective by making land available and encouraging broad access to gardening plots.
In-School Food Program	Food First Foundation	NGO	Legislative: None Financial: Primary responsibility for fundraising and donations. Secondary responsibility through resources provided by the Breakfast for Learning initiative. Implementation: Primary responsibility for coordination, and day to day operations responsibilities as outlined by the BFL.	The Food First Foundation (FFF) is the NWT chapter of the National Breakfast for Learning (BFL) initiative. BFL provides 10% of costs for breakfast, snack and lunch programs while schools provide the remaining 90% through fundraising and other partnerships. Approximately 18 schools in the NWT receive funding from FFF. FFF administers requests for BFL grants. They also help schools promote healthy eating through advocacy, education, resources, input on school menus (based on Canada's Food Guide to Healthy Eating) and assistance developing healthy food policies. Food First provides some funding for lunch or snack programs to seven schools in Yellowknife, Dettah and Ndilo.	School Age Children	Food First works closely with Yellowknife-based nutritionists.

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Service	Organization	Type of Organization	Legislative, Funding, or Implementation Responsibility	Programs/Services Description	Population Served	Notes
Emergency Food and Personal Supports	Salvation Army	NGO	<p>Legislative: None</p> <p>Financial: Primary responsibility through fundraising and donations. Secondary responsibility through resources provided by the GNWT.</p> <p>Implementation: Primary responsibility for service delivery not delegated by the GNWT or other funders.</p> <p>Secondary responsibility for coordination and services as outlined by funders. Limited responsibility for regulation and training of staff.</p>	The Salvation Army services include a thrift store, a soup kitchen serving daily approximately 30 hot lunches and 60 suppers, emergency food hampers, and income support assessment and employment outreach.	Individuals and families in need	Other Yellowknife churches also offer supports such as St. Pat's Flea Market, which provides low cost clothing and household items and the St. Vincent de Paul Society, which helps people living in poverty.
<b>Children and Youth</b>						
Youth Development	Human Resources and Social Development	Federal Government	<p>Legislative: Primary responsibility for policy based programs and services.</p> <p>Financial: Primary responsibility for grants and funding of programs and services.</p> <p>Implementation: Primary responsibility for the delivery of job search information and grant programs.</p>	Services are provided mainly through the Canada Service Centre and include information, resources, and services to help youth get the information and gain the skills and work experience needed to make successful transitions to the workplace.	Youth	Services are focused on employment.
Youth Development	Skills Canada NWT	NGO	<p>Legislative: None</p> <p>Financial: Limited responsibility as delegated by funders.</p> <p>Implementation: Primary responsibility for program delivery through partnership participation.</p>	Engages youth in skills development competitions and other skill development activities through its offices at the Kimberlite Career & Technical Centre.	Youth	Local high schools are the main point of entry to Skills Canada activities.

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Service	Organization	Type of Organization	Legislative, Funding, or Implementation Responsibility	Programs/Services Description	Population Served	Notes
Social Programming	SideDoor Youth Ministries	NGO	<p><b>Legislative:</b> None</p> <p><b>Financial:</b> Primary responsibility through fundraising and donations. Secondary responsibility through resources provided by the GNWT, YHSSA and other funders.</p> <p><b>Implementation:</b> Primary responsibility for program delivery funded through fundraising and limited responsibility for programs and services required/delegated by funders. Secondary responsibility for day to day operations.</p>	<p>The Side Door Youth Centre offers a safe place for youth. Separate programs are delivered to senior and junior youth, young women, and immigrant youth. The Centre provides emergency shelter, food, showers and laundry facilities; referrals to and support accessing community resources; and help with job searches, finding housing, and accessing educational programs. The Centre also provides life skills training for youth and free after school programs for families.</p>	Youth	The City of Yellowknife offsets facility costs associated with the SideDoor Youth Centre. Funding and volunteer support are ongoing challenges.
Sport, Recreation and Youth	NWT Municipal and Community Affairs	Territorial Government	<p><b>Legislative:</b> Primary responsibility for policy based youth and sport and recreation programs.</p> <p><b>Financial:</b> Primary responsibility for funding and planning of youth and sport and recreation programs.</p> <p><b>Implementation:</b> Secondary responsibility for program and service delivery delegated mainly to municipal governments and NGOs.</p>	<p>The Minister of MACA is also the Minister responsible for Youth. MACA supports territorial games, travel assistance, training, coaching programs, and youth programs such as Take a Kid Trapping.</p>	General Public with a youth focus	The City of Yellowknife, local schools, and a host of community sport/recreation groups are the main points of entry to GNWT sponsored youth programs.
Sport and Recreation	Sport Recreation Council (SRC)	NGO	<p><b>Legislative:</b> Primary responsibility for policy based programs and services.</p> <p><b>Financial:</b> Primary responsibility for grants and funding of programs and services.</p> <p><b>Implementation:</b> Primary responsibility for the delivery of sport and recreation programs.</p>	<p>The SRC is a consortium of sport and recreation groups offering sport and recreation activities throughout the NWT. Members include the Aboriginal Sports Circle, NWT Recreation and Parks Association, Sports North, and regional sport and recreation groups. Local sports and recreation groups may be affiliated with Council partners.</p>	General Public	Local groups are the main point of entry to territorial sports and recreation associations.

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Service	Organization	Type of Organization	Legislative, Funding, or Implementation Responsibility	Programs/Services Description	Population Served	Notes
Recreation	City of Yellowknife	Municipal Government	<p><b>Legislative:</b> Primary responsibility for planning, coordination and operation of recreation infrastructure and programs in accordance with municipal policy.</p> <p><b>Financial:</b> Primary responsibility for funding for the recreation and leisure with secondary responsibility for GNWT and federal transfers.</p> <p><b>Implementation:</b> Primary responsibility for planning, coordinating and delivering recreation services and infrastructure development and operation.</p>	<p>The City owns, operates and maintains an extensive inventory of recreational infrastructure; works in partnership with others to develop facilities and services; and offers a variety of sport and recreational programming for all age groups. Programming includes occasional free family swims and skating, and special events at the library and elsewhere in the city. Facility rentals/use are based on cost recovery except in the case of youth and family activities, which are roughly half the rate of other rentals. The City installs and maintains seasonal neighbourhood skating rinks. It also offers grants to youth-serving groups including grants to youth-oriented groups participating in city clean-up activities.</p>	General public	Waiving fees for family swims and skates encourage attendance. Cost and transportation including public transportation, to programs/facilities are identified as barriers for low income families.
Wellness	Tree of Peace	NGO	<p><b>Legislative:</b> None</p> <p><b>Financial:</b> Primary responsibility through fundraising. Secondary responsibility through resources provided by the GNWT, Government of Canada, YHSSA and other funders.</p> <p><b>Implementation:</b> Primary responsibility for self-funded program/service coordination and delivery and limited responsibility for programs/services designated by funders.</p>	<p>Youth targeted programs include an Alcohol and Drug Awareness Program that works with the whole family to address bigger problems within the family. The program provides outreach to high schools and other locations. It follows a harm reduction model. Counsellors encourage youth to find employment and/or engage in recreation. The Tree of Peace also hosts a Girl's Group for girls 11 to 16 years of age to engage in various activities to build support networks and self-esteem.</p>	Youth	Additions services serve an equal percentage of Aboriginal and non-Aboriginal clients, and males and females.
Recreation and Wellbeing	Yellowknives Dene First Nation	Aboriginal Government	<p><b>Legislative:</b> None</p> <p><b>Financial:</b> Secondary responsibility through resources provided by the GNWT and Government of Canada.</p> <p><b>Implementation:</b> Primary responsibility for coordination and day to day operations. Secondary responsibility for monitoring and program decisions per funding guidelines.</p>	<p>Yellowknives Dene First Nation has recreation coordinators in both Dettah and Ndilo, offering recreation programs for children, youth, and other YKDFN members. The Community Services Department offers personal development workshops and cultural activities as funding allow.</p>	Youth	

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Service	Organization	Type of Organization	Legislative, Funding, or Implementation Responsibility	Programs/Services Description	Population Served	Notes
Well-being	Bosco Homes	NGO	Legislative: None Financial: Secondary responsibility through resources provided by the GNWT Implementation: Limited responsibility as delegated by the GNWT for coordination, day to day operations, training and regulations.	Bosco Homes operates the Territorial Treatment Centre, a 24-hour residential treatment program for up to eight children and adolescents from the NWT with social, emotional, behavioural and/or other psychological difficulties. The centre also provides emergency placements to a maximum of twenty-eight (28) days.	Children 9-13 years	
Education	Yellowknife Catholic Schools	District Education Council	Legislative: Secondary responsibility through the NWT Education Act and other territorial statutes and education-specific policies for planning and regulating primary and secondary education. Financial: Primary responsibility through municipal taxes, Secondary responsibility through resources provided by the GNWT. Implementation: Secondary responsibility for program and service delivery and facility operation delegated by the GNWT.	Kindergarten to grade 12 education provided to approximately 1,550 students in four schools. Yellowknife Catholic Schools operates the Kimberlite Career and Technical Centre that provides experiential learning opportunities for high school students in trades and technology. YCS also sponsors the Four Plus Program for pre-school children.	School age children and youth	
Education	Yellowknife Education District No.1	District Education Council	Legislative: Secondary responsibility through the NWT Education Act and other territorial statutes and education-specific policies for planning and regulating primary and secondary education. Financial: Primary responsibility through municipal taxes, Secondary responsibility through resources provided by the GNWT. Implementation: Secondary responsibility for program and service delivery and facility operation as delegated by the GNWT.	Kindergarten to grade 12 education provided to more than 2,000 students through eight schools located in Yellowknife, Deffrah and Ndilo.	School age children and youth	
Early Childhood	Yellowknife Education	District Education	Legislative: None Financial: Secondary responsibility through resources	The Yellowknife Family Centre, formerly the Toy Library and Play Centre, offers a toy lending library, a family play	Children 0-6 and their	Approximately 200 families access

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Service	Organization	Type of Organization	Legislative, Funding, or Implementation Responsibility	Programs/Services Description	Population Served	Notes
Development	District No.2	Council	provided by the GNWT and the Government of Canada <b>Implementation:</b> Secondary responsibility for coordination, and day to day operations. <b>Limited responsibility</b> for regulation and training of staff.	centre, parenting resources and workshops for Yellowknife families with young children. The Centre targets children with special needs, families living in isolation, families with high stress levels, mental illness, low income and new immigrants to Canada. The Council offers an early intervention program for children with disabilities and a summer program that allows children with disabilities to integrate (with one-on-one support) into existing programs. The Council also advocates for persons with disabilities, runs a parking placard program through a partnership with the City of Yellowknife, and other special projects as funding allows.	parents	services. Families referred by others are given priority.
Early Childhood Development	NWT Council of Persons with Disabilities	NGO	<b>Legislative:</b> None <b>Financial:</b> <b>Primary responsibility</b> through fundraising and donations. <b>Secondary responsibility</b> through resources provided by the GNWT, YHSSA and federal government. <b>Implementation:</b> <b>Primary responsibility</b> for advocacy, planning, coordination of day to day operations, and service delivery in accordance with funder requirements.		Young children with disabilities	The Council is a cross-disability organization with a territorial focus.
Licensed Child Care	GNWT Education, Culture and Employment	Territorial Government	<b>Legislative:</b> <b>Primary responsibility</b> for the <i>Child Day Care Act</i> and <i>Regulations</i> . <b>Financial:</b> <b>Primary responsibility</b> for start-up and operating grants, and the Childcare Subsidy Program. <b>Implementation:</b> <b>Primary responsibility</b> for licensing, issuing subsidies, monitoring and evaluation. The City of Yellowknife conducts fire inspections and issues business licenses.	ECE follows minimum standards set out in the <i>NWT Child Day Care Act</i> and <i>Regulations</i> to license child care facilities and day homes. ECE provides funding for start-up and operating grants on a first come basis. ECE works with the Income Support Program to provide a childcare subsidy based on financial need. Under the <i>Child and Family Service Act (2002)</i> , ECE requires licensed operators to report children who have been, is, or may be in danger of abandonment, physical abuse, neglect, emotional abuse, or sexual abuse.	Operators of licensed child care facilities	Licensed facilities in Yellowknife are: 9 child care facilities with 36 infant spaces and 240 preschool spaces; 3 nursery school (part time) facilities with 54 preschool spaces (including the Ndilo Aboriginal Head Start licensed for 6 preschool spaces; 15 after

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						<p>school programs with 331 spaces; 38 family day homes with 76 infant, 152 preschool spaces and 6 afterschool spaces. The number of unlicensed facilities is unknown. The demand for child care outstrips demand and operating facilities face significant staffing and financial changes. Interventions on zoning, more and more affordable spaces, and monitoring of vacancy rates are needed.</p>



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Early Childhood	Centre for Northern Families	NGO	<p>Legislative: None</p> <p>Financial: Primary responsibility through fundraising and donations. Secondary responsibility through resources provided by the GNWT, the Gov't of Canada and other funders.</p> <p>Implementation: Primary responsibility for self-funded activities. Secondary responsibility for coordination, and day to day operations of programs. Limited responsibility for regulation and training of staff as outlined by funders.</p>	<p>The Centre delivers the Healthy Baby Club and Healthy Toddler Club. These programs aim to improve birth and early childhood outcomes through education, support, cooking classes, food hampers, and nutritional advice to low income, high risk women. The Centre also operates a day care on site and maintains a food depot with emergency food and baby care items. It also supports Youthnet, a mental health program for and by youth, a youth suicide prevention and girls' empowerment programs.</p>	Children 0-6 and their families	The Centre offers a variety of programs as funding, staff/volunteers, and capacity allow.
Fetal Alcohol Spectrum Disorder (FASD) Awareness, Support, Education	Yellowknife Association for Community Living	NGO	<p>Legislative: None</p> <p>Financial: Primary responsibility through fundraising and donations. Secondary responsibility through resources provided by the GNWT, YHSSA, the Gov't of Canada, and other funders.</p> <p>Implementation: Primary responsibility for activities funded through fundraising activities and secondary responsibility for coordination, planning, awareness activities delegated by funders.</p>	<p>The Living and Learning with FASD Project supports families with children living with FASD by advocating for services and sharing early intervention strategies; educates families; encourages diagnosis for suspected cases; builds partnerships and makes referrals to other agencies in the city; educates and raises awareness among organizations; agencies and professionals who may be in contact with families living with FASD. The Yellowknife Association for Community Living also offers respite programming for families of youth and adults with intellectual disabilities.</p>	Children and youth with FASD	The FASD Program does not have its own facility. Virtually all program activities are done outside the office and in other programs /facilities.
<b>Seniors</b>						
Health Benefits and Services	NWT Health and Social Services	Territorial Government	<p>Legislative: Primary responsibility for territorial statutes and policy based programs and services.</p> <p>Financial: Primary responsibility for grants and contribution funding.</p> <p>Implementation: Primary responsibility for planning, coordination, and delivery.</p>	<p>Health services are available through clinics operated by YHSSA and through Stanton Territorial Hospital. The Extended Health Benefits Seniors' Program pays for some services that are not included in the NWT Health Care Plan. These include some medicines, medical travel costs, medical supplies and aids, and dental care. The Extended Health Benefit is available to residents 60 years of age and</p>	General Public with specific seniors' benefits	The GNWT continues to examine ways to reduce the costs associated with the Extended Health Benefits Seniors'

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				older who are already registered with the NWT Health Care Plan.		Program.
Income and Employment	Education, Culture and Employment	Territorial Government	<p><b>Legislative:</b> Primary responsibility for a mix of territorial statutes and policy based programs and services.</p> <p><b>Financial:</b> Primary responsibility for grants and contribution funding.</p> <p><b>Implementation:</b> Primary responsibility for program/ service delivery including those delivered by NGOs on ECE's behalf.</p>	<p>Services provided through the Yellowknife Service Centre focused on seniors include income assistance, NWT Senior Citizen Supplementary Benefit (SCSB), and Seniors Home Heating Subsidy (SHHS).</p>	Seniors	ECE's Service Centre is a 'one-stop shop' for income and employment development.
Property Tax and Other Grants	City of Yellowknife	Municipal Government	<p><b>Legislative:</b> Primary responsibility in accordance with municipal by-laws. Secondary responsibility with respect to the application of territorial statutes.</p> <p><b>Financial:</b> Primary responsibility for funding health services.</p> <p><b>Implementation:</b> Primary responsibility for planning, coordination, and programs/ services delivery in NWT residents.</p>	<p>The City offers a grant against property taxes for persons over 65 years. It also offers reduced rates for use of City facilities and programs. The City also offers free parking at metered sites and may offer grants for community groups that target seniors.</p>	Seniors	

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Well-being and Advocacy	Yellowknife Seniors' Society	NGO	Legislative: None Financial: Primary responsibility for fundraising and donations. Implementation: Primary responsibility for support and planning for seniors; building public, awareness, and operation of the Baker's Centre.	The Yellowknife Seniors' Society advocates on behalf of seniors in the city and operates the Baker Community Centre, which offers social, recreational and educational programs for seniors. The Centre has a weekly lunch for seniors (Lunch with a Bunch) with food planned, purchased, prepared and served by community groups (or other volunteers). The Centre hosts health fairs with health professionals and provides other information on health issues of interest to seniors. It has limited capacity for advocacy work.	Seniors	
Shelter and Long Term Care	Yellowknife Association of Concerned Citizens for Seniors	NGO	Legislative: None Financial: Primary responsibility through fundraising and donations. Secondary responsibility through resources provided by the YHSSA Implementation: Primary responsibility for networking and information sharing, mobilization and engagement. Limited responsibility as delegated by the GNWT for the operation of Aven Manor.	Yellowknife Association of Concerned Citizens operates Aven Manor, a twenty-four hour nursing and/or personal care facility for 29 people, 60 years of age or more who require care beyond that which Home Care, family and the community can provide. Aven Manor also provides a respite care program for up to 30 days. The Association provides rent-geared-to-income housing at Aven Court. The Aven Ridge has 5 units that are rent-geared-to-income and 3 that are just under market rent.	Seniors	YACCS in partnership with the GNWT and Diavik is currently completing construction of a dementia centre.
<b>Diversity and Inclusion</b>						
Advocacy and Inclusion	NWT Council of Persons with Disabilities	NGO	Legislative: None Financial: Primary responsibility through donations and fundraising. Secondary responsibility through resources provided by the GNWT and federal government Implementation: Primary responsibility for advocacy. Secondary responsibility for building partnerships and coordinated approaches.	The Council works to achieve self-determination and full citizenship for persons with disabilities, regardless of the disability. Specific programs include an early intervention program, parking placard program, employment program, and information, referral and support program.	Persons with disabilities	Lack of accessibility to some facilities and services is a major concern for persons with physical and sensory disabilities.

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Advocacy and Inclusion	Yellowknife Association for Community Living	NGO	Legislative: None Financial: Primary responsibility through donations and fundraising; Secondary responsibility through resources provided by funders. Implementation: Primary responsibility for advocacy. Secondary responsibility for coordination.	Advocates for and delivers programs and services for persons with intellectual disabilities. Works with families to bring about changes so that individuals with intellectual disabilities and their families can integrate into community life.	Persons with Intellectual Disabilities	
English as a Second Language	Aurora College	Territorial Government	Legislative: None Financial: Primary responsibility through resources provided by the federal and territorial governments. Implementation: Secondary responsibility for program delivery, coordination, and day to day responsibilities as outlined by funders.	The College has a full-time settlement officer who provides supports to new Canadians and when resources are available, offers two levels of English as a Second Language (ESL) programming.	New Canadians	Literacy is a main concern of new Canadians and to their integration and participation in the community. Access to services may vary between those on the path to citizenship and temporary residents.
Advocacy	Centre for Northern Families	NGO	Legislative: None Financial: Primary responsibility through fundraising and donations. Secondary responsibility through resources provided by the GNWT and other funders. Implementation: Secondary responsibility for program delivery, coordination, and day to day operations responsibilities as outlined by funders.	The Centre operates the new Canadian and Ethno-cultural program and Mosaic' program for multicultural youth. Programs connect immigrant families, individuals and youth and ease their transition into the community.	Immigrants and New Canadians	Programs seek to engage immigrant women who have few opportunities to participate in the community. Funding to support initiatives is minimal and uncertain.
Grants	Canadian	Federal	Legislative: Primary responsibility for policy based	Through grants and contributions, Canadian Heritage	Groups	

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	Heritage	Government	initiatives to support multiculturalism derived from the <i>Immigration and Refugee Protection Act</i> . <b>Financial: Primary responsibility</b> for grants and funding of programs and services. <b>Implementation: Primary responsibility</b> for planning, monitoring and evaluating funding programs and services.	funds projects that promote culture, the arts, heritage, official languages, citizenship and participation, multiculturalism, youth, sport and Aboriginal initiatives.	servicing Aboriginal and ethnic groups	
<b>Information and Support</b>	L'Association Franco-Culturelle de Yellowknife	NGO	<b>Legislative:</b> None <b>Financial: Secondary responsibility</b> through resources provided by Federal Government and other funders. <b>Implementation: Secondary responsibility</b> for coordination, and day to day operations responsibilities as outlined by funders.	This organization organizes activities and delivers services that promote Francophone arts, language and culture and help people connect with one another and reduce isolation.	Franco-phone Population	
<b>Support and Advocacy</b>	Native Women's Association of the NWT	NGO	<b>Legislative:</b> None <b>Financial: Secondary responsibility</b> through resources provided by the GNWT and the Government of Canada <b>Implementation: Secondary responsibility</b> for coordination, and day to day operations responsibilities as outlined by funders.	The Association advocates for and delivers programs and services targeted at Aboriginal women in the NWT. The Work Activity Program – provides upgrading, life skills, healing, work skills, work placement and counselling support for both men and women. The Association also supports Aboriginal women in business and delivers the Yellowknife Victims Services Program.	Aboriginal Women	
<b>Support and Advocacy</b>	Tree of Peace Friendship Centre	NGO	<b>Legislative:</b> None <b>Financial: Secondary responsibility</b> through resources provided by the GNWT and the Government of Canada <b>Implementation: Secondary responsibility</b> for coordination, and day to day operations responsibilities as outlined by funders	The Tree of Peace provides information, advocates for Aboriginal people and offers a range social activities and cultural programs.	General Public	

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Cultural and Other Supports	Yellowknife Inuit Katuqigait	NGO	Legislative: None Financial: Primary responsibility through donations and fundraising. Implementation: Secondary responsibility for programs and operations.	The group enhances the lives of Inuit and Inuvialuit living in Yellowknife through spiritual, social and cultural activities.	Inuit and Inuvialuit	Office space is provided by Centre for Northern Families.
Property Tax	City of Yellowknife	Municipal Government	Legislative: Primary responsibility in accordance with municipal by-laws. Secondary responsibility with respect to the application of territorial statutes. Financial: Primary responsibility for funding health services. Implementation: Primary responsibility for planning, coordination, and programs/ services delivery in NWT residents.	The City offers property tax relief to persons with disabilities who meet certain criteria, free parking at metered sites with a disability parking placard, and may offer grants to community groups that target people with disabilities. It also operates the Yellowknife Accessible Transit System with limited weekend and evening hours.	Persons with disabilities	
<b>Public Education</b>						
Education and Advocacy	NWT Human Rights Commission	Quasi Territorial Government	Legislative: Primary responsibility for enforcement of the <i>NWT Human Rights Act</i> . Financial: Secondary responsibility through resources provided by the GNWT. Implementation: Primary responsibility as specified in the Act for planning, coordination and delivery as specified in the Act.	The NWT Human Rights Commission administers the NWT Human Rights Act. The Commission responds to complaints of discrimination. The Commission also promotes equality for territorial residents through public education and community development activities.	General Public	
Education and Advocacy	Tree of Peace Friendship Centre	NGO	Legislative: None Financial: Primary responsibility through fundraising; Secondary responsibility through resources provided by funders. Implementation: Primary responsibility advocacy and support for Aboriginal people living in an urban setting.	The Tree of Peace offers outreach, advocacy and other services to Aboriginal people living in Yellowknife, Dettah and Ndilo.	General Public	
Education and	Yellowknives	Aboriginal	Legislative: Secondary responsibility through the Indian	The First Nation is a source of information and advocacy	Band	

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Advocacy	Dene First Nation	Government	Act Financial: Secondary responsibility through resources provided by funders. Implementation: Primary responsibility for advocacy and support for band members.	for treaty and human rights of members. The First Nation offers a range of programs and services and participates in a range of partnerships with other organizations to advance the interests of members.	Members	
Education and Advocacy	Status of Women Council of the NWT	Quasi Territorial Government	Legislative: Secondary responsibility through advice to the GNWT on women's equality. Financial: Secondary responsibility: through resources provided by the GNWT Implementation: Primary responsibility for advocacy. Secondary responsibility for education, awareness, and research as delegated by the GNWT.	Advising GNWT on policies that affect women. Undertakes gender-specific research, public education and information sharing. Provide a supportive role lobbying and building coalitions. Main intent is gender specific. The Council maintains a resource library.	Women	
Education and Advocacy	Yellowknife Foster Family Association	NGO	Legislative: None Financial: Secondary responsibility through resources provided by the YHSSA. Implementation: Limited responsibility as delegated by the GNWT for support, resources and advocacy for foster families.	Support for foster families in Yellowknife through resources and advocacy.	Foster Families	
Education and Advocacy	YWCA Yellowknife	NGO	Legislative: None Financial: Primary responsibility through donations and fundraising; Secondary responsibility through resources provided by funders. Implementation: Primary responsibility for raising awareness, advocacy, and building partnerships.	Through a variety of programs and services, and active participation in partnerships with government and other community members, the YWCA advocates for changes to systemic barriers to women's safety and empowerment and for other issues that threaten individual and community health and wellness, and for clients on an individual basis, e.g. on housing issues.	Women and Children	
Education, Advocacy	Native Women's	NGO	Legislative: None Financial: Secondary responsibility through resources	Advocates for Aboriginal women in NWT through victim services, education, social and economic programs and	Aboriginal Women	

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	Association of the NWT		provided by the GNWT. <b>Implementation:</b> Primary responsibility: advocacy for victims of crime and Aboriginal women. <b>Secondary responsibility:</b> information, advocacy, support and referrals; regulation and training of staff and volunteers as outlined by funders.	partnerships in the community and in the NWT.		
Advocacy and information	Centre for Northern Families	NGO	<b>Legislative:</b> None <b>Financial:</b> Primary responsibility through fundraising and donations. <b>Implementation:</b> Primary responsibility for information, support and advocacy for marginalized people.	The Centre provides information, support and advocacy related to human rights, child welfare, income security and employment through the centre and the Great Slave Medical Clinic Outreach Office	Families and individuals	