



December 2007

CCBAC Interim SDWG Sector Strategies

CCBAC is very pleased to make the Social Development Working Group interim sector strategy available for use by the sector participants and stakeholders, the CCBAC working groups, the various ministries within the provincial and federal governments, and most importantly the citizens of the Cariboo-Chilcotin.

CCBAC is compelled to make this information available as quickly as is possible in order to meet its objective of developing and growing the overall economic activity within the Cariboo-Chilcotin.

CCBAC will identify each completed sector strategy as an 'interim' document through the use of this cover letter. To CCBAC this means that the interim strategy is a 'stand alone' document at the time of its release, and that the interim sector strategy has not been 'integrated' with other interim sector strategies in any manner or form. The use of the information contained within the interim sector strategy is the responsibility of the user. CCBAC does not endorse or support any specific use or proposal that uses the interim sector strategy material.

CCBAC supports all interim sector strategies in principle only at this time.

CCBAC intends to begin the sector strategy integration process immediately. At the conclusion of the integration process CCBAC intends to have completed a community diversification plan for the entire CCBAC area. The interim sector strategies will be an integral part of this plan.

For additional information on the attached interim sector strategy, please contact the members of the sector strategy advisory committee, members of the CCBAC SDWG, or Keith Dufresne CCBAC Manager.

On the behalf of the CCBAC Board

Keith Dufresne, CCBAC Manager



Taking Charge of our Future: A Strategy for Social Development
Strategy Process Overview
December 2007

This is a brief overview of the development of the Strategy from its commencement in May 2006 to its acceptance as a completed “interim strategy” in December 2007.

The strategy followed the proposal outline developed by the Social Development Working Group (SDWG). From this initial outline, a more detailed workplan was drafted to help guide the process, develop the timeline and budget.

The following steps were taken:

1. A regional collaboration of volunteers from the Quesnel Child, Youth and Family Network (representing the North Cariboo sub-region), the South Cariboo Community Planning Council (representing the South Cariboo sub-region), and the Williams Lake and Area Social Planning Council (representing the Central Cariboo sub-region). First Nations representation was included in all three of the participating groups.
2. The SDWG proposal was successful in making a case for the inter-dependent relationship between social and economic impacts and the need for strategic social planning to address the overall health and resiliency of communities in the Cariboo Chilcotin. CCBAC supported the SDWG proposal, placing priority emphasis on social development planning within the region
3. CCBAC provided funds for the hiring of consultants to support the volunteer SDWG, and provided a dedicated CCBAC Director (N Bello) and the CCBAC manager as support for the SDWG initiative.
4. The SDWG then developed their strategy, including the following activities: a SWOT analysis, social impacts of the MPB, best practices, concluding with a proposed ‘proactive model’ to measure and monitoring the social impacts of the MPB and a series of recommendations to the CCBAC Board.
5. The CCBAC Board supported the SDWG report and model, and recommended that the SDWG ‘apply’ the model in a practical sense to give the Board an idea of how this might work. The ‘housing’ topic was chosen as the test subject area. The ‘housing background’ paper was submitted the CCBAC Board at the December 2007 meeting and the SDWG strategy was approved at that meeting.

TAKING CHARGE OF OUR FUTURE
A STRATEGY FOR SOCIAL DEVELOPMENT

Prepared by:

Cariboo Chilcotin Beetle Action Coalition

Social Development Working Group

June 2007

Executive Summary

This strategy is designed to provide a social development framework within which the complex challenges of the Mountain Pine Beetle (MPB) can be addressed more effectively. The goal of the strategy is to improve the understanding of the anticipated social impacts of MPB and to inform government and of community investments in social development. The strategy identifies a set of best practices and lessons learned from communities from across Canada and a model with which to begin to assess community resiliency and responsiveness. The intent of the model is to assist each community to proactively plan and implement effective social planning to address the impact of MPB.

In developing the recommendations, the Social Development Working Group (SDWG) reviewed existing literature on similar communities experiencing economic downturn or crisis and listened to the voice of social service providers in the region. The development of this strategy was the first step in a regional proactive social planning process. The recommendations focus on the next steps in effective social planning and the investments required, not on a specific social program or intervention to address the impacts of MPB.

A series of recommendations have been developed to address the need for (a) a long-term commitment to coordinated social planning by all levels of government, (b) an investment fund to support social infrastructure to retain and attract people to the region, (c) implementation of the social domain model as a community's early warning system, (d) recognition and support for local government's role in social planning, (e) a MPB public awareness and education campaign, and (f) research dollars to monitor and evaluate the successes of the region's social response to MPB.

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TAKING CHARGE OF OUR FUTURE: A STRATEGY FOR SOCIAL DEVELOPMENT

1. Social Development Working Group (SDWG)

History

A regional collaboration of members of the Quesnel Child, Youth and Family Network (representing the North Cariboo sub-region), the South Cariboo Community Planning Council (representing the South Cariboo sub-region), and the Williams Lake and Area Social Planning Council (representing the Central Cariboo sub-region) submitted a proposal to the Cariboo Chilcotin Beetle Action Coalition (CCBAC) in the summer of 2006 requesting funding from the Coalition. The intended purpose of the funding proposal was to develop a regional development strategy to address the social impacts of the Mountain Pine Beetle (MPB) epidemic. The proposal was successful in making a case for the inter-dependent relationship between social and economic impacts and the need for strategic social planning to address the overall health and resiliency of communities in the Cariboo Chilcotin.

The expertise to develop the social development proposal was present in the regional collaboration that engaged the community in dialogue using a grassroots approach. The regional collaboration proposal included a research component to ensure that the strategy was firmly grounded in research and evidence-based practice literature.

CCBAC responded to this proposal by providing contract funds for social development planning in the region. Through an advertised Request for Qualifications from CCBAC, each of the three sub-regional planning bodies selected a contractor (the South and Central Cariboo groups selected the same contractor) and appointed members to the collaborative Social Development Working Group (SDWG). CCBAC appointed a member of its Board, Mayor Nate Bello and Keith Dufresne, CCBAC Manager to provide liaison between the working group and the CCBAC Board.

Structure

The Social Development Working Group (SDWG) is made up of volunteers from each sub-region (appointed by each of the social planning bodies) of the Cariboo-Chilcotin and the CCBAC Board liaisons.

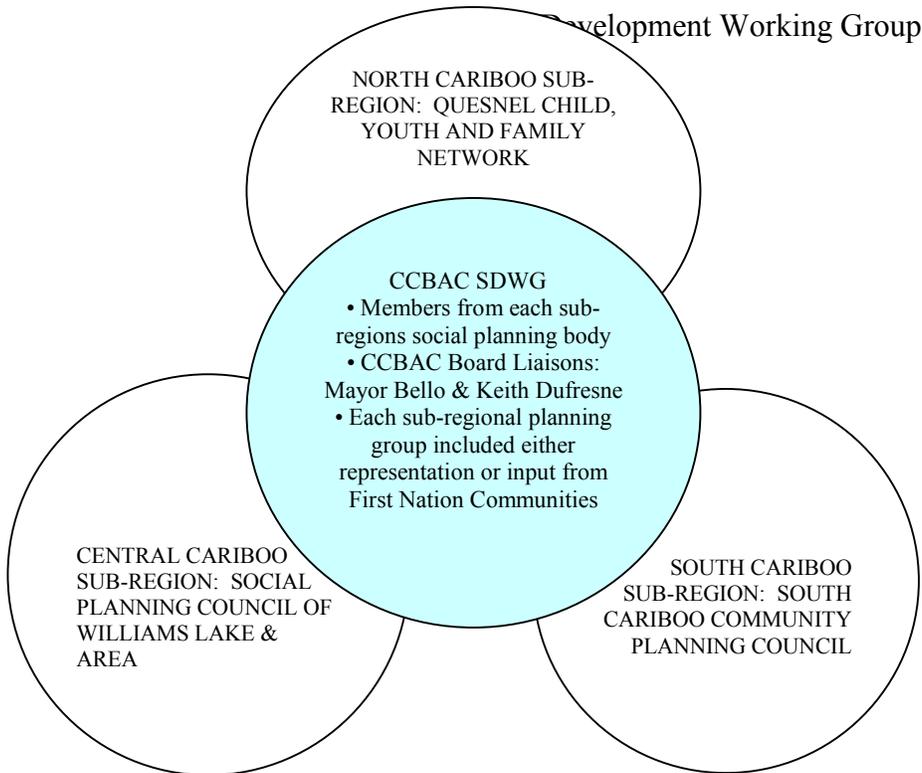


Figure 1. Cariboo Chilcotin Beatle Action Coalition’s Social Development Working Group.

North Cariboo Chilcotin sub-region

The social planning body in the North Cariboo Chilcotin, which encompasses Quesnel and surrounding area, is the Quesnel Child, Youth and Family Network. The Quesnel Child, Youth and Family Network was established in 1992 and became a non-profit society in 2005. Funding was provided by the Ministry for Children and Family Development for a number of years, but the group now exists as a volunteer organization. The Network's Board of Directors, the Coordinating Committee, is made up of one representative from each of the nine service team networks. The focus of the Coordinating Committee is overall community benefit, and its role is to support and initiate broad-based planning. Service teams are organized around common service mandates, and the role of the teams is to collaborate in service provision, planning and innovation. Teams provide and facilitate widespread communication and input gathering and from time to time strike working groups for specific projects.

The SDWG members appointed for the North Cariboo Chilcotin sub-region were: Gerry Baragar, Justice and Safety Team: Community Policing Coordinator; Geronimo Squinas, Lhatako Band Councillor appointed by the Aboriginal Services Team from the North Cariboo Aboriginal Family Program Society; and Kurt Pedersen, Parent/Child Resources Team, Network Chairperson and Child Development Centre Executive Director.

Central Cariboo Chilcotin sub-region

In the Central Cariboo Chilcotin sub-region, the primary social planning body is the Williams Lake and Area Social Planning Council. The social planning council was formed in 1995 and was supported for a number of years by the Ministry of Children and Family Development, but the council now exist as a non-profit society. The Central Cariboo also has a new part time Social Development Coordinator employed by the City of Williams Lake. The Council is a table of volunteers from various sectors across the community including representatives from health, School District 27, the business sector, post secondary educational institutions, social service agencies, youth, First Nations, the RCMP, seniors and local government. The focus of the Council is to engage in community planning and development and share information on current activities within the various sectors. As with the majority of social planning networks, most of the members have paid positions within community organizations and attend on behalf of their organizations.

The Central Cariboo Chilcotin sub-region SDWG members are all from the Social Planning Council and consist of Nancy Gale, Executive Director, Cariboo Chilcotin Child Development Centre; Irene Willsie, Executive Director, Women's Contact Society; Bruce Mack, community volunteer; and Anne Burrill, Social Development Coordinator, City of Williams Lake.

South Cariboo Chilcotin sub-region

The South Cariboo Chilcotin sub-region has an established social/community planning function within the parameters of the Community Planning Committee, which originated in 1989 as a centralized information and referral centre. The Community Planning Committee has been supported by a volunteer coordinator with some funding and support from the Ministry for Children and Family Development. Recently, this group received funding for a coordinator. As of March 2007 the Committee registered as a non profit society and was renamed the South Cariboo Community Planning Council. The council provides a vehicle through which community planning and coordination activities take place. The council will assume a project management role for specific projects or contracts as directed by the board and committee members.

The members of the South Cariboo Community Planning Council represent a diverse cross section of key stakeholders including; social service agencies, health authority, the Chamber of Commerce, employment counsellors, the RCMP, the local government, School District 27, youth, First Nations, the Ecumenical community and the provincial Ministry of Children and Family Development.

The South Cariboo Chilcotin sub-region SDWG members consist of Lea Smirfitt, Executive-Coordinator, South Cariboo Community Planning Council; Tas Smedley, Employment Counsellor, Community Employment Services and Lorelei Boyce, Director, Social Services, Canim Lake Band.

Cariboo Chilcotin Profile

Regional Overview

For the purposes of this report, the Cariboo-Chilcotin region is defined as the geographical area that includes Quesnel and its surrounding communities (the North Cariboo Sub-Region), Williams Lake and its surrounding communities (the Central Cariboo Sub-Region), and 100 Mile House and its surrounding communities (the South Cariboo Sub-region). The size of the region is 80,262 square kilometres, an area approximately the size of small countries like Austria, South Korea, or Ireland.

The total population of the Cariboo Chilcotin region according to the *British Columbia Municipal and Regional District 2006 Census Total Population* is 62,190. According to 2001 Statistics Canada data, 12% of the Cariboo Regional District is Aboriginal, compared to 4.4% of the total population of BC. Aboriginal people in the Cariboo Chilcotin are primarily from the Shuswap, Southern Carrier and Tsilhqot'in language groups, but a large portion of the Aboriginal population is Métis, non-status Aboriginal people and from other Aboriginal language groups (unfortunately the statistical data that for the Aboriginal off reserve population for 2006 is not yet available).

According to Statistics Canada (2006b), in 2001, 23% of the labour force in the Cariboo Regional District is directly dependent on logging and forest products[FBC1]. This compares with a 4.7% dependency rate overall in BC. Census data identifies forest-dependency in terms of a direct relationship to jobs. For the purposes of this report, we are, however, broadening that definition to include 'immediately adjacent to a forest or has a high economic or cultural dependence on the forest and/or forest-based industries'. This definition takes into consideration not only the cultural and historical dependence of Aboriginal people, but lifestyle associations and the importance of the forest to other economic and cultural activities such as tourism, recreation and wild crafting.

North Cariboo Chilcotin sub-region

The community of the North Cariboo is generally considered to be the service area around the City of Quesnel. This area encompasses School District #28 and the Quesnel Local Health Area (LHA) 28. The major communities in the North Cariboo are the City of Quesnel and the town of Wells and District.

The North Cariboo region lies within the traditional territory of four First Nations: (a) the Nazko First Nation, (b) the Kluskus (Lhooskus) Band, (c) the Red Bluff (Lhatako) Band, and (d) the Alexandria ('Esdilagh) Band.

The population of the North Cariboo, per Statistics Canada (2006e) LHA 28 profile, is 26,207 people. The total population of the area has remained relatively steady over the past 20 years, although the number of individuals in all age groups up to age 34 has been steadily declining. The 2001 Census data indicates that the Aboriginal population of the North Cariboo was 2,140 or 8.8% of the total. The recent release of Census data for 2006 does not yet provide LHA data.

In accordance with the statistical profile of the LHA 28 region, the 2000 North Cariboo Chilcotin sub region's economic base was depended on forestry, mining, tourism, agriculture, and the public sector.

Forestry, as the mainstay, represents 44% of the total income dependency after tax incomes and compares to the BC provincial average of 8%. The second largest income dependency for this sub-region was the public sector at 21% compared to the BC provincial average of 27%.

Central Cariboo Chilcotin sub-region

The Central Cariboo area extends from Lac La Hache in the south to McLeese Lake in the north, west to Anahim Lake in the Chilcotin, and east to the Cariboo Mountains. The largest community is the City of Williams Lake, which is considered the major service centre for the entire Cariboo-Chilcotin region. Other communities in the Central Cariboo and Chilcotin consist of: (a) Horsefly, Miocene and Spokin Lake, (b) Likely and Big Lake, (c) Chimney Lake and Chimney Valley, (d) Alexis Creek, Hanceville, Riske Creek and Big Creek, (e) Tatla Lake, Puntzi Lake and Tatlayoko Lake, (f) Nimpo Lake and Anahim Lake, and (g) McLeese Lake.

The Central Cariboo and Chilcotin lies within the traditional territory of several First Nations communities from three Nations. First Nation communities include: (a) T'xelc Williams Lake Indian Band, (b) Xats'ull, (c) Xatl'tem/Stwecem'c Dog Creek and Canoe Creek Indian Band, (d) Esketemc, (f) Tl'etinqox Anaham Indian Band, (g) Tsi Del Del Alexis Creek Indian Band, (h) Yunesit'in Stone Indian Band, (i) Xenigwet'in Nemiah Indian Band, (j) Ulkatcho Indian Band, and (i) Toosey Indian Band.

Taking the Central Cariboo and Chilcotin as a sub region – categorized by BC Stats as LHA 27, the 2006 total population was listed as 29,582 (Statistics Canada, 2006d). The Aboriginal population is 4,510, and constituted 16.6% of the population of this sub-region according to the LHA 27 statistical profile based on the 2001 Census.

In accordance with the statistical profile of the LHA 27 region, the Central Cariboo Chilcotin sub region's economic base, as of 2000, depended on forestry, mining, tourism, agriculture, and the public sector. Forestry, as the mainstay, represents 34% of the total income dependency after tax incomes and compares to the BC provincial average of 8%. The second largest income dependency for this sub-region was the public sector at 26% as compared to the provincial average of 27%. Tourism sits at 4% while the BC provincial average is 6%, and mining and agriculture are both listed at 3%.

South Cariboo Chilcotin sub-region

The South Cariboo area extends from Lac La Hache in the North to Clinton in the South and from the Fraser River in the west to Lac Des Roches in the east. The main community is the District of 100 Mile House located on Highway 97 and is considered the major service centre for the South Cariboo. Other communities in the South Cariboo consist of: (a) Canim Lake, Forest Grove, Eagle Creek and Mahood Falls, (b) Clinton, (c) Lone Butte, Interlakes and Bridge Lake, (d) Deka Lake, (e) Sulphurous Lake, (f) 70 Mile House, Green Lake and Watch Lake, (g) 108 Mile Ranch, and (h) Lac la Hache and Timothy Lake.

The South Cariboo lies within the traditional territory of four First Nations, which encompasses the following communities: (a) Tsq'escen' First Nation, the Canim Lake Indian Band, (b) Llenlney'ten First Nation, the High Bar First Nation, (c) Splats'in First nation, the Whispering Pines First Nation, and (d) Xgat'tem/Stswecem'c Nation, the Canoe Creek First Nation.

Taking the South Cariboo as a sub region, categorized by Statistics Canada (2006c) as LHA25, the 2006 total population for the South Cariboo was listed as 15,062. The Aboriginal population was 980, and was listed as 7.1% of the total population based on 2001 Census information.

In accordance with the statistical profile of the LHA 25 region, the South Cariboo Chilcotin sub region's economic base, as of 2000, depended on forestry, mining, tourism, agriculture, and the public sector. Forestry was listed as the mainstay, with 26% of the total income dependency after tax incomes, compared to the BC provincial average of 8%. According to LHA 25 statistical profile, the public sector was listed as providing 19% of income dependency, compared to 27% provincial average and tourism providing 9% of the income dependency compared to 6% as the BC average. Log home construction has continued to increase making the South Cariboo Chilcotin sub-region one of the principle areas of log building production in the province of British Columbia. As of 2004, there were thirteen long home construction businesses operating in this sub-region.

2. Strengths, Weaknesses, Opportunities and Threats (SWOT) Analysis

The strengths, weaknesses (challenges), opportunities and threats that face each of the sub-regions are unique to these communities, but there are many commonalities as well.

Strengths

In each community there are well established social planning organizations that are strong and active. The CCBAC strategy was developed to enhance existing resources as this further strengthens the holistic community aspect of addressing social issues. In the case of Williams Lake, where the social planner is funded through the municipality, this strengthens the partnerships and brings a level of government to the table.

The social planning organizations have begun to work together at a regional level. These organizations have a history of collaboration and innovative approaches to problem solving. They have a strong non-profit sector and a solid volunteer base. Service providers in each community also have a track record of working together to address community issues. Many contracted agencies have been providing services for over 25 years, and have achieved national and international accreditation. There are existing collaborative relationships between non-government and government service providers.

Volunteerism is alive and well in all of the communities in the region and is an essential element of community well-being and vibrancy. Many signature community events are produced exclusively by volunteers. Volunteers are the foundation of the range of community organizations.

As in many rural areas, there is a culture of “community”, of neighbour helping neighbour, and of positive leadership. This positive leadership has been demonstrated by the CCBAC process and its engagement of multiple stakeholders across various sectors. Community leaders have both vision and a commitment to action.

Weaknesses and Challenges

Knowing the strengths that we have and the challenges we face is more than just being able to identify what they are. The reality in the social sector is that it has never been adequately funded. Service delivery costs are exacerbated by the geography of the region where the distances that people have to travel and the weather conditions are not often accounted for in funding formulas and service delivery models. The challenge to communities is to find innovative and creative ways of achieving meaningful outcomes.

Typically, in the social service sector, funders choose a set of *program areas* on which they wish to concentrate. Social service agencies are invited to submit a proposal and the tendency is to support creative new solutions that will be seen as the *leading edge*. The programs are often expected to become self sufficient at the end of the funding period. Unlike the business sector that applies innovation to

existing processes to seek incremental improvements, i.e. continuous quality improvement, the social services sector uses innovation to replace whole programs or processes with new ideas that may or may not work.

In the social service sector, the appearance of duplication is often as a result of *fund-driven specialization*; where an organization serves a particular need with funds that can only be used in a prescribed fashion. This fragmentation and silo approach to social development creates piecemeal services that are difficult for clients to identify, navigate or access. The current funding model rarely supports the development of community wide solutions that address the root causes of social issues. Community planning work is generally done *off the side of the desk* and services providers often do not have the capacity to prioritize the work of social development and planning.

Opportunities

Having CCBAC recognize social issues as integral to the overall MPB issue is a huge and forward thinking first step. CCBAC's proposed regional planning processes for social development provide the opportunity to fund and think differently about social development. CCBAC's social development strategy could set a new agenda for how social issues are addressed. The new agenda would require: (a) a broad engagement of community members, (b) a focus on solutions *not* problems, (c) integration of services, and (d) communities within the region to develop strong and collaborative relationships.

This new agenda would take advantage of the following of opportunities that include: (a) the willingness of local government to engage in social development within the region, (b) collaborative technologies, such as emails and teleconferencing, (c) existing community social planning networks, and (d) a level of confidence, willingness and support to develop multiple strategies that work across organizational boundaries.

The provincial government has recognized both publicly and financially that it needs to address MPB. The work is now being directed at a regional level with significant input and decision making by local stakeholders. This process allows CCBAC the flexibility and ability to be responsive to emerging needs.

With Federal and Provincial governments benefiting from the strength of the region over the past few decades and the current boom period, they have the means to make significant investments in our region now. MPB impacts are coming and the means to prepare a meaningful integrated community response that will see very real results can become a reality.

Threats

Without immediate proactive planning, the impacts of the MPB will have a tremendous negative affect on the viability of our communities and the well-being of our citizens. Increased health care costs, increased crime, increased dependence on social services and government support will mean an ever increasing burden on government resources. Out-migration will erode the tax base and reduce the capacity of local government to maintain the existing infrastructure. Conversely, out-migration could overburden the social and community infrastructure of other regions. Investment either happens now or payment will be made later.

3. Social Impacts of the MPB

Social well-being and economic well-being are inextricably linked. Economic changes in a community or region impact the social wellbeing of the community, and the opposite is true as well, changes in social well-being impact the economy. The more severe or dramatic the economic change, the more dramatic the impact becomes on social wellbeing. This section outlines the potential impacts the region will face in years ahead due to the MPB.

Methodology

This section was completed through a review of existing literature on similar communities and input from community social service providers in the region. Communities were defined as similar in terms of: (1) size or population, (2) rural nature or remoteness from major urban centres, and (3) degree of dependence on a single industry.

Literature Review

The literature review conducted for this strategy highlights the types of social impacts that have affected communities similar to ours when they have undergone significant economic change. These impacts, although generally and historically dealt with on an individual or case-by-case basis, are felt not only at the individual level, but at the family and the community levels as well. Hardship and stress impact children's social and educational success, and communities are affected by increased crime rates, family and community violence and substance abuse. As Mawhiney (1998) stated

Feeling a level of control over one's life (empowerment), having equitable access to external resources (equity), being productive and being able to be self-sustaining over time are essential

elements in coping and in promoting well-being at the individual familial, and community levels (p.20).

When these elements of wellbeing are lost, there are a number of impacts at all levels, and these impacts are inextricably linked to each other.

Walisser, Mueller and McLean (2005) asserted that rapid change in community make-up, which can include economic boom or bust, will be accompanied by an increase in social dysfunction. Symptoms include an increase in crimes of violence, both within the community and domestic, increased substance abuse and an increase in psychological issues such as depression and suicide (Miller, 2000). It is important to recognize that the social dysfunction resulting from economic disruption will not be limited to workers and other adults, but also to their family members and the community as a whole as well. For example, children and adolescents have been shown to be impacted by economic disruption resulting in increasing aggression or withdrawal, anxiety, and substance abuse (Mawhiney, 1998).

Community Input

A wide variety of service providers and other community members in the region had the opportunity to provide their input in identifying the projected social impacts of the MPB epidemic. The primary concern of service providers was an extreme exacerbation of current social issues. The existing service and support systems will require a significant enhancement of financial resources to meet the increased demand for service delivery. There were also concerns about the level of community awareness and understanding of the MPB epidemic and its impacts.

Impacts on Individuals and Families

Worker readjustment

The economic downturn caused by the MPB will affect workers in all sectors of the local economies. Workers throughout the region must make adjustments to the new world of work. This may entail learning new ways of work, acquiring additional or complementary skills, and learning how to transfer existing skills to the new environment. To a certain extent, many workers undergo this readjustment process on an ongoing basis.

However, the more dramatic and unplanned the change, the greater the difficulties encountered will be. The impact is particularly challenging for members of the community that are relatively unskilled and those with less resiliency or fewer transition skills. Many workers possess limited transferable skills and data for this region indicates low literacy and education levels. The greater an individual's vulnerability, the less control they have and the more likely they will need support services to cope with the changes. Some of the common results are increased stress levels, depression, lower self-esteem, mental health issues, etc. These are often manifested in family violence and dysfunction, crime levels, addictions, and increased demand on an already stressed system of social supports and health care. Mawhiney (1998) showed that domestic disturbances tripled in Elliot Lake following the economic disruption caused by the closing of the mines.

Family disruption

Negative impacts on families during a significant economic downturn may include changes to the family unit when the primary wage earner must relocate, changing roles as the primary wage earner shifts, and/or family breakdown due to separation and divorce. This causes increased stress and leads to a number of related social issues. In Elliot Lake, for example, the number of couples separating tripled after the economic downturn (Porter, 1998).

For instance, as women become the primary wage earner due to employment loss or family break-up, decreasing family income and increasing poverty levels result in a significant drop in the family's standard of living. Consequently, there is often decreased parental support for children, which can result in health, development and emotional issues. Mawhiney (1997) reported that stress and family problems were 40% higher in Elliot Lake after the economic disruption led to mass layoffs. The resultant family stress and coping attempts also impact children, and is manifested in poor school attendance and child mental health issues (Mawhiney, 1998).

Basic needs

Changes in income levels bring with them a number of potential health-related issues. There is the potential that as workers and families are faced with losing their 'normal' source of income there is a greater potential for difficulty in managing financially under these types of circumstances. Particularly when families must resort to income security programs; which fall short of providing for basic needs such

as housing, clothing and food, there are not only financial but stress-related negative outcomes. In Elliot Lake, 42% of women whose families sought help had to reduce the quality of their food, and 33% had to reduce the amount of food their families consumed (Mawhiney, 1997).

Physical wellbeing

A number of expected health-related issues were identified. As population declines, withdrawal of basic health care services that are funded based on population will decrease accessibility to local services. There are particular concerns regarding care for persons who will have less mobility and fewer resources. As the economy declines and out-migration begins, older adults may become more dependent on formal services when informal supports such as family members leave the community.

Reduced family and individual incomes in an economic downturn generally affect health in a negative way. The expected impacts will reduce ability to access sufficient nutritious food; therefore there will be an increased demand for alternate sources. Poor nutrition and health practices resulting from lower income and higher rates of depression are expected to affect an already high rate of chronic disease such as diabetes and heart ailments. Good health and nutrition are also primary indicators for healthy child development; therefore reduced income leads to reduced nutrition and ultimately health issues, particularly for children (Mawhiney, 1998).

Job loss, particularly the loss of high paying and/or unionized jobs with extended health benefits will reduce access to preventative and “optional” health care such as dental services. This in turn may result in a loss of community health care professionals.

Housing affordability and availability

One of the direct results of income reduction may include loss of home or housing, or degradation of housing when structural repairs are no longer affordable. In the Cariboo Chilcotin region, the number of individuals and families paying more than 30% of their income on housing has been steadily increasing over the last decade. Based on BC Stats Local Health Area profiles, 22.8% of households in LHA 28 or North Cariboo Chilcotin sub-region pay more than 30% of their income on housing, compared with 20.9% of households in LHA 27 or Central Cariboo Chilcotin sub-region and 22.7% in LHA 25 or South Cariboo Chilcotin sub-region. The provincial average is 28.6%. The current shortage of safe and affordable housing will be exacerbated with a severe economic downturn, particularly for those who are homeless or at risk of homelessness.

The communities in this region currently have inadequate housing to accommodate people in need. Other housing services and supports (for example, housing geared to income, supported shelter for spousal abuse victims, people requiring addictions recovery, youth, and those with mental health issues) are also insufficient and we expect the need to increase as a result of the MPB impacts.

Impacts on the Community

Outmigration

According to *The Resilient City*, and academic paper commissioned by the Government of Canada, Western Economic Diversification, during an economic downturn, particularly a severe one, there is usually a significant and rapid population loss (Walisser, et al., 2005). Unemployed workers and youth in particular leave the area, and the decreased population diminishes the community's resilience.

The population change resulting from economic downturn also changes the social needs of the community. The increasing social needs are often exacerbated by cuts in services, which are usually funded on a population basis, which has now declined significantly. Those left behind tend to be less able to aid in the community's development and recovery, as the more experienced workers, volunteers and leaders are more mobile and therefore more likely to move on to better opportunities. As well there is a serious erosion of personal support networks, usually the 'first line of defence,' when people and communities undergo rapid change (Mawhiney, 1997).

Identified within the literature is also the impact that the loss of friends, family and social networks as many people leave the affected community has on those that stay (Walisser, et al., 2005). The social isolation of those remaining can often lead to a number of social issues. Largely because of their change in status, but also because of the sense of helplessness that accompanies that change in status; joblessness, marital breakdown, etc, community members who remain tend to have higher social needs.

Finally, the fallout from the population decline and loss of services makes the community less appealing to the families and workers the community would like to attract in order to facilitate its recovery.

Loss of 'cultural' community identity and character

The culture and identity of a community is a complex interaction of how the community and its members see and describe themselves, how they interact with each other, their environment and the rest of

the world. This cultural connection with identity is particularly apparent in the Aboriginal community but is applicable to most “communities”. The lifestyle and cultural identity of Aboriginal communities has always been reliant on their relationship with the natural environment.

Rural, relatively isolated and resource dependent communities, for example, often see themselves as self-reliant and more in touch with their natural environment than more urban communities. Lifestyle, particularly as it relates to income and expectations of job security also form a part of the community’s identity. Change can create feelings of powerlessness or false hopes of recovery.

Crime and violence

Economic instability often results in increased social dysfunction and this may be manifest in increased crime rates. In Elliot Lake there was a sharp increase in offences against property for 1992-1993 and against people for 1992-1994 (Mawhiney, 1998). Jones (1990) also found an increase in aggression against people and property because of increases in stress.

Service providers report that the region currently has a higher rate of domestic/family violence and abuse rate than the province as a whole. In the two municipal centres, crime rates are amongst the highest in the province (Ministry of Public Safety and Solicitor General, 2005). These issues can be expected to increase in severity and incidence with the added pressure of an economic downturn and the resulting job loss, poverty and substance abuse.

Youth offences in the community are also related to perceptions of relative inequities of wealth. For when youth perceive that there are some people in the community who are well off and others like themselves who are worse off, then there is a tendency for an increase in delinquencies (Turner, 1987).

4. Best Practices and Lessons Learned

Literature Review

The Cariboo Chilcotin is far from the first to experience resource based impacts that have had effects on social systems. A key component to examining the strengths and challenges of individual communities to adapt to the MPB issue is the understanding of what has happened in the past in other communities who have experienced similar impacts. A literature review of similar communities that have experienced a severe economic downturn highlighted several community characteristics and best practices that contributed to these communities being more successful than others in mitigating the social impacts

of the downturn (Walisser, et al., 2005). In general, recent studies confirm that the social (and cultural) impacts of a severe economic downturn must be considered with the long view in mind and with a comprehensive and integrated approach. The detailed literature review and a summary of similar communities are included in Appendix A.

There have been a number of reported successes for communities facing change. Similarly there have been overwhelming challenges. Many of the provinces across Canada have a unique make up. Some are primarily agricultural, some are industrial, and some are resource based. When the primary revenue source is affected, the whole province feels the impact. The cod fisheries of Newfoundland are a prime example of a province reliant upon a single resource for its revenue. When that revenue is cut, every aspect of a community is impacted. Once that stage is reached, it is extremely difficult to rebound. Building a new economy is a time consuming and costly exercise. On the flip side, if an alternative revenue source is identified early enough, impacts are minimized. At a more micro level, individual communities can be in much the same situation. Where small rural communities exist based on a single industry (a mine or mill for example) and either global prices make the industry no longer viable or the resource itself is exhausted, options are limited. Some have reacted successfully to these challenges and re-designed themselves; others have simply faded into a fraction of what they once were. The more depressed a community becomes, the less attractive it becomes for diversification and investment. Miller (2000) stated that “the literature convincingly shows how community characteristics are a significant factor in successful change efforts” (p.4).

The following best practices characterize communities’ successful change efforts to manage the social impacts of economic booms and busts.

Early planning

Successful communities initiated planning for mitigation prior to the economic crisis. A review of the relevant literature highlighted this successful practice for managing and mitigating transition. It takes time to develop the capacity to make a successful transition from a community largely dependent on a single resource to a resilient community that can survive and thrive within change (Walisser, et al., 2005). Therefore, it is absolutely essential that communities begin planning, and even implementing, mitigation strategies well before the economic crises. As well, prior to the crisis is when both time and resources are still available and can be utilized to best advantage. In the Cariboo-Chilcotin, pre-planning activities have already begun.

Best Practice: Early response, rather than reaction, not only maximizes the success of mitigating strategies but helps to build community capacity and resiliency overall. With the anticipated impacts expected within 4-6 years, the time to start planning is now.

Social infrastructure

Successful communities had or implemented a social infrastructure and social planning function to retain and attract residents and businesses. For the purposes of this report, social infrastructure is defined as encompassing the services (i.e. health, education, social services, child care) and amenities (i.e. recreation, arts and culture, transportation) required for citizen well-being. A social planning function is paid position that can develop, maintain, monitor, apply for funding and build capacity of the aforementioned services.

For a community to make a successful transition, and to build or maintain the capacity to sustain itself, it needs to build on the “attractiveness” of the community. Regardless of the economic diversification strategies implemented, the community will need to attract new business and people as well as retain existing businesses and residents.

Best Practice: The community must ensure there is a social infrastructure in place that meets the needs of the people the community wants to retain and/or attract. Now is the time to invest in strategic social infrastructure.

Wide range of action

Successful communities implemented a wide range of coordinated responses rather than relying on a single or few actions to address social and economic impacts. The range of social and economic impacts is both broad and complex. Responses need to reflect that reality. Both the federal and provincial governments and the community need to recognize early on that focussing on a single issue (such as worker transition) will not address the majority of social issues. Workers are not the only community members impacted by transition. Families, communities and ‘cultures’; particularly Aboriginal cultures, are also negatively impacted in a variety of ways that require action. A more holistic and coordinated response is required.

Best Practice: Government and community need to work together to develop a coordinated, holistic approach to addressing anticipated social and economic impacts. Communities require resources

and long term commitment from federal and provincial governments to engage in planning, implementing and monitoring coordinated responses.

Collaboration of multiple stakeholders

Successful communities engaged multiple stakeholders in their planning and implementation, using collaborative processes. Effective transitions require strong relationships at all levels. Relationships and connections, including good communications among a wide range of stakeholders have been shown to be critical (Miller, 2000). Without these relationships, a piecemeal approach to the issues can compound the problems.

The primary benefits of collaboration are the broader perspectives gained, the greater scope of solutions devised and the increased skills brought to strategy development. Effective collaboration is an evolving process of a community-based vision of “success” or “sustainability,” which becomes a vehicle for achieving consensus.

Best Practice: Strong and collaborative social development practices and infrastructure will maximize the community’s responsiveness to the impacts on individuals and the community as a whole. This collaborative process has been initiated but requires enhanced support and commitment to engage more stakeholders.

Collaborative leadership by local governments

Successful communities benefit from collaborative leadership by local governments. One of the most critical elements in this collaboration is the role of municipal, regional and First Nations governments. These local governments are the most directly affected by an economic downturn (Walisser, et al., 2005). They are also closest to the issue and to many of the resources required to address the transition. Aboriginal involvement is a key element in any development and transition planning in the Cariboo Chilcotin region for a number of reasons, not least of which is the significant portion of the population made up of Aboriginal people living on and off reserve. In addition, cultural diversity and inclusion enriches and diversifies the community and should not be neglected in sustainability planning.

Community morale and a clear sense of direction are invaluable toward attaining a successful transition (Walisser et al., 2005). Successful communities had “a willingness to take responsibility for the direction the community would take” (Miller, 2000, p.4).

Walisser, et al. (2005), *The Resilient City*, outlined the following best practices of local governments:

(1) showed local leadership and mobilized quickly to respond to closure announcements, (2) took steps to manage the impact of closure on their municipal operations, (3) collaborated with other governments or other organizations at some point in their transition, (4) boosted community morale and provided a sense of direction, (5) supported specific community objectives, (6) stabilized municipal revenues by adjusting property taxes or providing tax incentives, and (7) adjusted service delivery levels to meet changing community needs. (p.17)

Best Practice: Local government leadership is critical to a successful transition. Local governments require the authority and resources to lead a collaborative community response.

Measuring, monitoring and evaluation

Successful communities measured conditions and monitored the impact of their initiatives.

Measuring and monitoring “quality of life” or wellbeing indicators of the social condition allow communities to determine whether or not mitigation efforts are being effective. They also give the community the opportunity to assess its readiness for change, identify assets on which to build and address new challenges as they arise (Miller, 2000). Finally, monitoring and evaluation provides accountability for actions and solutions, which increases acceptance and participation.

Best Practice: Successful communities establish indicators and benchmarks. Resources are required to establish these and to support ongoing monitoring and evaluation in order to enact positive change.

Support for ongoing work

Successful communities acquired funding mechanisms to support ongoing work. Mitigation efforts are traditionally short-term and individually focused, such as limited employment insurance benefits, relocation assistance, career counselling, or time-limited counselling opportunities. Communities that successfully addressed sustainability realized that longer-term solutions that supported the local social infrastructure were required. They gained assistance and support from all levels of government, and from other sources, to support this goal.

Too often new programs undermine or duplicate existing services, rather than support, complement or enhance local supports and systems of care.

Best Practice: Senior governments have entered into partnership with local governments and regional bodies to implement solutions. Both local government and community organizations require financial resources to support a long term collaborative community response.

5. Measuring and Monitoring the Social Impacts of MPB

The social sector has a tradition of being reactive, not proactive. There are very few government departments that allow for proactive and long term activity in order to prevent social crisis. The collaborative experience of the SDWG has shown that given the multi-barrier nature of many social issues, those government departments that do fund social development activities can often only fund small pieces of the overall project, so any potential successes are severely limited. Funds for social programming often derive from many levels of government, thus there is a requirement for accountability, which often leans towards quantitative data. As such, it was realized early on that the SDWG would need to develop a method for measuring and monitoring both the impacts of the MPB on the community and the community's ability to respond to those impacts.

When deciding upon the usage of statistical data for measurement of indicators, there were a number of considerations made when choosing the data sources. Data had to be reliable, valid and accessible. Indicators would need to be monitored. Progress, success and challenges would also need to be identified. From the perspective of the CCBAC, the model also had to be acceptable to the all of the levels of government that might be expected to provide funding to implement the MPB strategy.

6. Model Development

Existing models

When considering an appropriate model to use there were several key considerations that were addressed. The model had to be: (1) capable of long term vision, (2) sensitive to local needs, (3) cost

effective to maintain, (4) simple to implement, (5) consistent and capable of evaluation, and (6) credible to all levels of government.

In response to these needs, the SDWG examined a number of models and also looked at other sector models such as economic and forestry examples (Appendix B).

The assessment and analysis of wellbeing is an evolving study, and there are many views on what constitutes wellbeing and how it can and should be measured. Sen's (1984) approach to wellbeing requires the existence of access to an appropriate range of services and networks to provide opportunities (capacities for support services) and successes related to those available opportunities.

According to both Sen (1984) and Kusel (1996), community capacity requires physical capital, human capital and social capital. "Community capacity is the collective ability of residents in a community to respond to external and internal stresses; to create and take advantage of opportunities; and to meet the needs of residents (Kusel, 1996, p 369).

Social domain model

Following the research, a Social Domain Model was developed to provide an evaluation tool to monitor community responses to social impacts of the MPB. There are two distinct elements that make up the model: (1) the domains, and (2) the resiliency matrix.

This model provides an evaluation tool to monitor community responses to the social impacts of the MPB. The data can be used later as an evaluative tool for monitoring progress or identifying challenges. It relies on information and data that virtually all service agencies collect as a normal part of their daily routine and therefore avoids the need for unnecessary and expensive research.

The domains

Domains can be described as an element or sphere of concern. The social model uses three domains to group indicators of community resiliency: (1) living standards, (2) human impacts, and (3) community vitality.

Within these domains, a number of indicators were identified that would provide an initial assessment of each of the domains (see Table 1).

Table 1.

Social Domain Indicators

<i>Living Standards</i>	<i>Human Impact</i>	<i>Community Vibrancy & Vitality</i>
<ul style="list-style-type: none"> • basic demographics • housing availability • housing affordability • income levels • employment statistics • incidences of low income & poverty 	<ul style="list-style-type: none"> • crime • health (physical & mental) • violence (domestic and community) • substance abuse 	<ul style="list-style-type: none"> • opportunities for literacy upgrading • employment training opportunities • lifelong learning • levels of volunteerism • hope & perception levels • leadership, teamwork & networking • sense of community • arts, heritage and culture • community innovation • access to social services • graduation levels & education trends

These specific indicators can be expanded, reduced or replaced with alternative indicators that more accurately reflect an individual community’s situation. For instance, a First Nations community may feel that ‘human impacts’ are better reflected by measuring spiritual or cultural components that can be in addition to, or replacement for some of those listed. The important factor is to remain consistent bearing in mind that these will be long term measures and so must be easily collected, reliable and relevant.

Resiliency matrix

The resiliency matrix is a framework for measuring the social infrastructure. The matrix has two processes: (1) mapping the continuum of supports, and (2) assessing service availability and capacity taking into consideration existing barriers (see Figure 2).

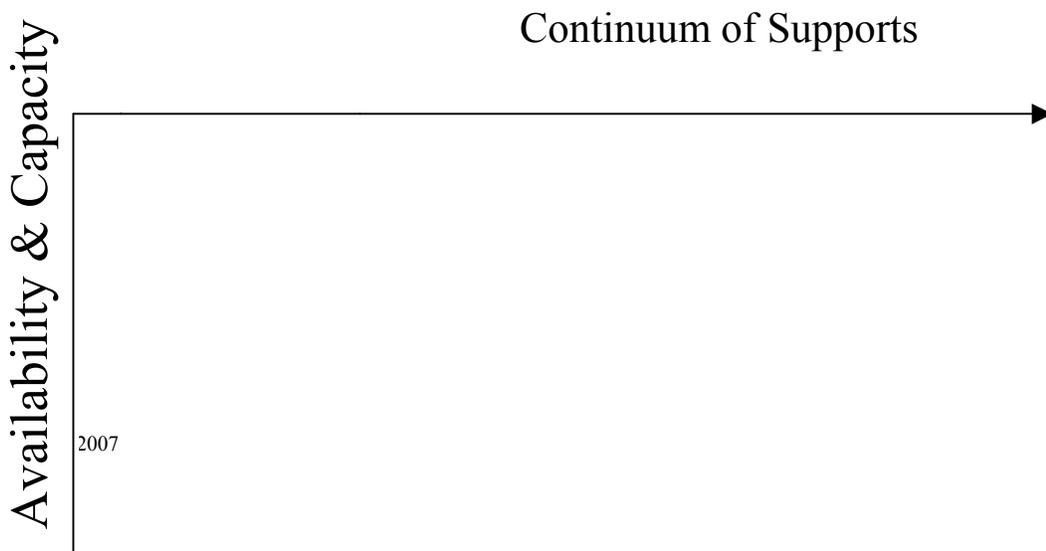


Figure 2.
Resiliency
Matrix.
*Continuum of
supports axis*

	Service A	Service B	Service C	Service D
Availability				
Capacity				
Barriers				

There may be a number of services that make up the continuum of supports. The continuum of supports identifies which services are necessary to deal with any given issue from prevention to immediate intervention to long-term maintenance and support. For instance, in the case of affordable housing, the continuum may start at responses to absolute homelessness (i.e. shelters, detox beds, counselling, methadone treatment, etc.) to services for those whose housing is not stable (i.e. employment skills, further education, health supports, life skills, financial counselling, etc.) to stable housing supports (i.e. second stage housing, recreation, home repair workshops, etc.).

Service availability and capacity axis

The services available in the community are then assessed along the second axis by asking questions such as: (a) do we have the service, (b) is it close by and accessible, and (c) does it have capacity (sufficient staffing levels, ability to meet demand, sufficient resources for education and awareness). Identifying and planning to reduce the barriers to accessing services upfront will help us increase our ability for successful planning to mitigate the social impacts of MPB.

By completing the matrix, the SDWG will be able to determine the following: (1) an indication of how well prepared the relevant agencies within a community are to deal with growth in demand for services, (2) an understanding of where the gaps and strengths lie, and (3) the ability to set priorities as the continuum of supports shows the weak areas and strong areas to maximize investment efforts. Also, the stronger the resiliency indicators, the more “ready” the community is considered to be. A community could then evaluate what progress was made when increased resiliency was achieved. As well, on-going review will reveal progress, or not, allowing for mid-course correction in our planning. Finally, these indicators can be measured using either (or both) a qualitative or a quantitative method.

After implementing the Social Domain Model into the social planning process communities will be able to: (1) receive early warning of impacts, (2) manage resources effectively, (3) make mid-course corrections, and (4) forecast social impacts.

7. Recommendations

Recommendation 1

That all levels of government make a long-term, multi-generational commitment to coordinated social planning.

Best practice indicates that early response, rather than reaction, not only maximizes the success of mitigating strategies but helps to build community capacity and resiliency overall. Strong and collaborative social development practices and infrastructure will maximize the community's responsiveness to the impacts on individuals and the community as a whole. This collaborative process has been initiated but requires enhanced support and commitment to engage more stakeholders. Government and community need to work together to develop a coordinated, holistic approach to addressing anticipated social and economic impacts. Communities require resources and long term commitment from governments to engage in planning, implementing and monitoring coordinated responses. With the anticipated impacts expected within 4-6 years, the time to start planning is now. Table 2.

Recommendation 1 requirements

Recommendation 1 will require the following:

- Funds for community social planning organizations, including First Nations and non-First Nations communities, and at both the regional and sub-regional levels.
- Funds need to be released in this fiscal year and distributed to existing community social planning structures identified earlier in the report.
- Estimated initial requirement is \$300,000 for the region to hire staff and implement social planning infrastructure.
- All levels of government and sectors of government to identify and commit key staff to participation in local and regional social planning.
- Information exchange protocols between government and community to ensure community agencies collect and share the “right” information to support ongoing collaboration

- Consultation and support offered to First Nations communities to develop their own social planning process
- Estimated requirement of \$150,000 to the First Nations Communities to begin their own planning process with the consultation and support from local social planning bodies if desired.

Recommendation 2

That funds be available to sustain ongoing investment in social infrastructure to sustain or improve the quality of life needed to retain and attract people to communities in the region.

The community must ensure there is a social infrastructure in place that meets the needs of the people the community wants to retain and/or attract. Now is the time to invest in strategic social infrastructure. The community must ensure there is a social infrastructure in place that meets the needs of the people the community wants to retain and/or attract. One example of a critical element requiring urgent attention (due to the time required to effect meaningful change) is workplace literacy services. Now is the time to invest in strategic social infrastructure.

Table 3.

Recommendation 2 requirements

Recommendation 2 will require the following:

- Recommendation #1 has been approved and is in place
- Regional and municipal governments working together to create an inventory of existing infrastructure and develop a plan for making the improvements or additions required.
- Resources to support community engagement and investment in development of social infrastructure.
- Sustained funds to support social development programs and the infrastructure required to manage and administrate those programs.
- Longer term commitments to support the stability of contracted locally based service delivery for social programs.
- Funds required will need to be estimated after the process has been initiated and evaluation of communities' social infrastructure has taken place.

- Funds will be required to develop and begin delivering workplace literacy services.

Recommendation 3

That resources be committed to support communities to implement the Social Domain Model as an early warning system.

Successful communities establish indicators and benchmarks. Resources are required to establish these and to support ongoing monitoring and evaluation in order to enact positive change.

Table 4.

Recommendation 3 requirements

Recommendation 3 will require the following:

- Protocols for sharing statistical information related to service delivery levels.
- Collaboration among community based service organizations, contracted services and government ministries.
- Access to funds and other resources (i.e. expertise, technology) for the collection and analysis of data.
- Estimated requirement is \$45,000 (\$15,000 per sub-region) to resource implementation of the Social Domain Model.

Recommendation 4

That local government seek funding and commit those funds to establish social planning departments with the authority to participate in social planning and provide leadership in social development at the local government level.

Senior governments have entered into partnerships with local governments and regional bodies to implement solutions. Both local government and community organizations require financial resources to support a long term collaborative community response. Local government leadership is critical to a successful transition. Local governments require the authority and resources to lead a collaborative community response.

Table 5.

Recommendation 4 requirements

Recommendation 4 will require the following:

- \$210,000 to hire social planners in each community.
- Social planners to have a mandate to work in partnership with community based social planning organizations.
- Social planners to work collaboratively with economic development and environmental stewardship departments and organizations.
- Regional collaboration between social planning staff at the local government level.
- Community planners will provide outreach services to outlying areas.

Recommendation 5

That CCBAC continue and increase their support of a public awareness and education campaign from a partnered social, economic, environmental, First Nations, and political viewpoint carried out at the local level and focused on the impacts of MPB as an issue.

Community members need to understand the implications of the MPB if they are to be proactive in preparing for the impact on their lives and communities. This is critical if we are to retain the population required to support a vibrant social sector and diverse economic base.

Table 6.

Recommendation 5 requirements

Recommendation 5 will require the following:

- An immediate public engagement process to raise awareness of both the facts of the MPB epidemic and the proactive planning required to mitigate the community impacts.
- Information sharing and collaboration between the social, economic, environmental, First Nations, and political bodies.
- Support from all sectors to think and work in a collaborative, multi-disciplined, positive and constructive manner encouraging “new” solutions to challenges.
- CCBAC Communications plans to include a collaborative initiative incorporating the above recommendation.
- Funds to support a comprehensive community engagement process.

Recommendation 6

That a significant research component be developed to monitor the impacts and successes of the community response to MPB.

The detailed research coming out of the social impacts of the mine closures at Elliot Lake not only benefited the people of Elliot Lake, but also assisted other communities to learn from their successes and challenges.

There is a scarcity of research based from a regional perspective of a natural resource epidemic. As the epicentre of the epidemic moves throughout our region and throughout other regions of the province, other communities could benefit from on-going documentation of a proactive, multi-disciplinary approach such as the one C-CBAC has taken to the MPB.

Table 7.

Recommendation 6 requirements

Recommendation 6 will require the following:

- Partnerships with local universities
- Funding to support on-going research
- Communication and access to progressive research

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APPENDIX A

Similar Communities

Following are a selection of reports and/or research that we were able to find regarding Elliot Lake and other communities.

Elliot Lake

Table A1.

Key Findings for Elliot Lake

- Provides an example of the questions that the Cariboo region may wish to adopt into the proposed long term strategy once impacts begin to emerge and conditions begin to change
- Use of counseling services prior to the mass layoffs is a strong factor in families' decisions to seek help from formal services
- Sound municipal financial position
- Transitional funding prevented tax hikes
- Extended transitional period
- Abundance of low cost housing

Elliot Lake, a town founded upon uranium mining, is located about 40 kilometers off the main Trans Canada highway half way between Sudbury and Sault Ste. Marie. According to Woodrow (2002) the

closure of the mines between 1991 and 1996 led to a decrease in population from approximately 18,000, in the mid-1980s to 13,588 in the 1996 census.

Careful managing of the downsizing by the City Council and efforts to diversify the community led to its eventual revival as the Retirement Capital of Northern Ontario. (p.14)

The mass layoff and subsequent closure of the mine in Elliot Lake had an immense impact on the social well being of the community. The *Social and Institutional Costs Sub-Project of the Elliot Lake Tracking and Adjustment Study* (ELTAS) done by Mawhiney's (1998) provides an outline of the

questions asked within the community which may prove useful for the Cariboo-Chilcotin region to adopt into the long term strategy as impacts are felt and conditions begin to change. The study was:

a descriptive study that focuses on the impact of Elliot Lake's mass layoffs on three areas related to personal and social wellbeing: the emotional well-being of laid-off workers and their families, social services use by community members prior to and after the layoffs were announced, and the impact of the mass layoffs for the community's social well-being. (p.7)

The context for the study demonstrated that Elliot Lake was distinctive due to it being a geographically remote, highly Francophone, single resource community urbanized for the exclusive purpose of uranium mining. This context lead to difficulties for laid off workers and their families in finding alternative job opportunities in the surrounding area.

Contextually this meant:

that families that have stayed in Elliot lake for various reasons, including not finding alternate employment elsewhere, family responsibilities, and community attachment, have had to consider long term alternatives that differ from those typically offered by government programs or discussed in the literature, including among others an increased dependency, for the long term, on transfer payments... and other social programs. (p.8)

The following research questions were therefore posed in the ELTAS study:

1. Who are the people seeking help from social services?
2. Where do people go for help?
3. What kinds of help do people need after having a family member laid off?
4. To what extent have the mass layoffs in Elliot Lake affected the social wellbeing of the community of Elliot Lake? (p. 23)

Mawhiney was interested in determining which individuals would be requesting services, exploring where help is sought from, discovering at what time, in what circumstances, and the type of formal services that workers sought out, determining the measure of 'burden' on specific services and the cost entailed, and looking at the overall impact on the community's social health.

In order to determine the social impact the ELTAS looked at the following indicators: use of child and youth mental health counseling services, school enrollments and high school drop-out rates, use of food banks and social assistance, alcohol and drug assessments, ambulance responses, youth offences against people and property, suicide ideation, assaults, cannabis

possession, domestic disturbances, impaired driving charges, people reported missing, and incidents involving weapons. (pp.23-24)

The study demonstrated that there was support for inter-relatedness amongst the well-being elements of productivity, equity, empowerment and sustainability. Mawhiney stated that the “overall well-being [of the community had] been seriously and negatively affected in relation to its relative well-being prior to the layoffs” (p.83). Therefore “traditional ways of viewing unemployment, as an individual problem, need to be transformed so that not working for pay at various times in peoples’ life cycles is normalized as a new reality” (p.97).

Robinson (1999) considered that the subsequent success of Elliot Lake after the mine closures was due to very cheap housing, good infrastructure, sound municipal financial position, transitional funding preventing tax hikes, an existing retirement population, and an extended transitional period (p.11). Bray and Thompson (1992) stated that Mayor Farkouh of Elliot Lake attributed the survival of the town to “hard work, innovation and perseverance and...the spirit to survive” (p.148). Robinson (1999) stated that:

Elliot Lake was once the “uranium capital of the world.” Now it is not even a member of the Association of Mining Municipalities of Ontario. Mining communities have sometimes disappeared, but Elliot Lake has not. Instead, it has become a famous success story. Elliot Lake is now the Retirement Capital of Northern Ontario. This paper presents some lessons for other communities from the Elliot Lake experience... [and] is the only study that provides much information on the transition of a northern mining community. (p.1)

In order to become the ‘retirement capital of Northern Ontario’, Elliot Lake was assertive, dynamic and energetic in marketing its low-cost housing to retirees. Robinson pointed out that it would be “useful to see the Elliot Lake strategy as an export to another region” (p.9).

According to Walisser, Mueller and McLean (2005) Elliot Lake’s evolution from a single resource community was also aided by access to federal and provincial funds for economic diversification and its geographic location. Accordingly these authors suggest that Elliot Lake's long-term prospects for continuing as a smaller town with excellent and abundant infrastructure are good.

Other similar communities

All the information for the remaining similar communities is taken from *The Resilient City’s*, (Walisser, et al, 2005) Appendix 1. There are many diverse and unique characteristics that have either assisted a community to weather and grow following a crisis, or have played a part in its downward spiral. While far from comprehensive, a synopsis of each community will be given in Table A2.

Table A2.

Summary of Walisser, Mueller and McLean's (2005) Appendix 1 (pp.33-41)

Region of Canada	Town	Key Findings
Northern Canada	Faro (p.33)	<ul style="list-style-type: none"> • significant territorial government financial support • generous worker severance and retiring packages • attempts to preserve mining assets • strong vibrant volunteer spirit • modest economic diversification in service, tourism and home-based jobs
	Inuvik (pp.33-34)	<ul style="list-style-type: none"> • severe climate and remoteness require the community to be self-sufficient • diversified economy due to partnership between local government, Aboriginal government and business corporations • strong infrastructure and good social, education and health services
Western Canada	Grande Cache (p.34)	<ul style="list-style-type: none"> • benefited from decisive local and provincial government actions to support workers • opportunity to expand forestry and tourism activities • stable property tax revenues
	Granisle (pp.34-35)	<ul style="list-style-type: none"> • small and remote community with very little social infrastructure • plummeting population • change in demographics from younger age to and older age structure
	Logan Lake (p.35)	<ul style="list-style-type: none"> • retrospectively: communities handling of the boom-bust cycle (due to molybdenum markets collapsing) • prospectively: transition planning in anticipation of the complete termination of mining operations by 2009
	Meadow Lake (pp.35-36)	<ul style="list-style-type: none"> • sawmill employees with the Meadow Lake Tribal Council purchased the mill and saved 300 jobs • Average earnings and participation has increased for both Aboriginal and non-Aboriginal workers • diversified economy allows the

		community to weather downturns and layoffs due to softwood lumber disputes
	Ogema (p.36)	<ul style="list-style-type: none"> • CPR closure led to a domino effect and the loss of almost all of the communities infrastructure • continuation of the historical association with the railway and agriculture with expansion into new areas • capitalizing on it central location • recognized the need for expanding recreational, health and educational services to aid population stabilization and growth
	Pinawa (pp.36-37)	<ul style="list-style-type: none"> • gradual closure Atomic Energy Canada's (AECL) nuclear research centre • generous early retirement and 100% home buy out packages • AECL continues to pay grant-in-lieu providing 50% of municipal tax base and as a result the community retained a superb infrastructure
	Tahsis (p.37)	<ul style="list-style-type: none"> • mill closure has led to population decrease • low municipal debt and significant financial reserves • operational challenge will be felt with loss of taxation and demand from the community to maintain the social infrastructure • challenged by remoteness but the natural setting and abundant resources are a draw • tri-governmental partnership
	Tumbler Ridge (pp.37-38)	<ul style="list-style-type: none"> • 70% loss of all local jobs and 65% of municipal tax base • excellent housing stock • modern infrastructure • entrepreneurial local leadership and a debt free municipality • provincial grants and revenue sharing • diverse economic opportunities due to location • political support from neighboring

		communities
	Uranium City (p.38)	<ul style="list-style-type: none"> • accessible only by air • closure of uranium mine led to job loss and population decrease • rapid economic collapse and inability to diversify due to remote location • environmental hazards due to uranium mining further undermined the town's viability • now provincially managed as a settlement • existing social infrastructure remains threatened
Central Canada	Murdochville (p.39)	<ul style="list-style-type: none"> • massive job and population loss • disagreements between all levels of governments • community has to overcome 'loss of hope', lack of political agreement and attraction to new businesses in order to succeed again
Atlantic Canada	Bishop's Falls (p.40)	<ul style="list-style-type: none"> • psychological impact of losing the community's historic railway identity as important as loss of jobs • choice of residents to remain bolstered community spirit and greatly eased transition due to maintained population and property taxes • federal and provincial economic diversification funding • abundant hydro power and growing regional demands for service
	Canso (p.40)	<ul style="list-style-type: none"> • provincial and federal governments' timely intervention in creating short-term jobs and re-opening the Seafreeze plant • promoted tourism based on 400 years history and local history • stabilization through plant reopening • attempts at economic diversification
	Great Harbour Deep (p.41)	<ul style="list-style-type: none"> • isolated location • job loss and population decrease due to province-wide closure of cod fishery • loss of tax base resulted in an inability to balance the budget and make debt payments • town declared evacuated; property

		holders offered relocation packages
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Summary

The examples of Elliot Lake and other similar communities demonstrated that successes can be made through comprehensive integrated responses. However, these examples also show that most responses occurred after the fact. There were key situations that assisted many of the communities in their efforts. In the case of Elliot Lake there was a resulting abundance of high quality and affordable housing; a direct result of the population leaving the community. As residents left, they were replaced with a different demographic – retirees. In short, Elliot Lake transformed itself from a mining community into a retirement community. Although not mentioned in the research, the body of water that is Elliot Lake may also have played a significant role, as water attracts people.

What is also interesting to note is that although Elliot Lake showcases some unprecedented successes compared to other communities, it was not a case of pre-planning but rather aggressive and collaborative post planning. Elliot Lake’s experience reinforces the norm that social issues are dealt with reactively. This puts Elliot Lake and some of the other similar communities in a different category than the Cariboo Chilcotin region, which now has the opportunity to pre-plan.

Another key theme that had impact in these examples was collaboration and intervention, which appeared in the forms of: (a) generous severance packages, (b) retraining packages, (c) stable property tax revenues, (d) grants in lieu supporting municipal tax bases, (e) tri-level cooperation and collaboration, (f) low municipal debt and significant financial reserves, and (g) resource revenue sharing opportunities.

In the cases of Faro, Inuvik and Ogema maintaining a strong social infrastructure along with services, hospitals, recreation, education etc, played a role in the successes they experienced. Also noteworthy is interconnectedness of community hope and community vitality. Several communities indicated that community spirit played a pivotal role in their successes. On the other hand, the loss of hope, as cited in the case of Murdochville, was and continues to be a significant factor in the community’s ability to address its future prospects. These communities’ examples provided an insight into the importance of maintaining a strong social infrastructure as a strategy to sustain community hope and vitality.

APPENDIX B

Model Development

Introduction and Overview

When considering an appropriate model to use there were several key considerations: (a) the model had to be credible and acceptable at Federal and Provincial levels, (b) it had to be capable of long term vision, (c) it had to be sensitive to local needs, (d) it had to be easy and cost effective to maintain, and (e) it had to be consistent and capable of evaluation. In response to these needs, a number of governmental models were examined as well as models from other sectors such as economics and forestry. Following is an overview of the models that were examined.

The Research Studied – Existing Models

Canadian Index of Wellbeing (CIW).

The Canadian Index of Wellbeing (CIW) is an emerging area of research being compiled using Census data. It is intended to give an overview of many facets of Quality of Life for Canadians. Using top researchers in the country, the Atkinson Foundation (2007) is currently working on the best uses of data and most useful sources of information that can be effective in improving life in Canada.

The CIW is still in very early development. Intended to form a national perspective, all data is being gathered from Census Statistics and is expected to eventually point towards the construction of a single composite index. The choice of domains was distinguished fairly early on in the process. The seven domains are: (1) living standards, (2) healthy populations, (3) time allocation, (4) ecosystem health, (5) educated populace, (6) community vitality, and (7) civic engagement. There is the possibility that an additional domain may be added; arts and culture.

At the present time, there is much academic discussion regarding the most relevant indicators. All domains have yet to be assigned agreed upon indicators; there are examples of the thinking process of what indicators could be used. Michalos, Sharpe and Muhajarine (2006) provide examples and graphs that show how these domains would contribute to a single composite index (pp. 9-13). This discussion paper goes on to show that in the national scope of measurement, the two indexes used are the Index of GDP per Capita and the Index of Scaled Economic Wellbeing. The examples provided by Michalos, et al., demonstrated that the rate of change in living standards and health indicators are not in line with, or consistent with the indexes. The combined composite score of the living standards and health indicators would show a fall while the composite score of the Gross Domestic Product and economic scale would show a rise. It should be noted that this is not indicative of a “real” score, but shows how the scores would be measured separately and then combined for the final composite index.

Social dimensions of community vulnerability.

The Canadian Forest Service publication *Social Dimensions of Community Vulnerability to Mountain Pine Beetle* (MacKendrick & Parkins, 2005), focused both locally and within a specific area of research. MacKendrick and Parkins examined social factors linked to MPB. The paper also recognized that while a single vulnerability score can be given, the variables and indicators used to calculate said score should be what policy makers, community leaders and planners use. The authors advise policy makers, community leaders and planners to pay less attention to the final score assigned for each study community and pay more attention to the variable and indicators used.

Of the 11 communities included in MacKendrick and Parkins study, the communities of 100 Mile House, Williams Lake and Quesnel are three; therefore some local data is already available. The authors stated that “in 2004 the severity of the mountain pine beetle damage around the communities studied varies widely, with the greatest damage close to the communities of 100 Mile House, Burns Lake, Cheslatta First Nation, Quesnel, Williams Lake and Vanderhoof” (p.11).

Table B1.

Physical, political, economic and socio-economic domains, indicators and data sources (MacKendrick & Parkins, 2005)

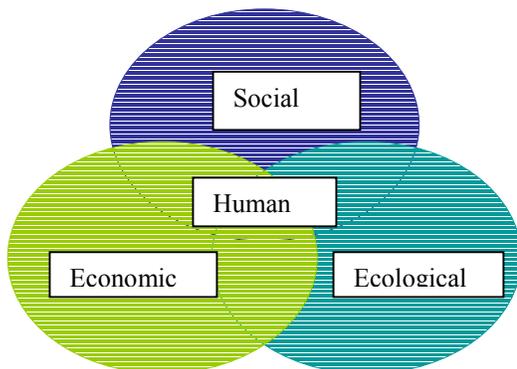
Domain	Indicators	Data Sources (SDR = special data request)
Physical	<ol style="list-style-type: none"> 1. Current forest susceptibility 2. Future forest impact 3. Perceived Impact 	<ol style="list-style-type: none"> 1. BC Min. Forests [SDR] 2. BC Min. Forests [SDR] 3. Household Survey
Political	<ol style="list-style-type: none"> 1. Community Risk Awareness 	<ol style="list-style-type: none"> 1. Household survey

	2. Evaluation of community leadership	2. Household survey
Economic	1. Economic diversity 2. Forest dependence 3. Long term forest resources available to community 4. Community assessment of local resilience	1. Census data 2. Census data 3. BC Min. Forests – timber supply analysis reports 4. Household survey
Socio-Economic	1. Human economic hardship (crime, health, education, children and youth at risk)	1. BC stats

BC Healthy Communities (BCHC) Initiative.

BC Healthy Communities (BCHC) Initiative (ActNowBC, 2006) takes the Healthy Communities Initiative several steps further and is more inclusive in that this model recognizes the diverse elements that contribute to healthy citizens. The original Healthy Communities was more focused on the parameters of physical health indicators (birth rates, mortality rates, physical activity, ageing etc.), whereas BCHC also recognizes the importance and inter-relatedness of economic, environment and social health.

BCHC operates under a conceptual framework, the Four Capitals Model (Figure B1) and commits to working with communities that are active and engaged and considered to be in a state of “readiness”. BCHC works with the communities to bring all their active elements together utilizing or promoting the conceptual framework. As this is a relatively new initiative, BCHC has not progressed very far and has only recently completed the hiring of regional coordinators.



The Four Capitals Model

Figure B1. BC Healthy Communities Initiative Conceptual Framework

The conceptual framework does use what could be considered domains; however ways in which a community's readiness is measured is somewhat subjective. The model breaks the social, economic and ecological spheres into domains and provides some examples of indicators but does not yet show how these indicators are measured. Table B2 provides a list of these domains and indicators.

Table B2.

The Domains and Indicators of the Four Capitals Model

Domains	Indicators
Physical Determinants	<ul style="list-style-type: none"> • Healthy body • Physical activity • Diet • Substance use/misuse • Safe sex
Environmental Determinants	<ul style="list-style-type: none"> • Healthy Ecosystems • Air quality • Water quality • Green space
Economic Determinants	<ul style="list-style-type: none"> • Thriving local business • Economic resilience • Stable employment • Family-friendly workplaces
Psychological and Spiritual Determinants	<ul style="list-style-type: none"> • Healthy Mind • Healthy Spirit • Healthy lifestyle choices • Sense of belonging • Purpose • High self-esteem • Self-actualization
Social Determinants	<ul style="list-style-type: none"> • Public Policy • Education • Housing • Child Care • Transportation • Food security • Neighborhood Design

	<ul style="list-style-type: none"> • Accessible services and supports
Cultural Determinants	<ul style="list-style-type: none"> • Community identity • Shared vision of a healthy Community • Cultural values of inclusion • Diversity • Pride • Hope • Participation

Social indicators for sustainable forest.

Sheppard, Harshaw and Lewis's (2005) paper focuses on the socio-cultural values and conditions associated with quality of life, public access to non market benefits and resources, governance, and community stability, with particular reference to those indicators which are most influenced by forest management and relevant to common trade-offs in forest planning. (p.1)

The authors recognized the inherent and critical value of community involvement and participation, while noting the difficulties that this involvement and participation presents. Also highlighted was the fact that where aboriginal interests are present, a variety of in depth types of research need to be adopted, especially in the cases where legal rights, cultural issues and governance are identified.

Sheppard, et al. also addressed the fact that quantitative indicators are not necessarily ideal in measuring social issues or quality of life. For example, quality of life measured through an economic lens may use employment statistics as the indicator. However, unemployment or employment rates say little about the quality of work, long term stability, safety, advancement opportunities and training etc.

The literature review demonstrated that a good social indicator for sustainable forest management should be: (a) relevant, (b) credible, (c) measurable, (d) cost effective, and (e) connected to forestry (see Table B3).

Table B3.

Criteria and factors of a good social indicator for sustainable forest management (Sheppard, et al., 2005, p.5).

Criteria	Determining Factors
Relevant	<ul style="list-style-type: none"> • Does the indicator tell us something meaningful about social conditions? • Is it sensitive to change, and will it show trends over time?
Credible	<ul style="list-style-type: none"> • Is it reliable (relatively free of factors

	that introduce “noise”) when it comes to interpreting indicator measurements? <ul style="list-style-type: none"> • Is it seen as valid by affected communities or grounded in their cultural worldviews?
Measurable	<ul style="list-style-type: none"> • Is the indicator clearly defined and specific? • Is it measurable at an appropriate scale, and with sufficient accuracy to be useful? • Is data for this indicator available?
Cost Effective	<ul style="list-style-type: none"> • Is the cost of measuring this indicator justified by the value of the information it provides?
Connect to Forestry	<ul style="list-style-type: none"> • Is it responsive to management actions / practices? • Can future indicator levels be forecasted with reasonable accuracy for decision making purposes?

This research highlighted perceptions as a new element for consideration and suggested a framework (see Table B4) to include this element (p.7). The authors also attempted to assemble indicators for First Nations communities and indicators which cut across the categories identified above, with differing areas of emphasis. Through a review of the literature, Sheppard et al. identified three broad domains or principles; access, co-operative management and social well-being of indigenous approaches to sustainable forest management and certification. In other words,

forest management maintains or enhances fair access to resources and economic benefits, including inter-generational access, ...concerned stakeholders have acknowledged rights and mean to manage forests cooperatively and equitably... [and] the health of indigenous forest users, their material and spiritual uses of the forest, and forest eco-systems is maintained. (p.7)

Table B4.

A conceptual framework for assessing social sustainability indicators (Sheppard, et al., 2005, p.7)

	Relevant	Credible	Measurable	Cost effective	Connected to forestry
Social process indicators					
Direct social outcome indicators					
Perceptions or					

satisfaction indicators					
Capacity and knowledge indicators					

The authors concluded by providing fundamental research questions; those that are concerned with “social outcomes, particularly preference and satisfaction measures, and community capacity, with an emphasis on understanding the salience, validity and reliability of social indicators” (p.19), and pragmatic research priorities; that primarily involve “developing and testing cost-effective methods and tools for forest managers and other actors, with an emphasis on participatory methods and preference elicitation... [that demonstrates] the utility of process and techniques in practice” (p.20).

Social determinants of health.

Originally the social determinants of health were established as key measure in the 1990’s. The measure tends to focus heavily on physical health and uses the physical health of individuals as the measure of key determinants. While it has obvious value, research has since shown that this is somewhat inadequate as a quality of life measure. According to the Public Health Agency of Canada (2003) there are twelve key social determinants of health; these can be found in Table B5.

Table B5.

The Social Determinants of Health, the Underlying Premise and the Measure Used

Key Determinant	Underlying Premise	Measure Used
Income and social status	The underlying premise is that health status improves at each step up the income and social hierarchy. High income determines living conditions such as safe housing and ability to buy good food. The healthiest populations are those in societies which are prosperous and have an equitable distribution of wealth.	<ul style="list-style-type: none"> • Low Income – associated with death rates, sickness, life expectancy compared to those earning higher incomes, regardless of age, sex, race, and residence • Job rank – using incidences of heart disease, strokes, coronary risks, cancer. A sampling was used of all employees in desk jobs with good standards of living and job security.

Social support networks	The underlying premise is that support from families, friends and communities is associated with better health. It surmises that such supports could be important in helping people solve problems and deal with adversity. It believes that social supports can act as a buffer against health problems.	<ul style="list-style-type: none"> • Social Supports – lower premature death rates for those with more social contacts, association of all cause mortality in those with low availability of emotional support and social participation.
Education and literacy	Underlying premise is that health improves with the level of education	<ul style="list-style-type: none"> • Literacy rates – associated with unemployment, income and death rates, better access to healthy physical environments, self rating of health, and lost workdays decreasing with education levels that were higher.
Employment and working conditions	Underlying premise is that unemployment and under employment, stressful and unsafe work are associated with poorer health.	Unemployment rates – associated with life expectancy and health problems, conditions at work, participation in the wage economy, mental health issues associated with stressful employment.
Social environments	Underlying premise is that the importance of social support extends to the broader community. It focuses on the civic vitality, social networks, and the institutions, organizations and informal giving practices that people create to share resources and build attachments.	<ul style="list-style-type: none"> • Group membership – associated with reduced mortality rates, family violence
Physical environments	Underlying premise is exposure to air, water, soil and food contaminants can	<ul style="list-style-type: none"> • Childhood asthma rates • Outdoor workers and potential vulnerability to a

	case adverse health effects such as cancer, birth defects, respiratory illness and gastrointestinal illness.	reduced ozone layer, skin cancer, cataracts, second hand smoke exposure
Personal health practices and coping skills	Underlying premise is that actions taken by individuals can prevent disease and promote self care which in turn, enhances health	<ul style="list-style-type: none"> • Smoking, alcohol, drug use • driving • unsafe sex • diet
Healthy child development	Underlying premise is that all factors that can contribute to early childhood development improve health throughout life.	<ul style="list-style-type: none"> • Strong sense of ability to cope and effectiveness at personal levels acquired early in life • tobacco and alcohol use during pregnancy • relationships between parents and babies • neglect and abuse • low birth weight also associated economic status
Biology and genetic endowment	Underlying premise that basic biology and organic make up of the human body are a fundamental determinant of health through predisposition to a range of health related issues and health status.	<ul style="list-style-type: none"> • Aging is not synonymous with poor health so much as active living can prolong life and health • cognitive capacity in old age and incidences of dementia • education and lifelong learning compensate for cognitive loss during biological aging.
Health services	Underlying premise that prevention and promotion of health contribute to population health.	<ul style="list-style-type: none"> • Disease and injury prevention in areas such as immunization • mammography, length of stay in hospital • access to home care • access to insured care, eye care, dentistry, mental health counseling and prescription drugs.

Gender	Underlying premise is that socially determined roles, personality traits, attitudes, behaviors, values, relative power and influence are all ascribed by society on the two genders on a differential basis and that many health issues are a function of gender based social status or roles	<ul style="list-style-type: none"> • Male premature death rates compared to female rates • females suffer more from depression and stress and chronic conditions such as arthritis, allergies, and injury death resulting from family violence • higher incidences of smoking in young females
Culture	Underlying premise that persons or groups face additional health risks due to socio-economic environment, largely determined by dominant cultural values such as marginalization, stigmatization, loss of devaluation of language and/or culture, and lack of access to culturally appropriate health care and services.	<ul style="list-style-type: none"> • First Nations infant mortality rates • higher rates of chronic diseases in Aboriginals • higher rates of suicide.

Selecting domains, indicators and data sources

The first step for the SDWG is that of choosing a domain which is an overarching embodiment of a number of indicators that can be compiled into one score or indicator. Any indicators must show movement over time while not being adversely affected by any one single issue. The indicators stem from current community issues. For example, if the domain were shelter or housing and the material standard of living chosen was affordable and safe housing, the indicators could measure rental trends, availability of housing stock, new housing starts, and standards of maintenance or improvement, etc.

In the same way one could start with a domain of Health, and then use the indicators of numbers of the doctors, hours of available service, diversity of services, access of services, physical health data etc. to explore the issues of inadequate health services or access, lack of mental health services, or increases in substance misuse.

Index of well-being

Michalos, et al., (2006) proposed that any acceptable indicator or index of wellbeing should be a statistical measure that is: (1) relevant to the concerns of our main target audience, (2) easy to understand, (3) reliable and valid, (4) politically unbiased, (5) easy to obtain and periodically update, (6) comparable across jurisdictions and groups, (7) objective or subjective, (8) positive or negative, (9) a constituent or determinant of wellbeing or both, (10) attributable to individuals or groups of animate or inanimate objects, (11) obtained through an open, transparent and democratic review process, [and] (12) going to contribute to a coherent and comprehensive view of the wellbeing of Canadians. (p.4)

Determining how to measure indicators

When determining how to measure indicators, one must consider the advantages and disadvantages of choosing the average versus the median. The following is an example of such advantages and disadvantages.

In this example, ‘Indicator A’ is measured over a period of five years, with a mean of 53%, while the median is 45%. Both end figures are relatively even; however, the indicator measure for 1999 figures were high and in data graph would be shown as an outlier. Therefore the question that needs to be asked is: what was happening in 1999 that may have contributed to this rise? On a median graph the large score would be seated next to the second largest score and would not necessary raise the same question.

Table B6.

Example 1: Mean vs. Median

Indicator A	1999	2000	2001	2002	2003
	90%	33%	45%	60%	40%
TOTAL: $268 / 5 =$ an average of 53%					
33% 40% 45% 60% 90%					
Median = 45%					

Indicator Averages Graph for 1999-2003

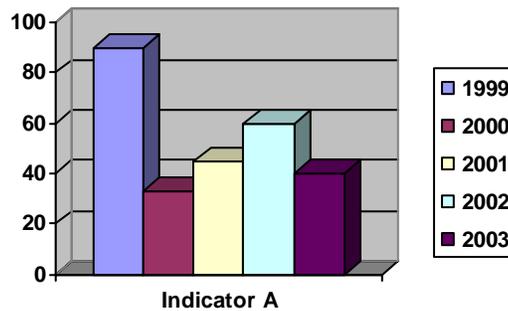


Figure B2. Graph of mean averages for example 1.

Interpreting indicators

A new policy was introduced in 2001 that disqualified individuals from claiming Employment Insurance (EI) benefits (Services Canada, 2006). The decline in EI recipients was seen as an indicator of a growing labor market and a declining unemployment rate. The reality was that people who no longer qualified for EI were seen in increasing numbers by soup kitchens, food banks, drop in meals access, and homeless shelters. The number of “working poor” increased substantially as many of the new jobs created on the market were low income or minimum wage and not sufficient to maintain basic standards. Community vibrancy had in fact weakened, not strengthened.

Summary

A number of models were explored to identify possible domains, indicators and data sources that could be used by the Social Development Working Group (SDWG). The literature review indicated that social indicators should be measures of material standards of living as well as measures of well-being.

When determining social indicators, there are two themes that need to be paramount: (1) the SDWG report needs to be able to show its readers how the pine beetle will, or is negatively affecting the community well being, and (2) the SDWG report needs to be able to show its readers how the community

well being can contribute to the success of addressing the social impacts of the mountain pine beetle impact.

While the Canadian Index of Wellbeing is a very rich source of data and provides access to some of the foremost experts, it is focused on the national picture and would require additional refinement before it could be used at the local level. CIW does provide a necessary link to the national agenda and it could place the Cariboo Chilcotin in an enviable position as BC first case study of wellbeing.

The SDWG next steps are to define well-being and to determine how it would be observable at the individual and the community level. There needs to be a methodology that indicates whether a community has been successful in raising well-being for its citizens and achieving an agreement from community residents on which of the material measures would best measure wellbeing. Additionally, there needs to be a way to show how raising or maintaining standards of living and wellbeing are beneficial and worthy of consideration within the forestry and MPB efforts.

Housing Background Document

Supplement to

Taking Charge of Our Future: A Strategy for Social Development

Date: 19 December 2007

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Executive Summary

Met and Unmet Housing Need

- There are currently at least 624 units of subsidized housing in the Cariboo Chilcotin region, excluding First Nations reserves. Some of this is targeted for seniors, people with disabilities, the mentally ill, urban Aboriginals, and abused women and their children
- These 624 units house at least 1394 people
- There is an estimated minimum 931 people who represent the unmet need – people who are homeless, who sleep in outdoors, in tents, couch-surf at friend’s houses, or who live in relative’s homes that are overcrowded
- There are at least 100 First Nations families waiting for housing on reserve in 5 First Nations communities. The other 12 First Nations communities did not respond, but are known to have similar unmet need. The wait list for housing ranges from 2 to 11 years

Impact of Mountain Pine Beetle

- In total, at least 2325 people in the Cariboo Chilcotin region (excluding First Nations people on reserves) are currently either homeless or are utilizing subsidized housing to make ends meet, all while we are in a current economic “boom” period
- It is anticipated that there will be a 35% reduction in mid-term timber supply, which could translate to a 35% reduction in employment levels. However, there are many inter-related factors that have positive and negative impacts on housing

Funders and Funding Relationships

- The federal and provincial governments have programs to assist those with demonstrated need, and distribute some funds for building housing projects, but it is insufficient to meet the unmet need
- Third parties and NGOs have many programs to provide funding and resources for affordable housing and to address homelessness, however they are inconsistent on a year to year basis

Contributions of Non-profit and Volunteer (NPV) Sector to Housing and Social Planning

- 28% of work performed in the NPV sector areas of housing development is unpaid, volunteer time – what economic sector has 28% of the work done for free?
- This 28% of the work that gets done represents a community contribution of at least \$2.7 million per year, or the equivalent of 56 FTE positions of free labour
- Research has shown that there is up to 6 times more work in all social planning in the NPV sector than there is in just housing development – this represents a cumulative community contribution of up to \$18.9 million per year, or the equivalent of up to 392 FTE positions of free labour

Complexity of Social Planning and Development

- Most of society takes the basic needs of shelter, food, and clothing for granted – however, without these basic needs being met, it has been documented that a person cannot hold down a job, function well, or fully contribute to society.
- Social planning is a long-term investment in our society, and does not necessarily have immediate financial gains. However, lack of social planning and development has demonstrated impacts on society and the economy, as the long term costs of providing services to the homeless are far greater than providing them supports to function in society.

List of Acronyms Used

CCBAC = Cariboo Chilcotin Beetle Action Coalition
CMHC = Canadian Mortgage and Housing Corporation
FTE = full time equivalent (1920hr/yr = 8 hr/day x 5 days/week x 48 weeks/yr)
INAC = Indian and Northern Affairs Canada
IHA = Interior Health Authority
NGO = non-governmental organization
NHA = Northern Health Authority
NPV = Non-profit and volunteer sector
MCS = Ministry of Community Services
MPB = Mountain pine beetle
SDWG = Social Development Working Group

1. Introduction and Methodology

Housing need has a component of affordability and availability, and includes the following:

- Homelessness – those who do not have a home (see definition below)
- At risk of homelessness – one paycheque away from being homeless
- Affordability – relative to market values, rental rates, family income
- Availability – relative to demand, and for specific needs (e.g., youth, shelter for abuse victims, seniors, housing for those with disabilities, addictions or mental health issues)

Definition of Homelessness (Gale, pers. comm., 2007)

Any definition of homelessness has a direct influence on quantitative evaluations of the number of people affected by the phenomenon and the scope the resources required to address the issues of homelessness. The difference between those with shelter and those without seems obvious, at first glance: to be "homeless" is to be without a place in which to live. To reflect the significance of the variations in the definitions, some researchers refer to a "continuum of homelessness."

At one extreme on this continuum, a "homeless" person is defined solely with reference to the absence of shelter. At the other extreme, is the broad and inclusive definition adopted by the United Nations when it declared the International Year of Shelter for the Homeless. According to this definition, a "homeless" person is not only someone without a domicile who lives on the street or in a shelter, but can equally be someone without access to shelter meeting the basic criteria considered essential for health and human and social development.

These criteria would include secure occupancy, protection against bad weather, and personal security, as well as access to sanitary facilities and potable water, education, work, and health services. Everyone has the right to a standard of living adequate for the health and well-being of himself and of his family, including food, clothing, **housing** and medical care and necessary social services, and the right to security in the event of unemployment, sickness, disability, widowhood, old age or other lack of livelihood in circumstances beyond his control. Using this definition, you would be considered homeless if:

- you have no home
- you have no home where you can live together with your immediate family
- you can only stay where you are on a very temporary basis
- you don't have permission to live where you are
- you have been locked out of home and you aren't allowed back
- you can't live at home because of violence or threats of violence which are likely to be carried out against you or someone else in your household
- it isn't reasonable for you to stay in your home for any reason (for example, if your home is in very poor condition)
- you can't afford to stay where you are
- you live in a vehicle and you have nowhere to put it

- you are living alone, disabled by one or more diagnosable conditions and you have been either continuously homeless for a year or more, or have had at least four episodes of homelessness in last three years
- you are sleeping in a place not meant for human habitation, or residing in an emergency shelter, transition housing or other supportive housing programs
- you lack a fixed, regular and adequate nighttime residence
- you are sharing the housing of other persons due to loss of housing, economic hardship
- you are living in motels, hotels, trailer parts or camping grounds due to the lack of alternative adequate accommodation
- you are abandoned in a hospital
- you are awaiting foster care placement

Overall, it is clear that all the definitions of homelessness can be interpreted in different ways and reflects a particular point of view. And it is just as clear that all the definitions are governed by some time considerations. The changing status of those who experience homelessness creates difficulty for anyone attempting to define the population touched by this tragedy. Homelessness is not a characteristic of an individual but is rather a life situation that may be temporary, periodic, or more or less permanent.

Information was collected in a number of ways:

- In person or phone interviews with staff, volunteers, and local people with experience in housing and homelessness issues in the communities of 100 Mile House, Williams Lake or Quesnel, or staff of organizations such as foundations, health authorities, and others
- Some data was collected and coordinated by Nadine Kainz, Manager of Community Transition, Ministry of Community Services and her staff
- Research of provincial, federal and local scale, either found online or provided by members of the SDWG.

Difficulties in data collection

- Time frame – starting this project in August when many people were on holidays has raised some limitations on the availability of respondents
- Response rate – many organizations did not return phone calls
- Confidentiality – many organizations were unwilling or reluctant to disclose funding levels or even funders
- Count of homeless people – it is difficult to get an accurate count of how many people are homeless, as they are not visible, and therefore hard to identify. Homeless people include those who sleep on the streets, those who access temporary shelters, as well as those who “couch-surf.” Youth utilize different resources than older people.
- Sources of paid and volunteer time – resources for this contract are quite limited to assess the paid and volunteer efforts of all sources, such as provincial, federal and local government organizations, and health authorities. Therefore local research focused on paid and unpaid time in the **nonprofit and volunteer (NPV) sector** as this was able to be correlated with federal and provincial scale research documents. However, it is felt that this will underestimate the total

contributions, as it will not count “in-kind” time and expenses contributed by government organizations, local governments and health authorities.

- Health authorities do not track financial contributions to housing, and phone calls were not returned.

2. Met and Unmet Housing Need and the Impact of MPB

Table 1 shows the met and unmet housing need by community, and for areas outside the 3 communities.

Table 1: Met and Unmet Housing Need

Facility	Mandate	Met need		Unmet need		Comments
		# Units	# people*	# on wait list	Time on list	
Williams Lake						
Cariboo Friendship Society – sub'd housing ¹	Affordable housing	72 units	253	160 people	>2 years	Highest demand for 1-2 bedroom units.
Chiwid House ¹	Abused women	16 beds	16	N/A	N/A	Seasonal demand, highest before and just after Christmas. 177 different people in 06/07
Cariboo Friendship Society - emerg shelter ¹	Emergency shelter	32 beds	32	6 beds needed	N/A	Always at capacity. 6.3 beds (2302 unfunded 'stays' ÷ 365 days) 1638 different people in 06/07
Abraham's Lodge	Hard to house	10	10			
Glen Arbour	Seniors, low	34	34			By city hall
Sunset Manor	Seniors, low	40	60			Westridge
WL Seniors Village/ Retirement Concepts	Seniors, assisted liv.	24	24			End of Western Ave. 103 complex care beds (10 are funded) and 33 assisted living beds (14 are funded)
CMHA/Jubilee	Mentally ill	9	9	unknown		
Glendale Place	Affordable	34	118	20		24 units subsidized
Baker Manor	Assisted liv.	12	36			People in Motion Society
Assn for Community Living	Mentally ill	2	9			2 group homes
<i>Total - WL</i>		<i>285</i>	<i>601</i>	<i>186</i>		
100 Mile House						
Cariboo Trail Terrace	Affordable housing	25	85	Wait list not kept		5 units for singles, 20 are 2-4 bdrm, run by Cariboo MHA
Pioneer Haven	Seniors	16	16			11 1 bedroom, 5 bachelor suites
Carefree Manor	Assisted liv.	39	39	8 on list	2 years	17 beds are IHA funded, rest are private
Mill Site	Seniors	29	29	15	2 years	100% funded by IHA
Fisher Place	Seniors	36	36	Same list as Mill		100% funded by IHA, 24 hr care available
<i>Total – 100 MH</i>		<i>129</i>	<i>189</i>	<i>23</i>		

Facility	Mandate	Met need		Unmet need		Comments
		# Units	# people*	# on wait list	Time on list	
Quesnel						
United Ab. Housing - Milestone Manor	Affordable housing	31 apts	124	Est. 400	Up to 6 years for singles, disabled	Most are 2, 3, 4 bedrooms, assume 4 people per unit
United Ab. Housing - houses	Affordable housing	33 houses	165	Est. 400	Up to 6 years for singles, disabled	3-5 bedroom, assume 5 people per unit
Amata House	Shelter	13	13			Women only
Fraser Village	Seniors, low	57	62	2		44 bachelor suites, 13 1 bedroom
Maeford Place	Seniors, disabled	36	40	Wait list not kept yet		Opened fall 2007
<i>Total – Quesnel</i>		<i>170</i>	<i>404</i>	<i>402</i>		
Outside of municipalities, but not on reserves						
BC Native Housing	Affordable housing	28 houses	140	40	3 months to 2 years	Houses are located off reserve in Wildwood, Pine Valley, Dog Creek Road, Riske Creek, Chilanko Forks, Likely, Macalister, Nimpo Lake, Tatla Lake and Redstone. BC Housing owns the homes, BC Native Housing is the property manager. Assume 5/house.
Waskahilakian housing	Affordable housing	12 houses	60			Run by PG Metis Housing, houses are out of Quesnel, assume 5 people per unit
<i>Total – outside municipalities</i>		<i>40</i>	<i>200</i>	<i>40</i>		
<i>Total met and unmet need – Cariboo Chilcotin region</i>		<i>624</i>	<i>1394</i>	<i>651</i>		<i>Conservative estimates</i>
Homeless numbers (not on wait lists)						
Community				# of homeless		Comments
Williams Lake		-	-	150		Best estimates, including 100 youth
100 Mile House		-	-	50		Best estimates
Quesnel		-	-	80		Best estimates
<i>Total – homeless</i>				<i>280</i>		
Total – met, unmet needs, including homeless, Cariboo Chilcotin region		624	1394	931		Conservative estimates

*No. of people are estimated, as service providers do not keep numbers on occupancy in each unit.

1. All Cariboo Friendship Society numbers are for the year ending 31 March 2007.

The information above was graphed as met and unmet need (Figure 1). In the graph, unmet need includes “homeless” estimates from Table 1. It is widely accepted amongst those interviewed that people who are currently homeless are functioning at. Participants at a homelessness committee meeting suggested that a doubling of capacity would meet the need for adults, and a quadrupling would be needed to meet youth need.

Housing: met need, unmet need, anticipated MPB impacts

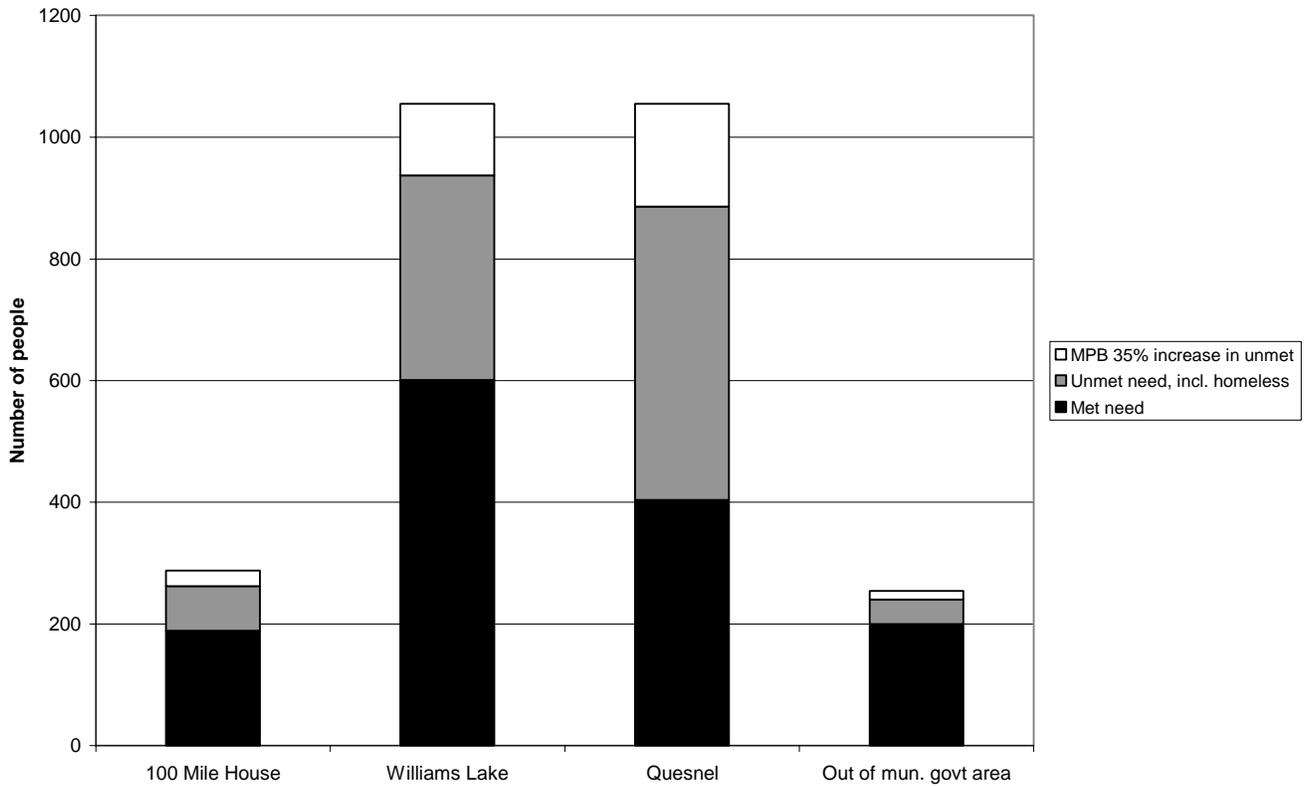


Figure 1.

Estimate of anticipated level of unmet housing need, due to MPB

Recent mid-term timber supply analysis suggests that future timber supply will be at 65% of pre-MPB levels, in the sawmilling sector (pers. comm., Dufresne, 2007). This suggests there will be a potential 35% decrease in timber to harvest for sawmilling, which could translate to a 35% decrease in employment levels. There are many inter-related factors that will impact whether this will result in a 35% increase in unmet housing need, as outlined in this table:

Table 2: Selected factors affecting future unmet housing need

↑ Factors are inter-related ↓	Factors	Scenario	Impact on unmet housing need
	Employment levels and economic diversification, and the multiplier effect of forest industry jobs	Employment levels are maintained or increase through economic diversification	Less housing will be available due to low vacancy rates, and unmet housing need will slightly increase from current situation
		Employment levels decrease, economic diversification does not happen	Unmet housing need increases due to affordability, although the physical availability of housing may increase
	Family income levels	Family income levels are maintained or increase	Unmet housing need will not likely increase from the current situation
		Family income levels decrease	Unmet housing need increases
	Real estate values	Real estate values are maintained at current levels	Unmet housing need will not likely increase from the current situation
		Real estate values decrease	Housing will likely be more available and affordable
	Retention of population	Population levels are maintained	Unmet housing need will not likely increase from the current situation
		Population levels decrease	Housing will likely be more available and affordable if people leave the region

Table 3: Current situation and trends

Criteria	Community or Region	Value	Anticipated impact of MPB
Proportion of households renting ¹	Williams Lake	38%	Getting worse. As unemployment increases and family income levels decrease, more people are anticipated to rent.
	100 Mile House	42%	
	Quesnel	37%	
Average rent ¹	Williams Lake	\$593/month	Dependent on too many factors, such as employment and economic development.
	100 Mile House	\$610/month	
	Quesnel	\$548/month	
Vacancy rate ²	Williams Lake	1.9%	Dependent on too many factors, such as employment and economic development.
	100 Mile House	0%	
	Quesnel	3.9%	
Avg. house price (2007) ¹	Williams Lake	\$191 505	Rising during the economic boom, anticipated to drop during the economic bust.
	100 Mile House	\$209 000	
	Quesnel	\$145 471	
Proportion of households paying 30% or more of income on housing ³	Central Cariboo-Chilcotin	20.9%	Getting worse. If well-paying forest industry jobs are replaced with lower paying jobs, this proportion will increase.
	South Cariboo Region	22.7%	
	North Cariboo Region	22.8%	

Sources: 1. BC Housing, data collected for this project.
 2. Canadian Mortgage and Housing Corporation, 2007.
 3. BC Stats, 2006a, 2006b, 2006c

Table 4: First Nations Met and Unmet Need

First Nation	reg'd population	housing off reserve?	# units on reserve	capacity (# people)	wait list?	# on wait list	how long a wait (maximum)	funding agencies	funding amount	other issues
Williams Lake	522									
Soda Creek	350									
Canoe/Dog	656									
Canim Lake	560	no	77	350	yes	20 families, 30 singles	5 years	CMHC		haven't built in 4 yrs due to arrears
Esketemc/Alkali	735	own a ranch, has 1 house	136	816	yes	40 families	7 years	INAC, CMHC		difficult to retain staff to maintain houses
Alexandria	147									
Alexis Creek/Tsi Del Del	550	no	59	300	yes	"big"	4 years	INAC, CMHC		haven't had a new house in >4 years
Xeni Gwet'in	379									
Tl'etinqox/Anaham	1278									
Yunesit'in/Stone	383	no	55	200	yes	20 families	11 years	INAC, CMHC	1220000	rental collection puts them in arrears
									since 2005	
Kluskus	196	no	15	105	yes	10 families	2 years	INAC for houses CMHC for rehos		bought 10ac. From Red Bluff in town to
Nazko	300									build houses on - 15 families on list
Red Bluff	147									
Toosey	276									
Ulkatcho	928									employment, rising water, dead pine

3. Funders and Funding Relationships

The federal and provincial governments are involved in providing funds for housing. There are insufficient funds for the planning, development, operation and maintenance of subsidized housing, emergency shelters, and transition houses within government funding. A significant portion of the funding comes from third party and non-governmental organizations.

Provincial government organizations

- BC Housing – administers funds by application/demonstrated financial need in 3 programs:
 - Shelter Aid for Elderly Renters (SAFER) – rent subsidy program
 - Rental Assistance Program (RAP) – rent subsidy program
 - Independent Living BC – rent subsidy program targeted for seniors and people with disabilities
- Interior Health Authority – provides partial funding for Assisted Living and seniors beds in 100 Mile House and Williams Lake, based on demonstrated financial need. Limited number of beds/units.
- Northern Health Authority – provides partial funding for Assisted Living and seniors beds in Quesnel, based on demonstrated financial need. Limited number of beds/units.
- Ministry of Community Services – provides limited funding for the operation of transition shelters for abused women in Williams Lake
- Ministry of Children and Family Development – provides limited funding for housing
- Ministry of Employment and Income Assistance – distribute income assistance
- BC Gaming – annual grants are secured for the operation of subsidized housing in Williams Lake
- Community Living BC – provides financial support and programs for adults with cognitive disabilities

Federal government

- Human Resources and Social Development Canada – provided limited funding to the operation of emergency shelters.
- Indian and Northern Affairs Canada – provides housing on-reserve only

Third Parties/NGOs

- Real Estate Foundation – variable/inconsistent, project based funding, based on applications.
- United Way – variable/inconsistent, project based funding, based on applications.
- Community Living Association – provides support and services to people with disabilities, which may include limited housing support
- Canada Mortgage and Housing Corporation – provides financial support to make housing affordable for First Nations on- and off-reserve
- Canadian Mental Health Association – provides housing for individuals with mental health conditions, and support services

4. Contributions of Government and the NPV Sector to Social Planning and Housing

As mentioned in the Introduction, this paper only examined the contributions of the NPV sector – it does not measure the staff contributions of federal, provincial or local government. It should be acknowledged, however, that provincial government staff, local government staff, and NPV social service agency staff who work in the social planning and development area provide significant in-kind resources and support through the provision of office services and supplies, while volunteering their own time “off the side of their desk.”

a. What is the Ratio of Volunteer to Paid Work?

From the “local” responses received to date from talking to individuals in the nonprofit and volunteer sector in all 3 communities, paid and volunteer time was calculated for housing efforts, and all social planning efforts. It was found that approximately 17% of time was volunteer, compared to 83% of time that was paid.

Published research exists on participation rates in the nonprofit and volunteer sector, by area of primary activity. As the “local” data was collected qualitatively and from relatively few sources, it was compared with documented research by Statistics Canada (2006). This research found that for the primary area of activity of **development and housing** (defined as infrastructure development, vocational/job training and development, in addition to housing associations and housing assistance), that 16.9% of total efforts was volunteer, compared to 83.1% of total efforts that were paid. The ratio found from local research was very comparable (Figure 1).

In contrast to development and housing, the definition of the primary activity area of **social services** includes operation of temporary shelters, which for the purposes of this report would be included in housing (Statistics Canada, 2006). This research found that 38.8% of total efforts were volunteer, compared to 61.2% of total efforts that were paid.

A comparison of local data with Statistics Canada data by category is found below, and shown graphically in Figure 2. From this analysis, for further calculations the ratio of 28% volunteer efforts to 72% of paid work was used.

Table 5: Ratios of paid to volunteer time

Source	Paid time (% of total)	Volunteer time (% of total)	Total (%)
Local interviews	82.7	17.3	100%
<i>Statistics Canada (2006)</i>			
Development and housing category	83.1%	16.9%	100%
Social services category	61.2%	38.8%	100%
Average	72.1%	27.9%	100%

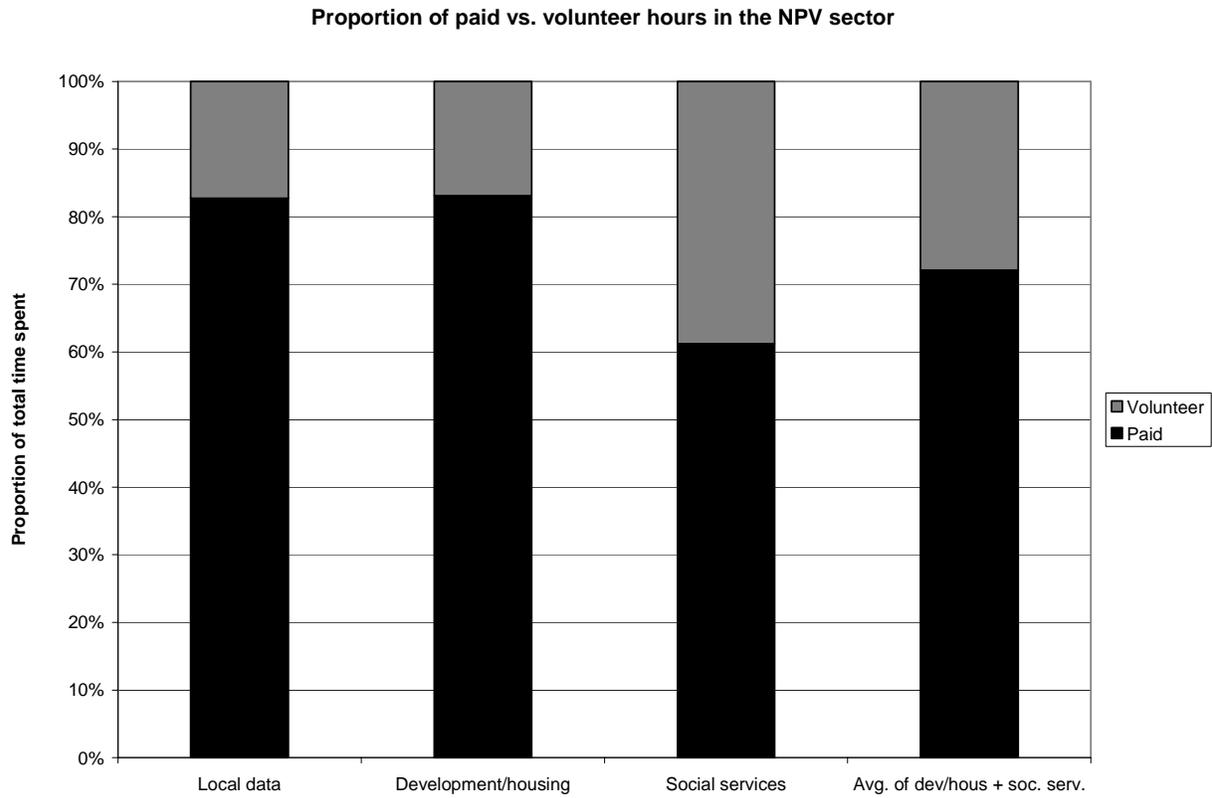


Figure 2.

b. How much time is volunteered?

It was necessary to estimate the total number of volunteer hours spent on housing. As the “local” data was collected qualitatively and from relatively few sources, it was compared with documented research from 2 sources. These 2 sources looked at British Columbia as a whole, therefore the assumptions are that the Cariboo Chilcotin communities have similar rates of volunteering.

Value of volunteer time has been calculated using \$25/hr. Sperling, Lasby and Hall (2007) found that “British Columbians who were most likely to volunteer tended to be between the ages of 45 and 54, university graduates, and to have relatively high levels of income and have children in their household.” These tabular results comparing the 2 data sets of volunteering rates are shown in Figure 3. From this analysis, for further calculations the most conservative volunteering rates from Murray 2006 were used.

Table 6: Quantifying time and value of volunteered efforts

% of population that volunteered	Avg. hours volunteering	Social services (%) per person	Social services (per person)	Dev't and housing (%) per person	Dev't and housing (h per person)	Population total	Population total volunteers	Social services volunteer (total)	Dev't and housing volunteer (total)	Value of social services volunteer efforts (\$)	Value of dev't and housing volunteer efforts (\$)
<i>Sperling, Lasby and Hall (2007) data</i>											
45	199	17	33.83	5	9.95						
					<i>Willia</i>	10 744	4835	163 561	48 106	4 089 032	1 202 657
					<i>10c</i>	1885	848	28 696	8440	717 407	211 002
					<i>Qu</i>	9326	4197	141 974	41757	3 549 359	1 043 929
					<i>Tot</i>	65 279	29 376	993 775	292 287	24 844 371	7 307 168
<i>Murray (2006) data</i>											
36	76	8	6.08	6	4.56						
					<i>Willia</i>	10 744	3868	23 516	17 637	587 912	440 934
					<i>10c</i>	1885	679	4126	3094	103 147	77 360
					<i>Qu</i>	9326	3357	20 413	15 310	510 319	382 739
					<i>Tot</i>	65 279	23 500	142 883	107 162	3 572 067	2 679 050

Source: 1. BC Statistics 2006a, 2006b, 2006c.

↑
↑
These figures were used, as they are most conservative

c. How Much Does Government Contribute?

Note that many recipients of funding were reluctant and/or unwilling to disclose information on funding levels received. As such, the provincial and federal government funding sources are incomplete. In addition, funding amounts from any one particular government health authority or ministry are difficult to attribute to “subsidized housing” and are not tracked in that way. For instance, IHA (and NHA, it is assumed) provides financial support (rent top-up) to recipients of their Assisted Living program.

Applying the ratio of 28% volunteer to 72% paid, the dollar value of housing and development work was calculated. Dollar values for the paid time were assumed to be \$15/hr, based on local information. It is important to remember that these dollar value estimates are for the nonprofit and volunteer sector only – this does not include paid efforts from provincial, federal or local government.. Adding the financial value of contributions of various funding agencies to the paid and volunteer time in the NPV sector results in the following (Figure 5).

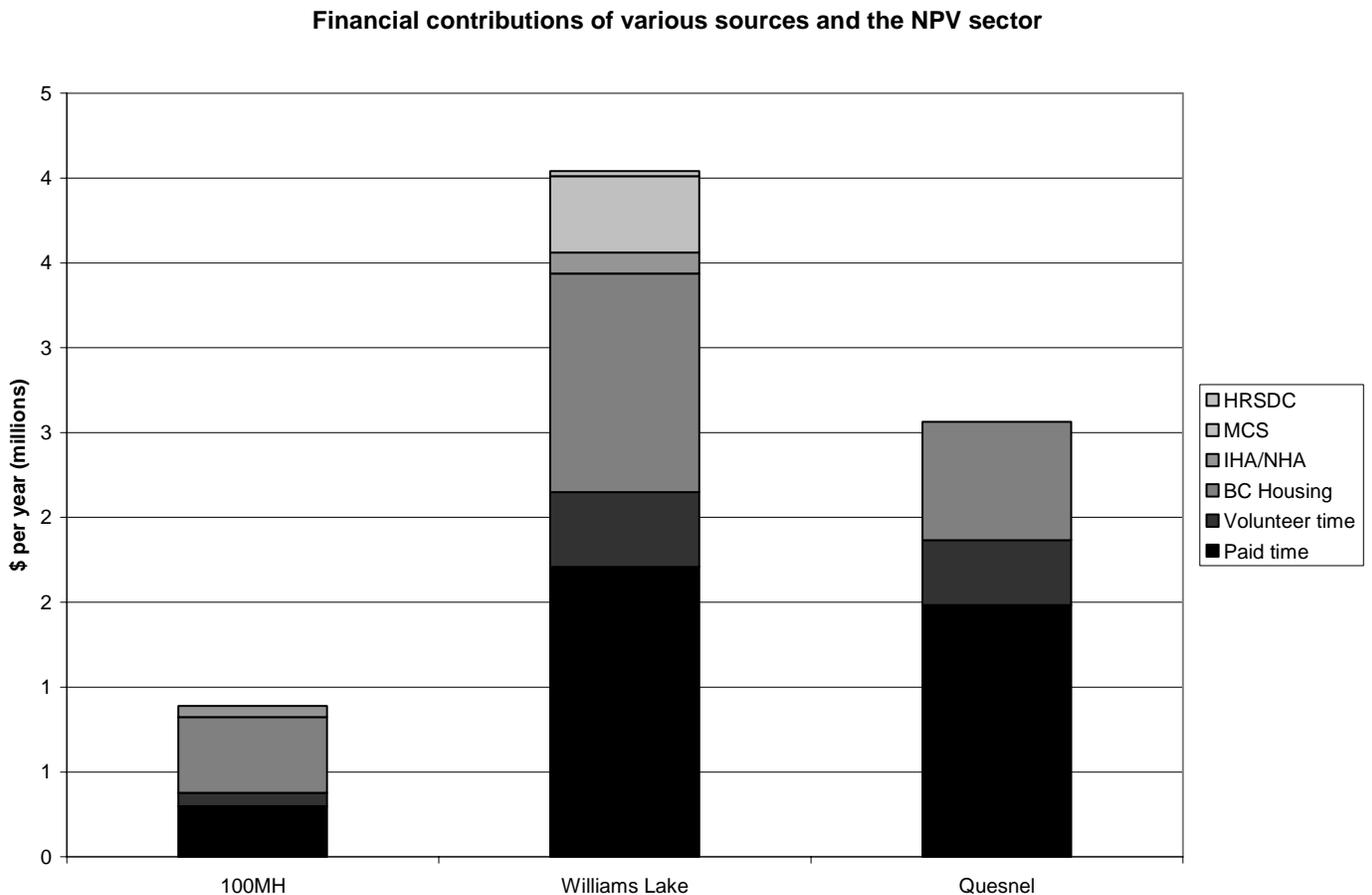


Figure 3

Case Study: Glendale Place in Williams Lake

In the mid 1990s, the economy of Williams Lake was doing well. Gibraltar Mines had just re-opened, many new people with young families were moving into town, and the forest industry was doing well. With all the economic activity and high employment rates, the vacancy rate was low, and housing prices were rising. There was an increasing awareness of a homelessness problem in Williams Lake, and a group of concerned citizens formed the Williams Lake Housing Committee. While there was initial financial support from the Ministry of Children and Family Development and its predecessor for a paid coordinator, housing was only one of the social issues that the coordinator was responsible for. Coordination funding ended in 2003, and is now voluntarily done by the housing committee, or the Williams Lake Social Planning Council.

The housing committee was a mostly volunteer effort, involving 20 people in the assessment phase from 1995-1998. The committee accessed \$80 000 to hire Stuart Adams and Associates in 1996 to conduct a study of housing needs and demographics in Williams Lake. The report, *Williams Lake Homes and Neighbourhoods, Today and Tomorrow* had 4 components:

- An assessment of population, income, current housing stock, and land
- A survey of residents thoughts and impressions about their homes and neighbourhoods
- Detailed assessment of federal and provincial support for affordable housing
- A list of best practices in housing choices for the future

As the budget was limited, members of the housing committee coordinated and undertook the survey and collection of data as volunteers.

As a result of the Adams report, the plans for Glendale Place were born. From 1998-2000, 12 people were involved in implementation of the report's recommendations, including all phases from acquiring funding and land, arranging contractors to build it, and setting up the management structure to run the housing once it was opened. Glendale Place is the result of a comprehensive housing strategy that integrates the needs of marginalized individuals in our community. It was opened in 2000, and has 34 units that are a mix of market rental rates, and subsidized housing. Glendale Place has created a community for its residents, including integrated childcare facilities, green space, links to transportation, and some units that are physically accessible for disabled people. A volunteer board of directors of up to 8 people manages Glendale Place, with 2 part time staff people totaling 1.25 FTE.

Case Study: Glen Arbour in Williams Lake

As plans for Glendale Place were underway, it was also recognized that there is a need for affordable housing for seniors. The Cariboo Park Home Society raised \$400 000, and coordinated all phases of the planning, land acquisition, construction and start-up of Glen Arbour, adjacent to City Hall. All this was done with a volunteer effort of 7 people over a period of 4 years, working full time off of Maureen and Jerry Tickner's kitchen table. Glen Arbour was opened in 2005, and offers 34 units for low income seniors and people with disabilities.

Lessons Learned: Solving the affordable housing and homeless problem isn't just about bricks and mortar, or putting up a building; a range of supports are needed for individuals to be able to function in their communities. When asked why there aren't more housing options like Glendale Place operating in Williams Lake, or Quesnel or 100 Mile House when there is a demonstrated need, most people interviewed for this paper said that government doesn't provided enough resources, and that affordable housing and homelessness aren't a priority.

It takes 4-5 years to complete a housing project, from start to finish.

4. Complexity of Social Planning and Development, and Need for a Collaborative Response

Social planning and social development needs to be proactive, to anticipate changes in our communities and plan before crises happen. The social domain model that is described in the SDWG strategy *Taking Charge of Our Future: A Strategy for Social Development* would be an early warning system to help proactively plan for challenges in our communities.

Recommendations from *Taking Charge of Our Future: A Strategy for Social Development*:

1. That all levels of government make a long-term, multi-generational commitment to coordinated social planning.
2. That funds be available to sustain ongoing investment in social infrastructure to sustain or improve the quality of life needed to retain and attract people to communities in the region.
3. That resources be committed to support communities to implement the Social Domain Model as an early warning system.
4. That local government seek funding and commit those funds to establish social planning departments with the authority to participate in social planning and provide leadership in social development at the local government level.
5. That CCBAC continue and increase their support of a public awareness and education campaign from a partnered social, economic, environmental, First Nations, and political viewpoint carried out at the local level and focused on the impacts of MPB as an issue.
6. That a significant research component be developed to monitor the impacts and successes of the community response to MPB.

“An important element of sustainable communities is an adequate supply of affordable homes, designed to suit a range of household types, and available for rent or purchase. Getting housing ‘right’ can support a vibrant local economy, attract talented individuals, reduce the environmental footprint associated with shelter, reduce pressure on social services, help to minimize the need to commute, help to create more healthy indoor environments, enhance community safety and security, and contribute to the overall livability of a community. Getting housing ‘wrong’ can result in affordability problems, car-dependent lifestyles, a lack of a sense of community, increased greenhouse gas emissions, and environmental degradation” (Fraser Basin Council, 2006, p.20)

Good, proactive social planning/development will prevent people from becoming homeless.

Housing is just one part of social planning and social development, and it is integrally linked to economic development and the environment. We are in an economic “boom” where jobs are plentiful, employment rates are high, our local mines are operating, the forest industry has uplifted harvest levels to recover value of MPB killed timber, real estate values are rising, Canadian’s spending power has increased, and BC is again a “have province.” If this is the case, why is it that:

- there are at least 1292 people accessing a minimum of 531 affordable/subsidized housing units or emergency shelters in the Cariboo Chilcotin?
- there is a further estimated minimum 929 people who represent the unmet housing need – people who are homeless, who sleep in outdoors, in tents, couch-surf at friends houses, or who live in relatives homes that are overcrowded?
- 20.9% of the children in BC live in poverty (First Call, 2007)?

If we have these kind of problems in a boom period, what will be the impacts of MPB if economic diversification strategies *don’t* work? What will happen when there is an estimated 35% reduction in timber availability, will that mean that 35% of the forest industry jobs will disappear? What about the service jobs that are supported by the primary industries?

The role of social planning and social development is to maintain quality of life for individuals, families, and communities as a whole, so that they all may thrive. It is to ensure that a continuum of supports and

resources are available for the entire community, from the most vulnerable to the wealthy. Social planning and social development recognizes that the basic needs of shelter, clothing and food are necessary before people can contribute to society by holding down a job, paying taxes, and volunteering. Without these basic needs being met, people cannot function at a higher level.

What are the costs of homelessness? (Province of British Columbia, 2001)

- Homeless people cost taxpayers up to \$40 000/year in service and shelter costs. By comparison, the costs of a person in supportive/affordable housing ranged up to \$28 000/year, and average Canadians spend an average of \$11 200 per year on shelter.
- Homeless people cost taxpayers an average of \$11 410 per year in costs via the criminal justice system. The average taxpayer, by comparison, pays \$362 per year to maintain the system.
- Homeless people cost \$7893 per year in social services, and the average taxpayer pays \$179 per year to support those services.
- Homeless people cost \$4714 per year in health care, and the average Canadian uses \$2633 per year in publicly funded services.

People interviewed for this research who provide housing and social services for the marginalized within the Cariboo Chilcotin region, provided the following observations:

- 6 months is the threshold period for when people who are homeless lose hope, and lose their life skills. The efforts required to get them back to a functioning level are intensive and extensive.
- There is a current labour shortage for skilled professional people – the volunteers who contribute “off the side of their desk” are increasingly unavailable to commit time and resources to volunteer
- The leadership on affordable housing has come from the NPV sector, and volunteers in particular. This is an issue that falls not within any one level of government, or any one ministry or department, but that is a collective responsibility of all levels of government.

Therefore, a collaborative and coordinated response from all levels of government in response to MPB is needed to prevent people from becoming homeless, or from needing to access affordable housing. Why?

- Our communities are heavily dependent on the forest industry. If the predicted 35% decrease in mid term timber supply translates to a 35% reduction in employment, these people will need other jobs to replace their income.
- Employment levels will drop – unless economic diversification strategies
- Replacement employment may not pay as well as forest industry jobs did – an increasing amount of our population is “the working poor”
- Replacement jobs may be outside the community or region
- Family income levels will drop – less money is available for food, childrens’ education, spending in the community at local businesses, and housing
- Social dysfunction levels will rise, including violent crimes in the community and in families, substance abuse, gambling, and increases in separation and divorce rates, as explained in *Taking Charge of Our Future: A Strategy for Social Development*
- Increased levels of social dysfunction, in particular crime, contribute to a community’s ability to retain and/or attract people – Williams Lake is known throughout BC and western Canada as having very high per capita rates of crime
- Increases in mental illnesses, depression and suicide rates, as explained in *Taking Charge of Our Future: A Strategy for Social Development*
- People move away from the communities and the region, including those who still have jobs, because of a declining sense of community
- Lack of a range of housing options, including a range of affordability, affects the ability to retain and/or attract people to the region

In summary, a collaborative and coordinated response from all levels of government in response to MPB is needed to keep people from becoming homeless.

Housing is just one component of social planning and social development. People interviewed said housing is as little as 10%, or as much as 50% of all social planning efforts. Research suggests that there are an equal number of NPV organizations devoted to social services as to development and housing organization (Statistics Canada, 2006), whereas there is 5 to 6 times the number of paid staff in social service NPV organizations as there is paid staff in development and housing NPV organizations (Murray, 2006).

Table 7: Community contribution for all social planning

Category	FTE ¹	Value per year (millions \$) ²
Housing and development, volunteer rates in Cariboo-Chilco Region, from Murray, 2006	56	\$2.7 million/year
Social planning other than housing and development, assuming there is an equal amount of work (i.e. factor of 1)	56	\$2.7 million/year
Social planning other than housing and development, assuming there is 6 times the amount of work (i.e. factor of 6)	336	\$16.2 million/year
Total: factor of 1	112	\$5.4 million/year
Total: factor of 6	392	\$18.9 million/year

1. Based on 1920 hr/year (8 hours per day, 5 days per week, 48 weeks per year).
2. Based on value of \$25/hr.

The community contribution is at least \$5.4 million, and up to \$18.9 million, that may be leveraged against other funding sources.

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