



Community Action Tool Kit

*Protecting Community
Infrastructure*

*Preparing for Resource
Development*



Introduction

Large-scale resource development is underway in the Northwest Territories and the impact of this development on communities will be significant. Larger communities feel the stresses of increased activity and insufficient housing capacity. Smaller NWT communities face the prospect of losing their traditional to the wage economy. Throughout the NWT, municipal infrastructure that is already under increasing stress will be severely tested.

Municipal and Community Affairs wants to work in partnership with community governments to identify and prepare for resource development - communities must be able to plan for any potential adverse effects as well as prepare to take advantage of opportunities that may arise. This is a time of incredible prospects for the NWT which, with good planning and forethought, communities will be able to benefit from.

There are two broad areas within our Department's mandate where communities will be impacted and where Municipal and Community Affairs is striving to collaborate with community governments to explore issues and identify potential solutions:

1. Impacts on community infrastructure:

- Roads may deteriorate faster than they can be fixed, given limited budgets.
- Water and sewage systems may struggle to meet community demands where there are significant population increases and/or additional use by camps and other external users.
- Dump sites may be over-utilized due to growing populations and additional use by camps and other external users.
- Mobile and other equipment will be used more to help maintain municipal infrastructure, thus accelerating wear and tear and shortening its useful life.
- Land development pressures will increase in order to satisfy the need for residential, commercial and industrial serviced lots.

2. Cumulative impacts on the quality of life in NWT communities:

- In larger centres, like Inuvik, shortage of housing is a serious problem resulting from increased non-renewable resource development activity. Pressure for land development is the key area where community governments feel the pressure.



- Residential overcrowding also has a direct correlation to an increase in crime, substance abuse, domestic violence and negative lifestyle choices.
- Increased demand for usage of recreational facilities (e.g., gymnasiums, which can be used by rotational employees spending time off in their home communities) creates scheduling stresses, programming demands and maintenance issue which can only be dealt with by additional resources and even the construction of additional facilities.
- Increased demand on community administration e.g., the need to update and expand emergency plans.
- The quality of community government operations may be affected as qualified staff leave to seek job opportunities with resource development companies.

Municipal and Community Affairs is pleased to provide, through collaboration with the Local Government Administrators of the NWT, this community toolkit for use by Councils and administration in planning and preparing for the impacts of resource development. We encourage communities to take advantage of all the tools and resources available so that the community impacts of resource development are controlled by, and in the best interests of, communities and their residents.

What Impacts Could We See?

MACA has been working hard to anticipate the impacts that will come with the Mackenzie Gas Pipeline and other resource development projects.

The table below summarizes these impacts. It is important to note that this list is just a beginning. Your community, Council, and staff may have ideas about the impacts that are unique to your community.

Community Infrastructure/ Administration	Potential Impact
Community Roads	Additional maintenance or road replacement due to increased vehicle size and traffic volume.
Solid Waste Sites and Sewage Lagoons	Reduced capacities of community solid waste sites and sewage lagoons. Inadequate capacity to properly dispose of industrial waste.
Water Supply and/or Water Trucks	Inadequate supply or ability to pump, treat or deliver.
Granular Material	Insufficient material available for community roads and lot development.
Land Development	Insufficient supply of serviced residential, commercial and/or industrial lots.
Population Growth and Social Impacts	Increased pressure for recreational facilities and programs.
Community Staffing	Increased demand for community staff to respond to the requests of industry - as a result staff require more sophisticated skill sets.
Community Service Personnel	High turnover of community staff and challenges recruiting and retaining staff at the local level.



What Can Council, Staff and the Community Do to Mitigate Impacts?

There are many ways in which Council can ensure that the impacts of resource development are beneficial to the community.

Council is most effective when it provides strong leadership and support to staff and the community. As the tempo of resource development picks up, so too will the pressure and demands of Council. It is important that Council meet with staff regularly to discuss and monitor activities within the community. Communication and early identification of problems before they start is the key to success in mitigating these issues.

Given the time line of 2007 proposed by the Mackenzie Gas Pipeline, most of the issues communities are dealing with are time sensitive and will require immediate research and response. Council, with the help of staff, may wish to have a strategic planning session in which potential impacts and concerns for your community are identified, and compared to the list that has been provided by MACA.

From this type of consultation Council will have an accurate idea of how prepared the community is and be able to identify the resources available to deal with concerns. For example, during a session the issue of tire chains on community roads may be identified. Using the chart on the next page Council can begin to ask the questions that will lead to solutions about this issue. Questions such as “Does our by-law officer have the proper training, equipment and support?” and “How does the community feel about resource development?”. Council may also want to set up a committee to deal with specific issues.

Putting Ideas Into Action

Knowing what to ask is an important part of identifying both the problem and the solution. The table below is an example of how you can work through your issues and identify what needs to be done.

Issue	What is the issue we are concerned about?
Action Steps	What needs to be done?
By Whom	Who will complete each step?
By When	By what date will the action be done?
Resources and Support	Identify resources available / needed (financial, human, political and other)
Potential Barriers or Resistance	Does the community have the capacity to deal with this issue? Does it have the authority to deal with this issue? If not, identify who does.
Communications Plan for Implementation	What individuals and organizations should be informed / involved regarding these actions.



Identifying Your Capacity

One of the most important steps in preparing your community for the impacts of the resource industry is to identify your current capacity. Knowing what you have in place will help you monitor and study your particular situation as resource development takes place. It will also help you identify what additional resources you and your community may need.

Several communities have already established special Resource Impact Committees to oversee these studies, and to work with Council to ensure the community is prepared. Below is an example of how a community might approach the issue of resource development.

One Community's Response to Resource Development

Why do you believe you need to be prepared for resource development?

Our community is facing many challenges with respect to resource development, social issues such as youth crime and the need to upgrade community infrastructure. We do not want someone else's solutions or answers. We have the ability within our community to develop and implement long-term responses that are adapted specifically to our community

What benefits will result from this approach?

- community-based development activities
- an ability to tap into the skills and abilities of community members
- improved quality of life within the community
- community responsibility rather than waiting for someone else to do it
- the opportunity to address challenges in a planned and holistic way
- Solutions that are responsive to each particular community

What are the first steps that need to be taken?

- make informal contact with key organizations and leaders in the community to determine their interest in participating with your committee
- hold a public forum to talk about community issues and resource development in the community
- determine the readiness of the community for the types of impacts you expect to see, determine your current level of infrastructure
- create a leadership team (made up of a cross-section of community members and interests) to start the process



Who are the key people/organizations that should be taking a leadership role?

- councilors
- municipal staff (responsible for community infrastructure)
- community members with a desire to be involved
- local business leaders
- local economic development authority
- government officials from MACA, Housing and RWED

What are the longer-term issues you will need to consider?

- building support, interest and involvement over time
- development of an action plan
- community capacity (knowledge, skills and abilities of community members)
- financing to fund and maintain action
- long-term commitment to sustaining what is started



The Next Steps

The following pages outline examples of how a community can begin to seek action (once an issue has been identified). Many of the most important issues a community will face can be dealt with locally by Council. Council is not only the first point of contact for these issues, but is also in a position to make the greatest contribution to mitigating these issues before they become problems.

The following charts are a brief overview of selected impacts, and the ways a community can mitigate those impacts. The list a summary of only some of the most visible impacts.

Approaches for Community Governments

Community governments can charge fees for the services that the resource companies use.

The community government can establish rates for the services it owns, such as the use of the water and sewer facilities or the landfill. Interested municipal governments can set rates for commercial and/or non-municipal users and base those rates on the full recovery of their costs.

Management Approach	<ul style="list-style-type: none"> This strategy supports the planned use of community government services by the resource industry.
Authority	<ul style="list-style-type: none"> Under their governance legislation, such as <i>The Cities, Towns and Villages Act</i>, or <i>The Hamlets Act</i>, <i>Charter Communities Act</i>, etc. all NWT municipal governments have the authority to enact and enforce by-laws, including those that establish rates for services. Under <i>The Indian Act</i>, and under existing arrangements with the GNWT, those Band Councils that provide municipal services can also establish rates and collect fees for their services.
Example	<ul style="list-style-type: none"> The Hamlet of Fort Liard has established rates for non-municipal users to access their landfill.
Advantages	<ul style="list-style-type: none"> Most community governments have experience with rate setting and collections. Industry accepts having to pay for a service. Additional community government revenues would fund increased operation and maintenance costs and an appropriate portion of replacement costs.
Disadvantages	<ul style="list-style-type: none"> Full capital costs are not often recovered in the rates for services, which are set by NWT community governments. Although the GNWT has funded most of the capital costs there has not been a requirement to recover the capital cost from the community for community resident use. Typically the design of infrastructure has been based on residential demand and primarily domestic utilization. Industrial use was not anticipated in the design of infrastructure. Utilization of infrastructure by industry may limit the useful life of the asset from the original design. Appropriate capital recovery procedures may need to be established to compensate for earlier than planned capital funding demands.
Assistance Needed	<ul style="list-style-type: none"> Community governments may need the assistance of a resource person with rate-setting expertise.



Community governments can regulate some of the activities occurring within the community.

A Town, Hamlet or Charter Community can regulate certain kinds of activities related to resource development within its boundaries, such as truck traffic or camp locations.

A Town, Hamlet or Charter Community can also regulate the use of lands within their boundaries.

Management Approach	<ul style="list-style-type: none"> This strategy can support the planned use of community government services by the resource industry. This strategy can also support community governments that decide not to permit use of their services by the resource industry.
Authority	<ul style="list-style-type: none"> Under their governance legislation, such as <i>The Cities, Towns and Villages Act</i>, or the <i>Hamlets Act</i>, <i>Charter Communities Act</i>, etc. all NWT municipal governments have the authority to enact by-laws, which can regulate certain kinds of activities within their boundaries. Under <i>The Planning Act</i>, all municipal governments can govern the use of the lands within their boundaries through the updating of their General Plans.
Example	<ul style="list-style-type: none"> The Town of Inuvik developed a by-pass road, so that industrial traffic would not go through the community.
Advantages	<ul style="list-style-type: none"> Problems that are related to industry's use of community infrastructure can be minimized. Updating their General Plan is the way that community governments manage and respond to population growth.
Disadvantages	<ul style="list-style-type: none"> Municipal governments have to determine their community's interest in permitting industrial use of their facilities and services.
Assistance Needed	<ul style="list-style-type: none"> Community governments may need assistance of a resource person who can determine what preparations are needed for resource development. Imperial Oil Limited could advise the affected community government about industry's planning, construction and operations needs.



Community governments can communicate their views.

A Town, Hamlet, Charter Community or Band Council can communicate their views on infrastructure issues. That position can also be represented at hearings, reviews or other forums with industry or government departments.

Management Approach	<ul style="list-style-type: none"> This strategy can support planned use of community government services by the resource industry. This strategy can also support community governments that decide not to permit use of their services by the resource industry.
Authority	<ul style="list-style-type: none"> Under their governance legislation, such as <i>The Cities, Towns and Villages Act</i>, or <i>The Hamlets Act</i>, <i>Charter Communities Act</i>, etc. all NWT municipal governments can pass resolutions. Mayors, Chiefs and SAOs can also communicate the views of their Councils in many ways.
Example	<ul style="list-style-type: none"> Many community governments provide written comments on industry applications for federal land use permits for activities near their community.
Advantages	<ul style="list-style-type: none"> There may be resource activities that affect municipal infrastructure but are beyond the authority of the community government to manage. However, there are also many regulatory agencies that may consult with affected communities about these issues or these agencies can be contacted. A community government may not always get what it wants out of these processes, but it has a better change if its views are documented and communicated. The community government is the best source of accurate information about its own infrastructure.
Disadvantages	<ul style="list-style-type: none"> Municipal infrastructure issues are not considered to be a key issue by most regulatory agencies or industry. Municipal infrastructure issues are difficult for regulatory agencies to respond to. Regulatory reviews are often too late in the development timetable to resolve infrastructure issues effectively.
Assistance Needed	<ul style="list-style-type: none"> Community governments may need a resource person to assist with the development of the community's views about the use of their facilities and services.



Community governments can negotiate with a resource company about the use of their services and facilities.

A Town, Hamlet or Charter Community can negotiate an agreement about the use of their services and facilities with a resource company.

Management Approach	<ul style="list-style-type: none"> • This strategy can support planned use of community government services by the resource industry.
Authority	<ul style="list-style-type: none"> • A Town, Hamlet or Charter Community can negotiate and enter into agreements with resource companies.
Example	<ul style="list-style-type: none"> • No northern agreements about community physical infrastructure were identified, although there are several examples of companies that had worked in the Beaufort-Delta and have provided assistance in the construction of selected buildings.
Advantages	<ul style="list-style-type: none"> • The use of community government services and facilities could be planned for and managed through an agreement.
Disadvantages	<ul style="list-style-type: none"> • Negotiations take time and effort. • It would be difficult to limit this kind of an agreement to municipal infrastructure issues. • New infrastructure planned for communities is subject to the GNWT capital planning approval process. • Many industry companies are not likely to support this strategy, because they believe this is not their responsibility to provide basic infrastructure.
Assistance Needed	<ul style="list-style-type: none"> • Community governments may need assistance of a resource person.



Community governments can participate in issue management/collaborative planning processes related to municipal infrastructure with other parties including industry and government.

A Town, Hamlet, Charter Community or Band Council can participate in committees with other organizations in order to understand issues and develop solutions for municipal infrastructure issues.

Management Approach	<ul style="list-style-type: none"> This strategy can support planned use of community government services by the resource industry. This strategy can also support community governments that decide not to permit use of their services by the resource industry.
Authority	<ul style="list-style-type: none"> Governance legislation enables representation with Issues Management processes.
Example	<ul style="list-style-type: none"> There are examples of reasonably successful multi-party Issues Management processes related to the oil and gas industry and small communities in several regions of Alberta.
Advantages	<ul style="list-style-type: none"> Issue Management processes can generate common understandings. The focus is the development of long term working relationships and practical and innovative solutions. This is effective when there are many active companies in one region and when there is a long-term development scenario. This may be an effective way to enhance information exchange between Aboriginal governments and organizations, the GNWT and the municipal government so that the community is working together.
Disadvantages	<ul style="list-style-type: none"> This strategy takes a significant amount of time, effort and compromise. The leadership of the various parties must authorize participation. It would be difficult to limit this kind of process to municipal infrastructure issues exclusively. There are not a lot of examples of reasonably successful multi-party Issues Management processes related to the industry in the NWT.
Assistance Needed	<ul style="list-style-type: none"> These kinds of processes require investment of resources from all participants.



How Can MACA Help?

MACA's success in assisting communities to mitigate impacts of resource development is dependent on the quality of communication between community leaders, staff, our regional offices, and with other GNWT departments.

To ensure that this communication is processed in a meaningful and responsive way, MACA has established a **Resource Development Task Team (RDTT)**.

The mandate of the RDTT is to:

- a) coordinate and conduct the review of significant resource development projects in the NWT from a MACA perspective;
- b) provide advice and recommendations to senior management on the potential impacts of significant resource development projects and proposed mitigation measures;
- c) assist in protecting the interests of communities and the GNWT as they relate to the potential impacts of significant resource development projects; and
- d) maximize the benefits to communities resulting from significant resource development projects through infrastructure development and building community capacity.

The RDTT team is composed of MACA staff from Headquarters, the Deh Cho Region and the Beaufort/Delta Region. Two members of the Local Government Administrators Association of the NWT also sit on the RDTT. Because MACA recognized the need to support community governments in their efforts to prepare for resource development, MACA has recently established dedicated staff positions in Inuvik and Fort Simpson. These staff members also sit on RDTT.

The RDTT has developed the Tool Kit for use as a community resource for Council and staff to develop local solutions. In the near future MACA will be meeting with community councils and will present the Tool Kit as a way to assist communities to address resource development impacts and issues. MACA staff can work with councils to organize strategic planning sessions and to apply the strategies identified in the Tool Kit.

For more information on how the Tool Kit can help your community, talk to your MACA representative.



MACA Contact Information

South Slave Region

Jack Poitras
Superintendent
867-872-7286

Chris Hewitt
Community Planning and Resource
Impact Coordinator
867-695-7205

Sahtu Region

Barry Harley
Superintendent
867-587-2161

Dennis Berry
Senior Community Planner
867-777-7122

Inuvik Region

John Picek
Superintendent
867-777-7120

Dennis Berry
Senior Community Planner
867-777-7122

Shannon Johnstone
Regional Petroleum Resource
Coordinator
867-777-7441

North Slave Region

Jake Heron
Superintendent
867-392-6900

Deh Cho Region

Liza McPherson
Superintendent
867-695-7220

Chris Hewitt
Community Planning and Resource Impact
Coordinator
867-695-7205

Headquarters

Mark Davy
Senior Environmental Planner
867-920-8038