

Social Agenda Community Demonstration Projects

Evaluation Report (2003-2006)

Submitted to:

Ms. Gay Kennedy
Director, Policy, Legislation and Communications
Department of Health and Social Services
Government of the Northwest Territories
5022-49th Street, 8th Floor Centre Square Tower
Yellowknife, NT X1A 3R8

Submitted by:



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Abbreviations

DHSS	Department of Health and Social Services
GNWT	Government of the Northwest Territories
RMAF	Results-based Management and Accountability Framework
SACD	Social Agenda Community Demonstration

Section 1.0 Purpose of the Evaluation

The Social Agenda Community Demonstration Projects Initiative (the Initiative) was developed in direct response to Recommendation #2 identified in the *Social Agenda: A Draft for the People of the NWT*ⁱ. Drawing on the Social Agenda Conference that was held in June 2001, the Social Agenda Working Group identified the need for governments, communities, departments, agencies, and service providers to work together to improve social conditions in the NWT. Accordingly, in its recommendation, the Social Agenda Working Group recommended to *remove the structural barriers to working together and create or improve the ways that governments, communities, departments, agencies and service providers work together*¹.

The overall goal of the SACD Projects Initiative, therefore, has been to focus on removing those barriers to working together in a more integrated and collaborative way to address health and wellness issues in the eight communities funded by the Initiative. The specific objectives of the Initiative include the need for the SACD Projects to demonstrate means and ways to:

1. Bring government and non-government groups together to talk about how they can work together;
2. Work together to take action with priority community health and wellness issues; and
3. Work together to implement activities for priority community health and wellness issuesⁱⁱ.

The purpose of this evaluation report is to determine the extent to which the SACD Projects Initiative and its eight individual community demonstration projects were able to remove barriers to working together. The evaluation will also focus on determining the extent to which the eight communities funded were able to achieve the three objectives listed above.

This final report includes a detailed description of the evaluation findings, including the successes and challenges of the projects, and recommendations for improvement. The final report also provides overall conclusions regarding the extent to which barriers to working together were removed during the implementation of the SACD Projects Initiative.

¹ *Social Agenda: A Draft for People of the NWT*: 21.

Section 2.0 Evaluation Direction and Negotiations

The Evaluation Strategy of the SACD Projects Initiative (included as Appendix 1) set the direction for this evaluation, and was developed in February 2004 as an integral component of the overall Results-based Management and Accountability Frameworkⁱⁱ of the SACD Projects Initiative. The RMAF represented the collaborative negotiations between the Department of Health and Social Services' Evaluation Specialist and the SACD Project Coordinators². Final approval on the RMAF was received from the Social Agenda Interdepartmental Working Group in March 2004.

Further direction for this evaluation was provided by the Director of Policy, Legislation and Communications at the DHSS - the key stakeholder who hired *J. Carey Consulting Evaluations Plus* and *Northern Research + Evaluation* to conduct this evaluation. As the key stakeholder, the Director was also provided an opportunity to review this evaluation report in draft, inclusive of recommendations. Any feedback that was received that was suitable to incorporate into this evaluation report has been added.

² The RMAF was updated on an annual basis over the 3-year implementation period of the Initiative (2003/2004 – 2005/2006). In Year One, the Community Statistician of the NWT Bureau of Statistics assisted with the RMAF development in terms of community indicators.

Section 3.0 Context of the SACD Projects Initiative

The *Social Agenda: A Draft for People of the NWT*¹ was presented to the Government of the Northwest Territories (GNWT) in June 2002 as a commitment to improving the social conditions in which Northerners live. The report was presented by the Social Agenda Working Group³, which consisted of a partnership of both government and non-government agencies.

In 2003, GNWT Cabinet approved approximately \$2.8 million of one source funding over three years (2003-2006) to support the Initiative. Eight SACD Projects were allocated \$100,000⁴ of contribution funding per year for three years, and were responsible for demonstrating ways and means of working together more effectively and consistently in the health, social, and wellness sectors. The eight SACD Projects were funded within the following communities:

1. Inuvik;
2. Fort McPherson;
3. Tsiigehtchic;
4. Wha Ti;
5. Lutsel K'e;
6. Norman Wells;
7. Fort Providence; and
8. Yellowknife/Dettah/N'dilo.

The Department of Health and Social Services took the lead for the Initiative. The DHSS, with approval from the Social Agenda Interdepartmental Working Group, supported the design of a common evaluation framework: namely the Results-based Management and Accountability Framework. The RMAF was designed in order to ensure a consistent and effective evaluation approach for the eight selected SACD Projects.

The Logic Model and Performance Measurement components of the RMAF were prepared through site visits to each of the communities, where one-on-one RMAF development training was provided to those responsible for implementing the Projects. These site visits occurred in January/February 2004, and were undertaken by the DHSS Evaluation Specialist and the Community Statistician of the NWT Bureau of Statistics (in collaboration with the eight SACD Project Coordinators). Through this training, the SACD Project Coordinators identified the specific objectives, activities, outputs, and outcomes of their projects, ensuring that they linked back to the overall goal of the Initiative – removing barriers to working together.

³ The Social Agenda Interdepartmental Working Group consists of representatives from the Departments of Executive; Health and Social Services; Public Works and Services; Education, Culture, and Employment; Municipal and Community Affairs; Finance; the NWT Bureau of Statistics; and the Office of the Chief Information Officer, Financial Management Board Secretariat.

⁴ In Year One, the SACD Projects were provided an additional \$5,000.00 for one-time capital expenditures.

Collectively, the SACD Projects intend to integrate and coordinate health and wellness services provided by government departments, agencies, non-governmental organizations, and the private and voluntary sectors. As a result, the DHSS developed a common performance measurement strategy (as part of the RMAF) which laid out specific objectives that the SACD Projects Initiative as a whole was intended to accomplish. Those common objectives included:

1. Bring government and non-government groups together to talk about how they can work together;
2. Work together to take action with priority community health and wellness issues; and
3. Work together to implement initiatives for priority community health and wellness issues.

Outside of these overall objectives, each SACD Project developed additional objectives specific to their proposed projects. Individually, the SACD Projects proposed to either develop and implement a plan of action or provide workshops/training that would address a priority health and/or wellness issues(s) within their community. Specifically, the objectives for each project were identified as follows:

Inuvik Interagency Committee (Inuvik SACDP)

- Establish communication among Interagency members
- Enhance the ability of the Interagency and its steering committees to address prioritized areas
- Enhance the ability of the Interagency and its steering committees to implement priority areas

Teetl'it Gwich'in Council (Fort McPherson SACDP)

- Formalize Interagency committee
- Complete a community health and wellness plan
- Develop youth development pilot project

Tsiigehtchic Community Action Plan (Tsiigehtchic SACDP)

- Help inform community members
- Increase well being of community members
- Facilitate the development of a community action plan
- Implement the community action plan

Wha Ti First Nation (Wha Ti SACDP)

- Develop a cohesive integrated community services committee committed to a common mission, vision, and planning process
- Develop a culturally appropriate and comprehensive community services strategy
- Implement the community services strategy

Lutsel K'e Dene Band (Lutsel K'e SACDP)

- Provide Interagency and community communication
- Develop community strategic plan
- Deliver on-the-land wellness/education program

Town of Norman Wells (Norman Wells SACDP)

- Provide youth with a forum to increase their knowledge in social issues
- Provide parents and guardians with a forum to increase their knowledge and skills in issues related to parenting youth and adolescents
- Build the capacity of Sahtu communities outside of Norman Wells to provide forums on social issues and issues related to parenting youth and adolescents

Zhati Koe Friendship Centre (Fort Providence SACDP)

- Coordinate resources to work together
- Provide community with a forum to increase their knowledge in health and wellness issues
- Provide training opportunities for interested community members

Yellowknives Dene First Nation (Yellowknife/N'dilo/Dettah SACDP)

- Provide cultural and traditional drug free activities for families
- Improve life and social skills of the community
- Enhance self and cultural identity among community

Despite the differences in the objectives identified for each SACD Project, the common goal throughout remained that of removing barriers to working together.

3.1 Target Group

The primary target group for the SACD Projects Initiative were the individual Coordinators and Interagencies (where applicable) of each project. Of the eight SACD Projects, all but two had formal Interagencies - which were utilized as a mechanism to work together. Membership on these Interagencies was often volunteer based and collaborative in nature.

The secondary target group were the residents of each community where a SACD Project was funded. It was for the betterment of their health and wellness that the Coordinators and Interagencies found mechanisms to break down barriers to work together.

Section 4.0 Methodology

The Evaluation Strategy (Appendix 1) contains sections which direct how data is to be collected and analyzed specific to the SACD Projects Initiative; namely the indicators and data sources identified for each evaluation question related to the relevance, success, and cost-effectiveness of the Initiative. The resulting data collection methods served to enhance the reliability and validity of the findings described in section 5.0, and included:

1. Collection and review of all relevant data from the DHSS. This included the SACD Projects Performance Measurement Strategy; individual project information (i.e. annual reports); reports to FMBS; and other background material required for the evaluation.
2. Conducting a one-day SACD Project Coordinators Meeting in Yellowknife December 15, 2005. This meeting was conducted in order to:
 - provide an overview of the evaluation process;
 - provide information and material related to general data collection; and
 - meet with each coordinator, to discuss data collection issues related to their individual SACD Projects.
3. Conducting focus groups and surveys⁵ with key GNWT stakeholders, which included:
 - the Director of Policy and Communications, DHSS;
 - the Director of Planning, Accountability, and Reporting, DHSS; and
 - the Assistant Deputy Minister, Department of Justice.
4. Site visit preparation - which included the development of focus group and survey⁶ questions for the Interagencies and/or other identified stakeholders of each SACD Project. These focus group and survey questions were developed specifically to be able to answer the evaluation questions related to the relevance, success, and cost-effectiveness of each SACD Project.
5. Visiting each project site for the purpose of data collection. This data collection was based on the Logic Model and Performance Measurement information specific to each SACD Project. Sources of SACD Project data included:
 - project program records;
 - project financial records; and

⁵ See Appendix 2 for the Focus Group Questions and Appendix 3 for the Survey Questions.

⁶ See Appendix 4 for the Focus Group Questions and Appendix 5 for the Survey Questions.

- focus groups and surveys with SACD Project Coordinators, Interagency members, or other identified stakeholders that may have been involved with the project in each community. A total of 54 stakeholders participated in focus group sessions and filled out surveys.
6. Evaluation of the overall SACD Projects Initiative. This included data collection and synthesis from each of the eight individual SACD Project Coordinators, as well as the information collected in relation to the Initiative overall. Specifically, the evaluation focused on rolling up the individual SACD Project-level information to identify the success, relevance, and cost-effectiveness of the overall Initiative in removing barriers to working together.

4.1 Data Limitations

There are three limitations to the data collected for this evaluation:

1. Based on the fact that the Social Agenda Interdepartmental Working Group was no longer operational when this evaluation was conducted, it was difficult to identify the appropriate people at the inter-Departmental level who could provide accurate feedback related to the SACD Projects Initiative overall. As a result, only three people were able to provide such feedback. Therefore, due to the small number of stakeholders consulted, that data must be viewed with caution.
2. There were several challenges faced in terms of data collection related to the individual SACD Projects:
 - Due to the fact that the evaluation was conducted prior to fiscal year end (March 31, 2006), some SACD Projects were still implementing activities at the time data collection was undertaken. As a result, those SACD Projects were not able to provide complete activity data sets.
 - Conducting the site visits in February 2006 presented a challenge for some SACD Projects. Fiscal-year end is a busy time in many communities - where many people are travelling or people are already overwhelmed with their workloads. As a result, attendance at some of the focus group sessions was lower than it would have been had they been conducted post-March 31, 2006.
 - Performance measurement data presented a challenge for some Project Coordinators, especially in terms of collecting outcome data. Even where outcome data was provided, the results are questionable in some cases as to how reliable and accurate the data was. As a result, most of the SACD Project-specific data collection was considered as anecdotal evidence only.

3. Due to the wealth of information gathered for the purposes of this evaluation, it was not appropriate to outline every point of data collected, or report every comment made at every focus group/interview session. Over 30 data sources (reports, meeting minutes, and financial records) were reviewed, close to 50 pages of text were generated overall from the 9 focus group sessions, and another 25 pages of data tables were generated for the analysis of the survey data. Therefore, it would have been unwieldy to present all of that data in this report. What is presented, are the **summary themes** that emerged from all of the data that was collected and analyzed.

Section 5.0 Evaluation Findings

As noted above, the Evaluation Strategy of the SACD Projects Initiative set the direction for data collection and analysis. Tying the individual SACD Project-level performance measurement data with the SACD Project Initiative's accountability, the Evaluation Strategy measures the quality and value of both the individual projects and the Initiative as a whole. Detailed in Appendix 1 of this report, the Evaluation Strategy for the SACD Projects Initiative describes how data was to be collected and analyzed to answer questions related to three key evaluation issues:

1. Relevance;
2. Success; and
3. Cost-effectiveness.

This section details the findings of the Evaluation Strategy of the Initiative and is organized under the three key issues listed above. Reporting is focussed on each question, and findings are presented by identifying the answers to the evaluation questions and indicating the level of achievement of each. The review of background material is presented first, and then compared/contrasted with the focus group and survey data to reveal significant agreements or differences. Note that for ease of reference, each question presented in this section corresponds to the numbering system used in the Evaluation Strategy (for example – the first question under the Relevance Section was numbered RQ1 below).

5.1 Relevance

RQ1a. Did the Initiative respond to an actual need?

The Social Agenda Community Demonstration Projects Initiative responded to the need for public and Aboriginal governments, communities, and non-government organizations to create mechanisms to work together.

The views of stakeholders from all eight projects and the GNWT support this contention.

RQ1b. What were those needs?

As noted previously, the Social Agenda Working Group identified the need for governments, communities, departments, agencies, and service providers to work together to improve social conditions in the NWT. The need was based on the various community meetings, hearing presentations, and past reports that the Social Agenda Working Group had consulted.

Through these proceedings, the Social Agenda Working Group learned that government departments and non-governmental agencies do not always work well together; and even organizations in the same communities sometimes do not work very well together (with lines of accountability often blurred). This was especially evident when programs and services are

being accessed from so many different departments, agencies, and program areas. People would be bounced within departments, agencies, or organizations without ever finding the information they required; and organizations would often compete with others in their own community for already limited resources.⁷ Recognizing these barriers to community-based collaboration and planning, there was a need to support ways to working together such that governmental resources could be better accessed and utilized at the community level.

Therefore, in its response to this identified need, the Social Agenda Working Group approved eight community demonstration projects to focus on removing barriers to working together at the community level. This would be undertaken in the context of non-renewable resource development and its direct or indirect impact on those communities. As noted above, these projects were located in Inuvik, Tsiigehtchic, Fort McPherson, Norman Wells, Lutsel K'e, Wha Ti, Fort Providence, and Yellowknife/Dettah/N'dilo.

Stakeholders indicated that the specific needs of each of these eight communities varied greatly. However, stakeholders from all projects agreed on common needs in their communities, including the need:

- for organizations within the communities to cooperate with each other in dealing with health and wellness issues;
- for community capacity building;
- to address specific target groups (especially Youth and Elders);
- for personal healing (brought on by alcohol and drug abuse, gambling, and the loss of traditional culture); and
- for parenting and lifestyle skills.

Also, stakeholders from communities being impacted by resource development noted they have needs in addition to those listed above. For example, those communities impacted by the diamond mines now have families that must deal with the stresses of rotational work (two weeks in, two weeks out).

However, not all stakeholders agreed that their needs were well identified. Some GNWT stakeholders felt that these needs were not well articulated; while stakeholders from some of the projects were frustrated with the fact that they knew what the needs were (yet still spent a large part of their project compiling and formalizing those needs).

⁷ *Social Agenda: A Draft for People of the NWT*: 20-21.
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RQ1c. Have the needs changed? If so, does the Initiative meet the new needs?

Beginning with the Social Agenda Conference held in Hay River in 2002,ⁱⁱⁱ the need to remove the structural barriers for government and non-government groups to work together was consistent throughout the duration of the Initiative. Moreover, continual references to the Initiative and its intent to remove those barriers to working together in various government documentation such as the GNWT's Response to the Social Agenda;^{iv} the two Progress Reports of that response;^{v,vi} and various press releases,^{vii,viii,ix,x,xi,xii} further emphasized that the need never changed. Even when there was a change of government in the Spring of 2004, the commitment to the Initiative continued (see RQ2a for further details).

SACD Project Stakeholders however, were split on whether or not the needs changed during the implementation of the Initiative. Stakeholders from five of the Projects felt that the needs did *not* change (just that the stakeholders in the communities became better at identifying real issues and underlying concerns as the Projects were rolled out). As one survey respondent noted:

This project was a healthy process that illustrated both the strengths of the community and the unmet needs. As we have become more effective, more needs (on a community level) have been brought to our attention by both group members and community members. As a group of agencies, the process has assisted us to identify needs and create ways of meeting them.

Stakeholders from the other three SACD Projects as well as from the GNWT felt that the needs changed since the Initiative was implemented:

- some SACD Projects reacted to the implications of resource development (i.e. the Pipeline), and switched the focus of the Project to accommodate those new needs;
- some SACD Projects had to adapt to new needs due to the success of their Project (i.e. one Project offered healing workshops, which turned out to be so successful that the workshops will have to be followed up with further work – they were not going to stop providing community residents the successful workshops);
- other SACD Projects were thought to be now driven by the political leadership in the communities (rather than being driven by the grassroots within the community).

All of the stakeholders who thought the needs had changed felt that their projects were consistent with those new needs.

RQ2a. Is the Initiative consistent with current government priorities?

Based on the Strategic Plan of the 15th Legislative Assembly of the GNWT^{xiii} and its subsequent 2005 Progress Report^{xiv}, a key government priority remains “working together”. In the June 2004 Strategic Plan for instance, Premier Joseph Handley acknowledged that the 15th Legislative Assembly:

...agreed to work together to find ways of making consensus government stronger and more responsive to the needs of the people of the Northwest Territories. (They) also agreed to work in partnership with other governments in the Northwest Territories to build an agenda that has a broad base of support throughout the Territory.⁸

Under the Strategic Plan’s second goal – healthy, educated people living in safe communities, who are able to contribute and take advantage of life’s opportunities – the GNWT remains focussed on maintaining continued commitment to the Social Agenda and implementing “Doing Our Part’ - the GNWT’s Response to the Social Agenda recommendations.⁹

All GNWT stakeholders agreed that when the SACD Projects Initiative was set up, it was consistent with current GNWT priorities.

However, they did not agree that the Initiative has remained consistent with current GNWT priorities. Some stakeholders felt that the Initiative remained consistent with Priority 1 of the GNWT (“Helping people help themselves – our personal, family and community responsibilities”). Other stakeholders felt that the term “Social Agenda” was no longer referenced. As one respondent noted:

The term Social Agenda has really fallen off the radar screen – especially since the change in government in Spring of 2004.

RQ2b. Is the Initiative consistent with current community priorities?

Stakeholders from seven of the eight Projects felt that the Initiative was consistent with current community priorities. Stakeholders from one Project felt that the Initiative was partially consistent with community priorities (i.e. sometimes the focus within a community shifts to things like self-government or resource development – things not envisioned within the “social issues” perspective of the SACDP).

⁸ *Self-reliant People, Communities and Northwest Territories – A Shared Responsibility; Government of the Northwest Territories Strategic Plan Progress Report 2005: 1.*

⁹ *Self-reliant People, Communities and Northwest Territories – A Shared Responsibility; Government of the Northwest Territories Strategic Plan Progress Report 2005: 12.*

RQ3a. Was the Initiative's goal clearly stated?

The messaging related to the Initiative has remained consistent since its implementation; the need to remove barriers to working together. Moreover, the fact that the change in government also referred to the need to continue to find means to working together through the continual commitment to the Social Agenda evidences the clarity of what the Initiative was trying to achieve.

Stakeholders from seven of the eight Projects as well as some of the stakeholders from the GNWT also felt that the Initiative's goal was clearly stated. Stakeholders from one of the Projects and some from the GNWT felt the Initiative's goal was not clearly stated. This was mostly due to the fact that Projects became clearer as they went along (and continued to refine/clarify their goals and what they were doing).

Additionally, stakeholders from some projects felt that although the goal was clearly stated, it was not clearly communicated (and that some stakeholders within the community were unclear as to who was really doing what).

RQ3b. Was the Initiative's goal relevant?

Based on all of the documentation reviewed (see Appendix 6) the relevance of the goal in removing barriers to working together is evident. From the information initially presented in the Social Agenda Conference held in June 2001, to the response and various updates provided by the GNWT, to the Strategic Plan of the 15th Legislative Assembly, the concept of needing to find and encourage ways to work together has continually been applied^{10,11,12,13,14}.

Stakeholders from all eight projects and the GNWT support the assertion that the Initiative's goal was relevant/needed. Some projects have found that the work was so important they have found funding from other sources to continue on. As one focus group participant noted:

This goal couldn't be more relevant to the community.

RQ3c. Would the goal have been achieved without Social Agenda Funding?

Based on a review of the Terms of Reference developed for the SADC Projects^{xiv}, it is evident that the GNWT approved funding for the implementation of the Social Agenda Community Demonstration Projects specifically aimed at the goal to remove barriers to working together. Without this funding approval, it would have been difficult for both the individual projects and the GNWT as a whole to address the need to remove barriers to working together.

¹⁰Social Agenda: A Draft for People of the NWT: 21.

¹¹Doing Our Part: The GNWT's Response to the Social Agenda: 5, 28.

¹²Doing Our Part: The GNWT's Response to the Social Agenda Progress Report March 2003: 2.

¹³Doing Our Part: The GNWT's Response to the Social Agenda Progress Report May 2004: 2,3.

¹⁴Self-reliant People, Communities and Northwest Territories – A Shared Responsibility; Government of the Northwest Territories Strategic Plan Progress Report 2005: 1

Stakeholders from seven of the eight SACD Projects agreed, and felt that the Initiative's goal would not have been achieved without funding from the Social Agenda. Stakeholders noted that many projects had tried to run previously with volunteers – but they failed and eventually fizzled. Allocating the funding allowed specific resources (particularly coordinators) to be dedicated to projects – rather than having projects run by volunteers or agency members trying to fill numerous positions/roles.

Stakeholders from one SACD Project felt that there were enough funding sources available in the NWT that their SACD Project's goals would have been achieved anyway. Stakeholders from the GNWT concurred with this assessment (and cited examples of funding from the Northern Development Strategy and the Federal Socio-Economic Impact Fund as other possible sources of funding).

RQ4. Should the Initiative continue beyond the three-year funding period? Why or why not?

A review of documentation^{xiv,xxiv} related to the SACD Projects Initiative, as well as the timeframes of each SACD Project Contribution Agreement reveals that the timelines of the Initiative were clear from the outset – up to three years from 2003/2004 – 2005/2006. Specifically, the Terms of Reference for the SACD Projects Initiative identifies that the time frame of the Initiatives was for a maximum of three years, with a tentative workplan scheduled from April 2003 – April 2006:

Projects should have duration up to three years, with an evaluation conducted in the third year.¹⁵

Furthermore, at the SACD Project Coordinators Annual Meeting held in February 2005, a one-day sustainability workshop was provided to the Coordinators for the purpose of teaching the coordinators how to develop a plan to prepare their projects for life beyond March 31, 2006.

Therefore, it is apparent that the intent of this funding was always transitional in nature – that by March 31, 2006, each of the individual SACD Projects would be able to build upon the mechanism of working together that they established and find means within that mechanism to continue beyond the life span of the SACD Projects Initiative funding.

The views of GNWT stakeholders support this assessment - that the funding for the SACDP should not continue beyond March 31, 2006.

However, stakeholders from all eight projects believed that funding for the SACD should continue beyond the three-year funding timeline. They cited two main reasons for this assessment:

¹⁵ Social Agenda Community Demonstration Projects Initiative Terms of Reference: 4.
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- due to delay's in rolling out the projects, the "three year funding period" was in actuality only two years and a bit. At the very least, the projects should have been given three years from the date of their contribution agreements.
- all stakeholders believed that the projects have been successful, and have developed a momentum of their own. The funding should be continued to sustain that momentum/work. As one focus group participant noted:

If the project doesn't continue to receive funding, it's like ending a counselling session with the client in a state of trauma, but then not bringing them back to reality with any real support (and that's a dangerous place to be left).

This disconnect between the GNWT and community stakeholders regarding the transitional nature of the funding points to the need for improved communication amongst all of the parties involved.

5.2 Success

SQ1 How successful have the individual community demonstration Projects been in achieving their stated objectives?

In addition to the overall goal of removing structural barriers to working together, the individual projects also had their own specific objectives to accomplish. The extent to which each project was successful in achieving their stated objectives is noted below.

Inuvik Interagency Committee (Inuvik SACD Project)

The objectives identified for the Inuvik SACD Project were as follows:

- Establish communication among Interagency members
- Enhance ability of the Interagency and its Steering Committees to address prioritized areas
- Enhance ability of the Interagency and its Steering Committees to implement priority areas

Based on the review of year-end information provided,^{xv,xvi} it is evident that the Inuvik Interagency was successful in achieving all of its objectives.

Through the SACD Projects Initiative funding, the Inuvik Interagency was able to establish an office and maintain a full time staff person to coordinate the Interagency's collaborative endeavours and general operations. There was a recognized need that because the Interagency membership consisted of people who already work full time and/or sit on numerous other community boards, a full time coordinator would be able to perform a management and planning function to guide the Interagency towards the achievement of its objectives and overall goal of removing barriers to working together¹⁶. As a result, the Inuvik Interagency was able to achieve its first objective of establishing communication among Interagency members by virtue of functioning as a formal entity for collaboration (becoming an incorporated society in March 2005).

Despite staff turnover in the coordination, the Inuvik Interagency Committee was also able to achieve the objectives of both addressing prioritized areas, and implementing activities within those areas. Examples include:

- addressing the Homelessness issue of Inuvik by assessing and strategizing to find a means to keep the shelter doors open while also finding a means to open a new site location;
- collaborating for Abuse-Prevention through the Red Cross' RespectEd Program;
- working together to address Pipeline Social Impacts through the direction provided by the Social Impact Committee;

¹⁶ Yoenne Ewald, *Inuvik Interagency Committee Working Together for Wellness Performance Measurement Report 2003 – 2006*, Inuvik Interagency Committee, (March 2006): 2.

- undertaking planning work – such as the Community Wellness Strategic Planning Forum, which revealed a broad recognition of the need to work towards a more collaborative and common approach to fostering community wellness;
- developing a multi-media resource directly which will enhance communication between service providers and assist in the orientation of new arrivals to the community; and
- collaborating on common projects such as the Injury Prevention “P.A.R.T.Y. – Beaufort Delta” Program, the Salvation Army CrackBusters Program, and FASD Day.

Outcomes data related to the achievement of these objectives reveals:

- an increased participation and collaboration among Interagency members;
- an increased awareness of community service gaps as well as existing programs and services;
- strengthened professional networks; and
- improved opportunities for promoting programs and services through information sharing and strategizing.

Tsiigehtchic Community Action Plan – TCAP (Tsiigehtchic SACD Project)

The objectives identified for the Tsiigehtchic SACD Project were as follows:

- Help inform community members
- Increase well-being of community members
- Facilitate the development of a community action plan
- Implement the community action plan

At time of this evaluation report, no year-end performance measurement information was received from the TCAP Project. Rather, performance information related to the achievement of stated objectives were based on previous reports on file (up to March 31, 2005)^{xvii} and verbal feedback provided by the Coordinator during the site visit. Based on that information, it is evident that the TCAP Project was generally successful in achieving all but one of its objectives; namely, the implementation of the Community Action Plan.

In Year 1, the TCAP Project initiated its *Working Together – Strengthening the Community Strategy*. This Strategy aimed to increase mechanisms of working together and improve cooperation, participation, and overall involvement of the Tsiigehtchic community members in addressing community wellness. In doing so, the TCAP Project hosted both a Youth Prioritizing Session and a Community Prioritizing Session that worked to prioritize the key concerns and issues that were gathered in Year 1. This aided in the achievement of the objective aimed at helping inform community members.

In terms of increasing the well-being of community members, the TCAP Project anticipated being able to provide personal development workshops as well as financial and volunteer support to the Recreation Committee. Based on the reporting on file, the extent to which these actions occurred are not fully clear,. However, it is recognized that many actions attempted by the TCAP Project in Year 2 were faced with barriers of high staff turnover within the Band Office.

Despite the turnover in the Band Office, the TCAP Project staff were able to review the large list of community concerns and issues identified during the prioritizing sessions, and were able to compile a final priority list (which identified the top 60 priority areas to be addressed in the Community Action Plan). This task achieved their Community Action Plan development objective.

It was anticipated that in Year 3, these identified priority areas would be assigned and adopted by community staff, committees, and organizations to begin implementation of the projects to address the priority areas. Year 3 however, did not provide a budget for a full time coordinator. As a result, Action Plan items were not implemented to the extent anticipated. Moreover, without final year-end reporting available, it is unknown to what extent any of the actions were implemented.

Recognizing that there was no year end data provided, it is difficult to report the extent to which the outcome data related to the level of achievement of each TCAP objective was actually achieved. However, from the reporting that is available, it is evident that up to Year 3 of implementation, the TCAP Project continued to work very hard to maintain a communication mechanism to break down communication barriers that face community members, staff, committees and external government departments/organizations. Examples of this communication include: the TCAP Project website, distribution of community newsletters the first week of each month, as well as weekly reports on the local radio station and distribution of quarterly reports to both government and external partners.

Teetl'it Gwich'in Council (Fort McPherson SACD Project)

The objectives identified for the Fort McPherson SACD Project were as follows:

- Formalize Interagency Committee;
- Complete a community Health and Wellness Plan; and
- Develop a youth development pilot Project.

Based on a review of the year-end ongoing performance measurement information provided^{xviii,xix} it is evident that the Fort McPherson SACDP Project was successful in achieving all but one of its objectives; namely, the development of a youth-development pilot project.

Although formal partnership agreements were not implemented in terms of formalizing roles and responsibilities on the Interagency, its membership formally meets the third Thursday of every month to discuss and address community health and wellness priorities. Participation at these meetings includes representation from various governmental and non-governmental

agencies within Fort McPherson, as well as representation from youth and elders. The main challenge faced with formalizing the Interagency Committee related to coordinator turnover. As a result, coordination for the SACDP was handled by the Social Program Manager under the direction of TI'oondih Healing Society and Interagency Committee.

At the time of this evaluation report, the community Health and Wellness Plan was contracted out by the TI'oondih Healing Society, and was in its draft stage. It was anticipated that the Plan would be completed by end of March 2006. Review of both the ongoing performance measurement information and the focus group data however evidenced there to be some confusion around the development of the Community Health and Wellness Plan. On the one hand, the ongoing performance measurement data identified the near completion of a Wellness Plan whereas, on the other hand, the Interagency members identify that the funding originally dedicated to Wellness Planning development went instead to short term activities with no long term impacts. Follow-up with the Fort McPherson SACDP identified that the confusion stems from the Wellness Planning having been initiated by the TI'oondih Healing Society (as the social arm of the Teet'it Gwich'in Council) rather than the Interagency.

In terms of the youth development pilot project, reporting evidenced that this objective was not achieved. Rather, youth On-The-Land Programs were implemented such that youth developed various wellness skills related to suicide prevention training, and peer counselling. Various youth workshops related to the importance of school and Early Childhood Assessment were also implemented.

Outcome data revealed that there was a recognized increase in terms of Interagency communication and coordination over the three years, as well as increased participation by youth, and communication with youth in terms of development-related activities that the Interagency supported. However, some work still needs to occur in order to ensure a more transparent and communicative process is in place.

What Ti First Nation (Wha Ti SACD Project)

The objectives identified for the Wha Ti SACD Project were as follows:

- Develop a cohesive integrated Community Services Committee (ICSC) committed to a common mission, vision, and planning process;
- Develop a culturally appropriate and comprehensive Community Services Strategy; and
- Implement the Community Services Strategy.

Based on a review of the year-end ongoing performance measurement information provided,^{xx} it is evident that the SACDP in Wha Ti was successful in achieving all of its objectives; albeit with some inherent challenges in being able to do so.

In addressing their first objective of being able to develop a cohesive integrated ICSC, the Wha Ti SACDP was able to establish a 17 person membership that was representative of key organizations, community diversity, and social, cultural, and economic interests. ICSC

meetings were held on the first Tuesday of every month, and distributed six newsletters between years 1 and 2 of implementation.

The main focus for the Wha Ti SACDP in Year 2 related to achieving their second objective – development of a culturally appropriate and comprehensive Community Services Strategy. Based on the completion of a Community Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis to determine current services, the ICSC recognized that wellness stability was a key issue for the community - and therefore redirected their focus to develop a Community Wellness Plan rather than a Community Services Strategy.

To develop the Community Wellness Plan, the Wha Ti SACDP hired a contractor who administered surveys and conducted focus groups in order to best identify the wellness needs, concerns, and issues of Wha Ti. The data collected and analysed from these sources were then compiled into a draft Wellness Plan document which prioritized functions of wellness that needed to be addressed by the community of Wha Ti. After reviewing the draft Wellness Plan however, the ICSC recognized that the interpretation of the wellness concerns and issues that were identified in the Plan were not a true reflection of what needed to be addressed in Wha Ti. As a result, the ICSC kept the Wellness Plan that was submitted in its draft version, and did not proceed to address the identified wellness functions.

This is not to say that Wha Ti SACDP was not able to find a means to achieve their third objective of implementing the Wellness Plan. Rather, the ICSC researched proposal-based projects that would address the common community wellness concerns outlined in the draft Wellness Plan. Based on the year-end reporting submitted, the ICSC submitted three proposals to address areas of wellness concerns.

Outcome data related to the achievement of these objectives revealed that there was an increased participation among ICSC members to help identify and address the community wellness needs of Wha Ti. Through this participation, the ICSC members were able to increase their level of awareness of not only the wellness concerns of Wha Ti, but also of the wellness services available within the community. Despite the increased participation however, the outcome data also revealed that their cooperation levels did not increase to the same extent. Mainly this was a result of increased turnover among both the coordinator of the ICSC and the interpersonal conflicts that existed among the ICSC members themselves. As a result, some progress still needs to be made to ensure that the ICSC work in a collaborative fashion dedicated to a common vision, mission, and planning process.

Lutsel K'e Dene Band (Lutsel K'e SACD Project)

The objectives identified for the Lutsel K'e SACD Project were as follows:

- Provide Interagency and community communication
- Develop Community Strategic Plan
- Deliver on-the-land wellness/education program

At the time of writing this report, the only year-end reporting provided was dated as of December 2005.^{xxi} Based on that reporting, it is evident that the Lutsel K'e SACDP was successful in achieving all of its objectives, with minor challenges faced in the development of the Community Strategic Plan.

Despite initial turnover in coordination, and the lack of a coordinator's assistant for the last two years of implementation, the Lutsel K'e SACDP was able to achieve its first objective in providing extensive Interagency and community communication. Examples include:

- maintaining an Interagency Office to coordinate communication and co-operation between departments and agencies in Lutsel K'e;
- holding regular Interagency meetings to discuss committee affairs and develop plans for addressing new initiatives;
- publishing newsletters; and
- continuing work with the Youth Committee and Student Council.

Addressing the second objective of developing a Community Strategic Plan presented somewhat of a challenge for the Lutsel K'e Interagency. Although community consultations took place, and community ideas and concerns were gathered to assist with the development of the Strategic Plan, the consultant hired to address this objective only completed a Strategic Planning Interim Report. Follow up was attempted with the contractor, but no progress was made in terms of getting the Plan finalized and implemented prior to March 31, 2006. As a result, the members of the Interagency continue discussions on how best to move forward with regards to the Strategic Plan, but minimal progress has been made to date.

The third objective of delivering an On-The-Land Wellness/Education Program is where the Lutsel K'e Interagency revealed its greatest achievements, and addressed its biggest challenges. In addressing this objective, the Lutsel K'e Interagency spear-headed the development of a Bush School, which employed two traditional elder instructors; one counsellor on loan from Lutsel K'e Health and Social Services; and an academic instructor from the school. Students were selected according to pre-determined criteria that included parental support, health check-ups, First Aid training, and the extent to which certain youth needed more support both socially and academically.

The logistics of both developing and implementing the Bush School however, presented many challenges for the Interagency. Those challenges had much to do with the fact that the Bush School was conducted during the winter months and included:

- winterizing the cabins (i.e. insulating stove pipes);
- having separate charters for materials and supplies;
- funding for a counsellor salary that was not originally identified;
- needing to bring in skidoos by helicopter due to insufficient ice conditions on the lakes;
- difficulty in getting supplies out to camp due to weather and ice conditions;
- inability to set up satellite equipment due to costs; and
- the need to move the camp down the shore due to early spring conditions.

Despite these challenges, however, both staff and parents noted a changes among the youth who attended the Bush School in terms of attitude and reduction of negative behaviours. Moreover, based on the experience of the 2004/2005 Bush School, a short term Bush School is being planned for March 2006.

Due to the fact that no outcome data was provided by the Lutsel K'e SACD Project at the time of writing this report, the extent to which participation levels, coordination, and collaboration increased among the Interagency is not known.

Norman Wells Breaking Down Barriers to Working Together (Norman Wells SACD Project)

The objectives listed for the Norman Wells SACD Project were as follows:

- Provide youth with a forum to increase their knowledge in social issues;
- Provide parents and guardians a forum to increase their knowledge and skills in issues related to parenting youth and adolescents; and
- Build the capacity of Sahtu communities outside of Norman Wells to provide forums on social issues and issues related to parenting youth and adolescents.

Based on the review of year-end information provided,^{xxii,xxiii} it is evident that the Norman Wells Breaking Down Barriers Project was successful in achieving all of its objectives; albeit with challenges in fully achieving its third objective.

A series of workshops were conducted to fulfill the first objective. A review of the evaluation data from those workshops shows that approximately 95% of the youth who attended reported that the workshops raised their awareness of social issues.¹⁷ Some of the workshops included:

¹⁷ Sandra Guzwell. *Norman Wells Breaking Down the Barriers to Working Together Project Performance Measurement Data 2004-2005*. Town of Norman Wells, April 2005.

issues surrounding bullying, safe sexual practices, improving self esteem, family violence awareness, parenting for prevention, and healthy lifestyles.

A series of 12 social issues manuals was developed to address the second objective. The series included manuals on: Communication; Mind Altering Drugs; Violence Awareness; Self-esteem; Sexually Transmitted Infections (STI's) and Germs; Health and Fitness (in 2 parts); Parenting Skills; Life Skills; Education; Respect; and Cultural Awareness. The manuals have self-contained lesson plans that can be used by teachers, counsellors, nurses, RCMP, social workers to educate youth about healthy lifestyles. Although these manuals were distributed to all of the schools throughout the Sahtu region, the resignation of the Project Coordinator meant that the Train-The-Trainer sessions that were to be conducted were not undertaken (i.e. those sessions were to ensure usage of the manuals by skilled instructors). As a result, the achievement of the third objective only occurred to the extent that these manuals were delivered throughout the region.

Outcome data related to the 12 social issues manuals and their implementation could only be retrieved anecdotally at the time of writing this report. Through this data, the Norman Wells SACD Project was credited with decreasing the youth crime rate in the Town (i.e. every hour that youth are at the Youth Centre they are not out on the streets getting into trouble). Additionally, the Town indicated that this SACD Project was so successful that it is continuing to fund it from its own resources.

Fort Providence Health and Wellness Workshops (Fort Providence SACD Project)

The objectives listed for the Fort Providence SACDP were as follows:

- Coordinating resources to work together;
- Provide the community with a forum to increase their knowledge in health and wellness issues; and
- Provide training opportunities for interested community members.

Based on the review of year-end information provided,^{xxiv,xxv} it is evident that the Fort Providence Health and Wellness Workshops Project was successful in achieving all of its objectives.

The Fort Providence Interagency Committee was formed with participation from the Friendship Centre, the School, Health and Social Services, the Justice Committee, the Band, the Métis Local, and the RCMP. Although some organizations are able to attend/participate more fully than others, the existence of the committee points to the success in achieving the first objective. The committee continues to meet regularly.

The committee developed a Community Wellness Plan as part of fulfilling objective two. The plan had input from community stakeholders as well as the general public, and is posted at the Friendship Centre for everyone to see.

In order to fulfill objective three, the project funded a series of workshops. These included: Cultural/On-The-Land Programs for Elders and Youth; Healing From Loss and Grief Workshops; Rites of Passage Camps; Traditional and Spiritual Healing; and Managing Stress and Adapting to Change. All of the workshops were well attended, with a core group of community members (between 10- and 20) participating in all of the workshops.

Anecdotal outcome data related to the achievement of these objectives indicated increased cooperation amongst organizations as they work together to achieve common goals.

Yellowknives Dene Health and Wellness Workshops (Yellowknife/Dettah/N'dilo SADC Project)

The objectives listed for the Yellowknives Dene SADC Project were as follows:

- To provide cultural and traditional alcohol/drug free activities for families;
- To improve life and social skills of the community; and
- To enhance self and cultural identity.

Based on the review of year-end information provided,^{xxvi,xxvii} it is evident that the Yellowknives Dene Health and Wellness Workshops Project was successful in achieving its objectives; albeit with some challenges faced in terms of enhancing self and cultural identity.

The project provided a number of cultural and traditional alcohol and drug free activities for families in the community. These included: On-The-Land Camps and Youth Talking Circles (which were held weekly in both Dettah and N'dilo – and both which had regular attendees of approximately 20 youth). These activities highlight the success of the first objective.

A counselling program for both youth and adults was also offered as part of the project (to fulfill the second objective). These sessions were important in that they have educated the youth – who now know that they have a safe place to go in times of trouble. The sessions with adults have focused on the impacts and stresses of rotational work on families.

Project coordinators had intended to use a series of workshops to enhance self and cultural identity (to satisfy the third objective). Although that series did not materialize, guest speakers (including George Chuallo) gave presentations on healthy lifestyle choices. All of the presentations were well attended.

Due to the fact that no outcome data was provided by the Yellowknife/N'dilo/Dettah SADC Project at the time of writing this report, the extent to which youth increased their cultural and traditional skills, and their ability to solve problems, is not known.

SQ2a How successful has the Initiative been in bringing government and non-government groups together to talk about how they can work together?

Throughout the Initiative's timeframe, the GNWT has facilitated bringing government and non-government groups together to talk about how they can work together. When the Request for Proposals was issued for the SADC Projects Initiative, many of the initial contacts with the

DHSS (as the Initiative lead) requested further clarification and instruction on how to develop and prepare proposals to access funding for the Initiative.^{xxviii} In an effort to facilitate the process, the DHSS contracted a Community Support Team to be available to communities to assist them in the development and preparation of proposals. The assistance ranged from phone calls, emails, and teleconferencing, to community meetings and workshops. As the Community Support Team's partnership consisted of the NWT Literacy Council, the Status of Women Council of the NWT, and the YWCA of Yellowknife, it is evident that the GNWT (via DHSS) was making the initial steps towards getting government and non-government groups to work together.

During the implementation of the SACD Projects Initiative, the DHSS again assisted this process in bringing government and non-government groups to work together when the Coordinator of the SACD Projects (the Evaluation Specialist of DHSS) travelled to each community in February 2004 and again in February 2005. These sites visits were two fold: (1) to assist the SACD Projects with their evaluation requirements, and (2) to provide community support and consultation where required.

As well, at the SACD Project Coordinators Annual Meeting was held toward the end of each fiscal year (February 2004 and 2005, and December 2005) in order to provide an opportunity for the SACD Project coordinators to share what had worked well or not worked well (in their respective communities) in finding ways to work together. Moreover, with the Annual Meeting held in Yellowknife in February 2005, the DHSS SACD Projects Coordinator utilized the time to provide the individual SACD Project Coordinators with a breadth of information to help with the third and final year of implementation. In doing so, GNWT representatives of five different Departments were requested to present information that could be useful to the coordinators during the third year of implementation. Presenters and their respective topics included:

1. Family Violence Legislation – presented by Janice Laycock of the Department of Justice;
2. Healthy Living Information – presented by Ian Legaree of the Department of Municipal and Community Affairs;
3. Early Childhood Development Information – presented by Gillian Moir and Pamela Petten of the Department of Education, Culture, and Employment;
4. Homelessness information – presented by Gay Kennedy of the Department of Health and Social Services; and
5. Community Profiles and Social Indicators information – presented by David Stewart of the NWT Bureau of Statistics.

The views of project stakeholders likewise supports the assertion that the Initiative was successful in bringing government and non-government groups together to talk about how they

can work together. Table 5.1 shows that a majority of survey respondents (76%; N = 41)¹⁸ indicated that their SACD Projects were either successful or very successful in this process.

Table 5.1: Bringing Groups Together

	Frequency	Percent
Very Successful	15	27.8
Successful	26	48.1
Neither Successful or Unsuccessful	9	16.7
Unsuccessful	3	5.6
Very Unsuccessful	1	1.9
Total	54	100.0

SQ2b How successful has the Initiative been in working together to take action with priority community health and wellness issues?

Table 5.2 shows that a majority of survey respondents (89%; N = 48) indicated that their SACD Projects were either successful or very successful in working together to take action with priority community health and wellness issues.

Table 5.2: Take Action with Community Issues

	Frequency	Percent
Very Successful	16	29.6
Successful	32	59.3
Neither Successful or Unsuccessful	5	9.3
Unsuccessful	1	1.9
Total	54	100.0

SQ2c How successful has the Initiative been in working together to implement activities for priority community health and wellness issues?

Table 5.3 shows that a majority of survey respondents (87%; N = 47) indicated that their SACD Projects were either successful or very successful in working together to implement activities for priority community health and wellness issues.

¹⁸ N = number of survey respondents

Table 5.3: Implement Community Health and Wellness Issues

	Frequency	Percent
Very Successful	14	25.9
Successful	33	61.1
Neither Successful or Unsuccessful	4	7.4
Unsuccessful	3	5.6
Total	54	100.0

SQ2d How successful has the Initiative been in addressing health and wellness issues?

Table 5.4 shows that a majority of respondents to the survey (85%; N = 45) indicated that their Projects were either successful or very successful in addressing health and wellness issues.

Table 5.4: Addressing Health and Wellness Issues

	Frequency	Percent
Very Successful	16	29.6
Successful	29	53.7
Neither Successful or Unsuccessful	9	16.7
Total	54	100.0

SQ2e How successful has the Initiative been in removing barriers to working together?

Table 5.5 shows that a majority of survey respondents (75%; N = 41) indicated that their SACD Projects were either successful or very successful overall in contributing to removing barriers to working together.

Table 5.5: Removing Barriers to Working Together

	Frequency	Percent
Very Successful	24	44.4
Successful	17	31.5
Neither Successful or Unsuccessful	10	18.5
Unsuccessful	3	5.6
Total	54	100.0

SQ3a Has the Initiative contributed to a better understanding of the health and wellness issues inside the communities?

Table 5.6 shows that a majority of survey respondents (87%; N = 45) indicated that their SACD Projects were either successful or very successful in contributing to a better understanding of health and wellness issues inside the communities.

Table 5.6: Contributing to a Better Understanding

	Frequency	Valid Percent
Very Successful	13	25.0
Successful	32	61.5
Neither Successful or Unsuccessful	6	11.5
Unsuccessful	1	1.9
Total	52	100.0

SQ3b. Has the Initiative contributed to a better understanding of the health and wellness issues inside the Territories?

It is unclear whether the Initiative was successful in contributing to a better understanding of the health and wellness issues across the NWT. All of the GNWT stakeholders indicated that it was difficult to assess this aspect of the impact of the Initiative. As one respondent noted:

It is difficult to answer this question, due to significant differences between projects and the disbanding of the Inter-Departmental Working Group (after May 2004).

SQ4. Were there any unexpected impacts of the Initiative (both positive and negative)?

Stakeholders from five of the eight projects noted that there were unexpected outcomes from their SACD Projects. Some of these include:

- having someone in a paid position (i.e. Interagency Coordinator or similar position) allowed for much improved communication amongst organizations – that one person acted as a resource for many different stakeholders;
- the networking opportunities provided by cooperative Interagency work was an unexpected positive outcome; and
- the success of many of the traditional and cultural activities has brought an increased interest in those traditional and cultural activities (i.e. community members want more of these types of activities).

SQ5. Regarding implementation of the Initiative, what worked well and what didn't (i.e. coordination, partnerships, communication, reporting, funding, other, etc.)

Stakeholders identified a number of areas that either worked well or could use improvement. These included:

Coordination

All of the SACD Projects noted that having paid Project Coordinators was extremely beneficial. Having that dedicated resource allowed the projects to flourish (i.e. projects that had previously tried to operate unsuccessfully with volunteers could now move forward). As one survey respondent noted:

It was a welcomed project – the Interagency was attempted without funding, but nothing came from it; then this funding came and allowed us to formalize the ideas to develop the Interagency.

Setting times for regular Interagency meetings was also beneficial – and allowed the maximum participation from organizations within each community (i.e. everyone knew when the meetings were).

Partnerships

It was difficult to get every organization in every community onboard and therefore there was not total participation nor consensus on every issue. But overall, the projects did build new partnerships within each community - as well as strengthen those partnerships that existed before the SACDP funding.

Communication

Overall, communication improved in the communities because of the SACDP Projects. However, there are still areas where communication could be improved – as often Interagency or community working group members would return to their home organizations and be so busy they could not properly share their information.

Reporting

Stakeholders from half of the projects felt that the reporting requirements were too onerous and too complex. Specifically, collecting all of the data required under the RMAF OPMS was too much work, and some of it simply did not get collected.

Funding

Stakeholders from all of the projects felt that the funding was appreciated and allowed them to undertake meaningful work. They especially appreciated the multi-year funding approach taken by the SACD Project Initiative – as it allowed them to plan for the future without having to write a proposal every year to secure funding.

However, stakeholders from many SACD Projects felt that the financial requirements were too strict (i.e. there were cases where community stakeholders wanted to spend funding on certain activities and were told they could not).

Community Capacity

The inability to hire staff for some SACD Projects (coupled with staff turnover) seriously impacted the success of some projects in a negative way. Turnover hindered both the coordination and communication aspects (outlined above), as well as the ability of some individual projects to sustain the momentum they had developed.

Person Dependent

Stakeholders from half of the SACD Projects felt that the success of their project was due to the skills, abilities, and dedication of the person hired as the Project Coordinator. SACD Projects that were led by well skilled coordinators seemed to be most successful, while projects with coordinators with lesser abilities struggled.

5.3 Cost-effectiveness

CEQ1a. Did the Initiative stay within budget?

The financial information provided by the DHSS indicates that all eight of the SACD Projects remained within budget. As there were no allowances provided by the Department for carry-over of unspent funding from year to year, there were also no allowances to pay for expenditures above and beyond what was originally in each SACD Project proposal budget. As a result, two of the eight Projects stayed within their budget by spending the full amount (Fort Providence and Wha Ti), while the other six SACD Projects spent less than their budget. Table 5.7 provides a detailed account of the spending levels of each Project over the three-year implementation period between 2003/2004 to 2005/2006.

Table 5.7: SACD Projects Spending Levels

	2003/2004		2004/2005		2005/2006		3-year Total	
	\$ Released ¹⁹	\$ Expended	\$ Released	\$ Expended	\$ Released	\$ Expended ²⁰	\$ Released	\$ Expended
Inuvik	\$105,000.00	\$98,808.83	\$100,000.00	\$99,470.39	\$100,000.00		\$305,000.00	\$198,279.22
Fort McPherson	\$105,000.00	\$76,099.98	\$100,000.00	\$95,586.60	\$50,000.00		\$255,000.00	\$171,686.58
Tsiigehtchic	\$105,000.00	\$105,000.00	\$100,000.00	\$69,809.90	\$50,000.00		\$255,000.00	\$174,809.90
Wha Ti	\$105,000.00	\$105,000.00	\$100,000.00	\$100,000.00	\$50,000.00		\$255,000.00	\$205,000.00
Lutsel K'e	\$105,000.00	\$62,192.28	\$100,000.00	\$100,000.00	\$100,000.00		\$305,000.00	\$162,192.28
Norman Wells	\$105,000.00	\$80,012.15	\$100,000.00	\$100,000.00	\$50,000.00		\$255,000.00	\$180,012.15
Fort Providence	\$105,000.00	\$105,000.00	\$100,000.00	\$100,000.00	\$100,000.00		\$305,000.00	\$205,000.00
YK/N'dilo/Dettah	\$105,000.00	\$70,123.77	\$100,000.00	\$71,034.00	\$100,000.00		\$305,000.00	\$141,157.77

The financial information provided by the Department also indicated that the SACDP Initiative as a whole stayed within budget. Moreover, where it was recognized that the Community Coordination and Annual Meeting were being administered within the Department, through the position of the Evaluation Specialist, the budget for those items were cut in 2005/2006. Please see Table 5.8 for a detailed account of the spending levels of the entire SACDP Initiative from 2003/2005 – 2005/2006.

¹⁹ At the beginning of each Fiscal Year SACDP was flowed \$500,000 of their \$100,000 budget in good faith. The second instalment of \$50,000 was sent upon receipt of financial and activity reporting identifying that they expended their first \$50,000.

²⁰ At the time of writing this report, actual funding spent was not known for 2005/2006.

Table 5.8: SACD Projects Initiative Spending Levels

	2003/2004		2004/2005		2005/2006		3-year Total	
	\$ Budget	\$ Expended	\$ Budget	\$ Expended	\$ Budget	\$ Expended	\$ Budget	\$ Expended ²¹
8 SACD Projects	840,000.00	836,750.00	800,000.00	735,900.89	800,000.00	600,000.00 ²²	2,440,000.00	2,038,137.90
Community Support/ Annual Meeting	100,000.00	85,283.00	100,000.00	18,954.00	0.00	0.00	200,000.00	104,237.00
Evaluation	50,000.00	13,457.00	50,000.00	4,362.00	95,000.00	95,000.00	195,000.00	112,819.00
Total Expenditures	990,000.00	935,490.00	950,000.00	759,216.89	695,000.00	600,000.00	2,835,000.00	2,255,193.90

CEQ1b. Could the Initiative exist with less money? If yes, how so? If not, why not?

Based on a review of the overall 3-year funding of the SACD Projects individually, it is evident that the projects could have existed with less money than they received. Even if each project expends its total amount of funding for 2005/2006, the SACD Projects would only have spent \$2.03M of the \$2.59M budgeted to them from 2003/2004 – 2005/2006 (which is a surplus of over \$550K).

Furthermore, a review of the overall 3-year expenditures of the SACDP Initiative as a whole also indicated that the Initiative could have existed with less money than received. Much like the individual projects, even if the Initiative expended all of its funding for 2005/2006, the Initiative overall would have only spent \$2.3 of their \$2.8 budgeted to it from 2003/2004 – 2005/2006 (which is a surplus just under \$500K).

Please see Tables 5.9 and 5.10 for a detailed account of the total expenditures for the SACD Projects and the Initiative as a whole.

Table 5.9: SACD Projects Total 3-Year Expenditures

	2003/2004		2004/2005		2005/2006		3-year Total	
	\$ Budget	\$ Expended	\$ Budget	\$ Expended	\$ Budget	\$ Expended ²³	\$ Budget	\$ Expended ²⁴
Total Expenditures	840,000.00	836,750.00	800,000.00	735,900.89	800,000.00	600,000.00	2,440,000.00	2,038,137.90

²¹ The actual amount expended for 2005/2006 was not known at time of writing this report. However, it is known that \$600,000 of that budget was flowed to the SACD Projects in 2005/2006.

²² The actual amount expended for 2005/2006 was not known at time of writing this report. However, it is known that \$600,000 of that budget was flowed to the SACD Projects in 2005/2006.

²³ The actual amount expended for 2005/2006 was not known at time of writing this report. However, it is known that \$600,000 of that budget was flowed to the SACD Projects in 2005/2006.

²⁴ The actual amount expended for 2005/2006 was not known at time of writing this report. However, it is known that \$600,000 of that budget was flowed to the SACD Projects in 2005/2006.

Table 5.10: SACDP Initiative Total 3-Year Expenditures

	2003/2004		2004/2005		2005/2006		3-year Total	
	\$ Budget	\$ Expended	\$ Budget	\$ Expended	\$ Budget	\$ Expended ²⁵	\$ Budget	\$ Expended ²⁶
Total Expenditures	\$990,000.00	935,490.00	950,000.00	759,216.89	695,000.00	\$600,000.00	2,835,000.00	2,255,193.90

In terms of fully analysing whether or not the Initiative could have existed with less money, it is important to take into consideration its timelines. Although the Initiative was set up to be a 3-years in length, a review of the funding agreements signed between the DHSS and the eight project sponsors indicate that all contracts were in fact only effective for the period July 14, 2003 to March 31, 2006 – a period of approximately four months shy of the original 3-year time frame.

Moreover, by the time the contracts were signed and the funding was distributed, start dates of the SACD Projects were also later than anticipated (ranging as early as September 26, 2003 and as late as December 04, 2003).^{xxix} On the basis of a 3-Year Initiative, this therefore meant that the SACD Projects missed out on the opportunity to have an extra nine to 11 months for implementation.

CEQ2 If given alternatives, was implementing the Initiative through three-year multi-year funding the most cost-effectiveness way to achieve the objectives? If no, what alternatives would have been more effective?

The consensus among the GNWT stakeholders was that multi-year funding was definitely a cost-effective way to achieve the SACD Projects Initiative objectives. Similarly, the majority of the individual SACD Project stakeholder groups agreed that multi-year funding was instrumental in allowing them to achieve their objectives to the extent that they were able to do so.

However, a common theme that was revealed in the SACD Project stakeholder focus groups was that five year multi-year funding rather than three year multi-year funding would have been a more cost-effective approach. For most SACD Projects, the three-year multi funding period was not long enough: in Year One, the projects spent their time finding the appropriate mechanism to work together; in Year Two, projects were beginning to develop planning tools such as strategies and initiatives; and in Year Three, they were only then able to start to implement activities. Also, it was felt that more time was needed to allow more outcome data to be collected. As one survey respondent emphasized:

²⁵ The actual amount expended for 2005/2006 was not known at time of writing this report. However, it is known that \$600,000 of that budget was flowed to the SACD Projects in 2005/2006.

²⁶ The actual amount expended for 2005/2006 was not known at time of writing this report. However, it is known that \$600,000 of that budget was flowed to the SACD Projects in 2005/2006.

(Multi-year funding) allows projects to look at programs that take more than one year to develop ... long term effects. Wellness takes a long time to see full results; it is not something that can be addressed in a short term.

As another respondent noted:

A five year funding period would allow for further funding opportunities/partnerships because activities would have been in full swing/implementation and other partnerships would be able to see the full potential of executed activities (i.e. allowing for planning related to the Pipeline).

Another common theme among the SACD Project focus group stakeholders related to the administrative burden that multi-year funding prevents. Projects liked the fact that that they did not have to re-submit proposals every year to access the funding. As one survey respondent outlined:

Multi year funding works because it takes away from putting so much administrative time into a project; which takes away from its development.

CEQ3 Were eligibility criteria for individual projects funded under the Initiative applied properly?

For the most part, the eligibility criteria for individual projects funded under the Initiative were applied properly. Based on the minutes taken at the Social Agenda Proposal Review meeting dated June 19, 2003,^{xxx} 25 proposals were received in response to the Social Agenda funding availability. Seven of those proposals were deemed eligible for the funding based on the eligibility criteria set up in advance of the reviewing the proposals. These eligibility criteria required that the applicant must:

- Complete a proposal based on the requirements listed in the Request for Proposal and using the template provided; and
- Be a Not-for-Profit organization, a community government, or agency.

The seven proposals that met the eligibility criteria were then rated according to the following topics:

- Project Proposal – Background/Project Description; Goals and Objectives; and Expected Outcomes;
- Project Team/Partners;
- Methodology;
- Budget;
- Timelines; and
- Evaluation.

The Proposal Review meeting minutes identify that the selection committee agreed to a 60% pass mark based on this rating criterion. A review of the rating sheets on file however, reveal that only five of the seven proposals deemed eligible received the 60% pass mark. Moreover, the files only included rating sheets for seven of the eight projects that were officially funded. The meeting minutes also revealed that most proposals were not as fully developed as they could be and that when proposals were approved for funding, it would be important for the GNWT to provide assistance to the project sponsors in fully fleshing out their proposals (particularly in relation to evaluation and methodology).

In terms of the eight project receiving approval, a Financial Management Board Submission^{xxxvi} revealed that:

following the review of the budget approved for the SACD Projects Initiative, it was determined that sufficient funding was available to support an additional, eighth SACD Project.²⁷

CEQ4 Were the proper accounting and reporting procedures followed in the administration of the Initiative?

For the most part, the proper accounting and reporting procedures were followed in the administration of the Initiative. Accounting and reporting procedures were outlined in each of the Contribution Agreements signed between the DHSS and the sponsoring agencies of each SACDP. As a result, each of the SACD Projects were held to meeting both the reporting requirements and the accounting requirements in advance of any additional funding being released. For example, each year the SACD Projects were able to access \$100,000, of which the first \$50,000 was flowed to the sponsoring agencies in good faith. The second \$50,000 was only flowed to the SACD Projects based on both financial and activity reporting that identified where the first \$50,000 was expended.

The only reporting procedure that was not followed as required, related to the receipt of audited financial statements. Each year, these statements came in later than the Contribution Agreements required, often times not coming in until as late as 6 months after fiscal year end. Despite the length of time that it took to receive the statements, however, each Project did submit one according to the requirements for both 2003/2004 and 2004/2005.

Where non-expenditures or discrepancies in expenditures were revealed through the audit reports, the DHSS issued invoices back to the sponsoring agencies accordingly. As well, further funding was not flowed to the SACD Project until the invoice was cleared. This occurred only twice during the 3-year time frame of the Initiative - once in 2004,^{xxxii} and once in 2005.^{xxxiii}

²⁷ Continuation of Projects for Doing Our Part: the GNWT's Response to the Social Agenda: 2.
Evaluation of the SACD Projects Initiative

Section 6.0 Analysis and Recommendations

This section of the evaluation report analyses the findings provided in section 5.0 in order to determine the Initiative's successes and challenges. This section also contains recommendations so that the strengths of the SACD Projects Initiative can be reinforced, and problem areas identified (should similar initiatives be undertaken by the GNWT).

For the purposes of this evaluation, the successes and challenges of the SACD Projects Initiative are related back to the extent to which the Initiative was first, successful in achieving, relevance, success, and cost-effectiveness and second, able to achieve its three main objectives, as well as achieve its overall goal of removing barriers to working together. The findings detailed in section 5.0 are summarised here in section 6.1 to identify the level of achievement of relevance, success, and cost-effectiveness. The achievement of objective 1 is then described in section 6.2. As well, because objectives 2 and 3 are about first taking action, and then implementing that action, they are discussed together in section 6.3. The extent to which the overall goal was achieved is discussed in section 6.4. Recommendations related to the overall Initiative are discussed in section 6.5.

6.1 Relevance, Success, Cost-effectiveness

In terms of achieving relevance, overall, the Initiative was relevant and made sense:

- it responded to actual community and territorial social needs;
- it was (mostly) consistent with current government and community priorities;
- the Initiative's goal was clearly stated, relevant, and would not have been achieved without SACD Projects funding; and

However, due to its transitional nature, the Initiative should not continue beyond its original timeframe of 2003/04 to 2005/06.

The successfulness of the Initiative was identified in the following areas:

- for the most part, the eight individual projects were successful in achieving their stated outcomes;
- the Initiative was successful in:

- bringing government and non-government groups together to talk about how they can work together;
 - working together to take action with priority community health and wellness issues;
 - working together to implement activities for priority community health and wellness issues;
 - addressing health and wellness issues; and
 - removing barriers to working together.
- the Initiative was successful in contributing to a better understanding of the health and wellness issues inside the communities (although it was not possible to assess the impact of that success across the entire NWT);
 - the Initiative brought several unexpected positive outcomes:
 - increased communication within communities due to the Interagency Coordinators;
 - improved networking opportunities within communities as a result of increased agency collaboration; and
 - an increased interest in traditional and cultural activities.
 - overall, partnerships, coordination, and communication all improved within communities with SACD Projects; reporting and community capacity building remain areas where improvements could be made.

Cost-effectiveness of the Initiative was also achieved in the following areas:

- it stayed within budget (although it could have been undertaken with slightly less funding);
- multi-year funding was an appropriate approach to take (although the time period could have been extended to five years from three);
- for the most part, the eligibility criteria for individual projects funded under the Initiative were applied properly; and
- for the most part, the proper accounting and reporting procedures were followed in the administration of the Initiative.

6.2 Bringing government and non-government groups together to talk about how they can work together

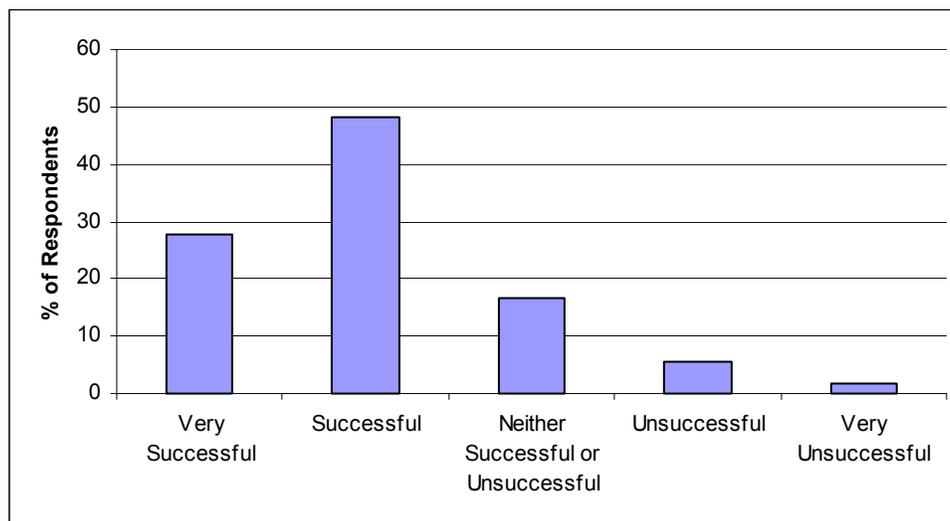
Overall, this objective was achieved. Key successes and challenges of that achievement are discussed below.

Successes

The main strength of the Initiative was that all eight SACD Projects were led by Coordinators – who were either hired specifically through Initiative funding, or who took on the role of Coordinator in addition to their already existent positions.

As well, six of the eight projects were supported by a formal Interagency or Committee. Often, these Interagency and/or Committee meetings were held at a regular time (usually once per month) which benefited each SACD Project in ensuring regular participation more so than if the meetings schedule was inconsistent. Where the other two SACD Projects did not have a formal Interagency or Committee, the Coordinators still made efforts to collaborate with other community groups. Yet, despite differences in approach to coordination, a majority of the stakeholders surveyed indicated that their SACD Projects were either successful (48%; N = 26) or very successful (28%; N = 15) in bringing government and non-government groups together to talk about how they can work together (see Figure 6.1 below).

Figure 6.1: Bringing Groups Together



Coordination at the DHSS level was also a key strength of the SACD Projects Initiative. Between ensuring that the communities were able to access a Community Support Team for assistance with proposal development for the Initiative in Year One; the SACD Project site visits that the DHSS Evaluation Specialist undertook in Years 1 and 2; and the SACD Project

Coordinators' Annual Meetings in Yellowknife, significant efforts were made to bring government and non-government agencies together. This was especially the case at the February 2005 SACDP Project Coordinator Annual Meeting where more of an inter-governmental approach was taken and five representatives from the GNWT departments presented topics that could assist the Project Coordinators in implementation of their projects in their final year.

A third and unexpected strength of the SACD Projects Initiative related to the networking opportunities that were provided to the various government and non-government groups by virtue of being part of the work related to the Initiative. As one respondent clearly pointed out:

(The Interagency) formed a support group outside that went beyond the Interagency and the office structure represented by each Interagency member.

Moreover, as another respondent noted:

Networking has allowed the members to be more in touch, more in tune with community priorities/events, etc., and learn more about what other people's jobs are about – ability to know who to partner with.

Challenges

Although overall communication increased as a result of the Initiative, it still presented a key challenge for many of the Projects individually (and the Initiative as a whole).

For the individual SACD Projects, this communication challenge was two-fold. On the one hand, some Interagency members felt that as useful as the Interagency was, when they returned back to their host organizations, there was little time to either share the information that was gained from the Interagency meetings, or help assist with Interagency tasks that needed to be completed. This related to the fact that most members were part of the Interagency on a volunteer basis; it was not a requirement of the member's host position to be part of the Interagency.

On the other hand, where Interagencies were formalized as a result of the SACD Projects Initiative funding, there was confusion among some of the members as to the actual function of the Interagency. In these cases, the Interagencies were originally formalized to determine how best to utilize the SACD Project funding, but as time progressed, the meetings became more about the individual membership on the Interagency, and that member's host position activities (rather than about the SACD Project funding and its activities). As one respondent noted:

The Social Agenda became part of Interagency meetings; Interagency did not result because of Social Agenda and therefore made for confusion among community members in terms of implementing the activities of Social Agenda.

A second challenge of the SACD Projects Initiative in bringing government and non-government groups to work together was the turnover that occurred in all but two of the SACD Projects. In some cases, this turnover related to the inability of some SACD Projects to be able to hire quality staff. In other cases, turnover related to SACD Projects not choosing to hire another Coordinator (either because of budgetary reasons, or because of timing – i.e. the time left for the SACD Project did not make it feasible to hire another Coordinator).

Related to this turnover at the SACD Project level was the turnover that occurred at the DHSS level as well. When resources and support were in place, coordination worked well, including at the Social Agenda Interdepartmental Working Group level. When the resources and support were no longer available, however, the SACD Projects Initiative no longer remained a priority, and the Social Agenda Interdepartmental Working Group stopped meeting. Although part of this re-prioritizing most likely was related to the change in government that took place in the Spring of 2004, much of it had to do with the fact that it was difficult for other GNWT departments and agencies to understand that the SACD Projects Initiative was a GNWT-wide Initiative, not just a DHSS Initiative. Therefore, when resources and support were no longer in place at the DHSS overall coordination of the SACD Projects Initiative suffered. As one respondent emphasized:

When the DHSS didn't 'own' it, coordination suffered.

6.3 Working together to take action with priority community health and wellness issues and Working together to implement priority community health and wellness initiatives

Overall, these two objective were achieved. Key successes and challenges of those achievements are discussed below.

Successes

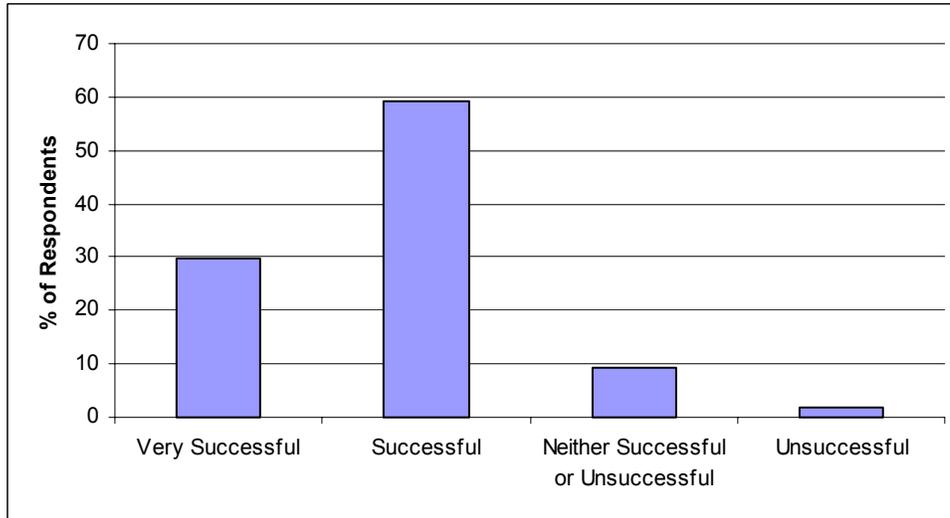
In addressing the second objective, SACD Project activities included the need for projects to work with the community to identify health and wellness priorities by way of (1) conducting a needs assessment, and (2) development of an action plan to address those needs.

Only half of the SACD Projects completed a needs assessment because to do so would have taken them away from the little time the projects had for implementation. The other half of the projects felt that they completed an assessment of their community health and wellness needs by virtue of completing the proposal for the SACD Projects Initiative funding.

In accomplishing the activity of developing an action plan, five of the eight SACD Projects completed this activity. The other three SACD Projects focused on the development and delivery of workshops to address the community needs they identified. Yet, despite differences in approach to taking action with identified health and wellness priorities, a majority of stakeholders surveyed indicated that their projects were either successful (59%; N = 32) or very

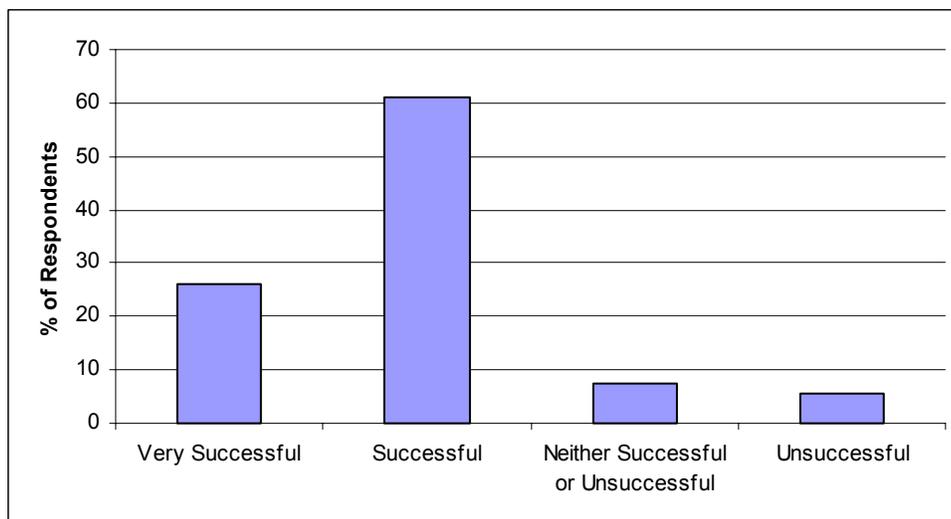
successful (30%; N = 16) in working together to take action with priority community health and wellness issues (see Figure 6.2 below).

Figure 6.2: Take Action with Community Issues



In terms of implementing those priority community health and wellness concerns (and achieving objective 3), each of the eight SACD Projects were able to achieve their stated objectives to varying degrees; two were able to fully achieve all of their objectives; four were able to achieve their objectives, but with some inherent challenges; and two SACD Projects were not able to achieve all of their objectives. Yet, despite the difference in the extent to which each SACD Project was able to achieve their objectives, a majority of stakeholders surveyed indicated that their projects were either successful (61%; N = 33) or very successful (26%; N = 14) in working together to implement activities for priority community health and wellness issues (see Figure 6.3 below).

Figure 6.3: Implement Community Health and Wellness Issues

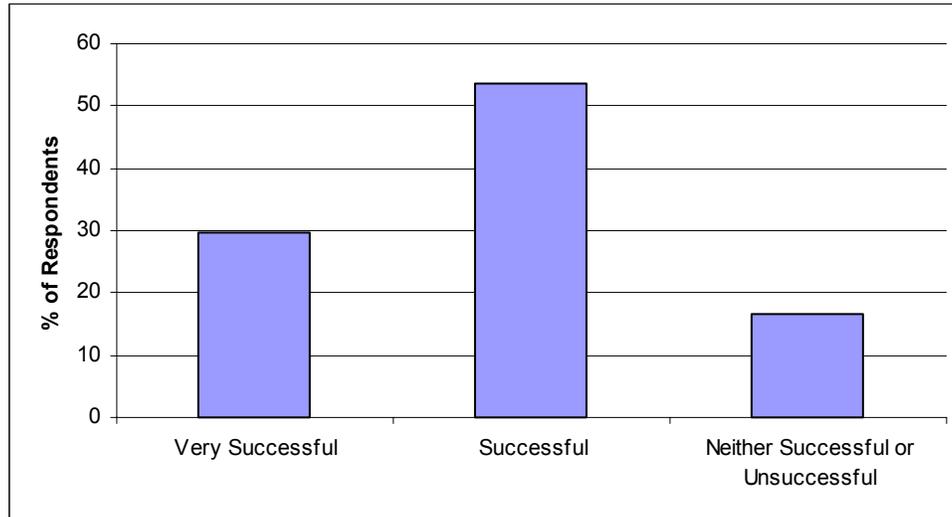


A key strength in taking action with priority community health and wellness issues and further implementing those actions issues were the skills and abilities of the Project Coordinators. As a result, for the six SACD Projects who had a Coordinator into the final year of implementation, those projects succeeded the most in terms of achieving their stated objectives. As one respondent emphasized,

The project was totally dependent on the skills/personality of (the Coordinator), who made it work.

A third strength in the achievement of these two objectives was that the SACD Projects assisted in increasing the awareness of the health and wellness issues. As identified by Figure 6.4, a majority of stakeholders surveyed indicated that their SACD Projects were either successful (54%; N = 29) or very successful (30%; N = 16) in addressing health and wellness issues.

Figure 6.4: Addressing Health and Wellness Issues



Moreover, taking and implementing action related to health and wellness issues in the smaller communities also increased the interest in traditional and cultural activities. As one respondent emphasized:

There is much more interest in the community to re-learn traditional teachings.

A final strength of the SACD Projects Initiative in both taking action and implementing priority community health and wellness issues was the multi-year funding that was provided to the SACD Projects. Providing the funding in a multi-year approach, rather than on an annual basis, saves the communities much angst in the development of a new proposal every year for the same project that they are continuing to implement and are fully aware that they will receive funding for. Moreover, the provision of multi-year funding allowed the SACD Projects specifically to plan for the future, and act more proactively than had they received the funding on an annual proposal-based basis. Some SACD Projects

were even able to utilize the multi-funding approach as leverage in being able to partner with other funding sources. As one respondent emphasized:

It was great to have this funding. It has allowed a lot of positive things to happen in the community. The multi-year funding allowed the project to progress and grow at a steady 'rate'. These are positive outcomes that hopefully will continue to blossom.

Challenges

The challenges faced by the SACD Projects in terms of taking action and then implementing those actions to address priority community health and wellness concerns, were similar to the strengths just outlined - but from a different perspective.

Just as the strength of the SACD Projects was dependent on the skills of the project coordinators, the same was true of the challenges each project faced. Where Coordinators had lesser abilities, those SACD Projects struggled in both action and implementation of addressing community health and wellness priorities. This was the case for two of the eight SACD Projects.

A second challenge faced by the SACD Projects in terms of addressing objectives 2 and 3, was the turnover that occurred in all but two of the SACD Projects. Where turnover occurred, there was an additional barrier to both coordination and communication for the SACD Projects. Ultimately these barriers led to negative impacts on the implementation of the stated objectives of each SACD Project, as well as on the ability to sustain momentum throughout implementation. As one respondent emphasized:

The major thing that didn't work well was finding qualified staff to fill the coordinators position. The project went through two coordinators in three years. Although the (project) tried to hire locally, the coordinators didn't really have the skills necessary to do an effective job.

A third challenge faced by the SACD Projects Initiative in terms of taking action to address priority health and wellness concerns and then implementing those actions, was multi-year funding. Although stakeholders from each SACD Project agreed that multi-year funding was an effective method, those same stakeholders also agreed that it was not long enough (that five-year multi-year funding would have been more appropriate). It was felt that through five-year funding, the SACD Projects would have had more time to further implement activities, and be provided the opportunity to develop more outcome data. As one respondent emphasized:

(Multi-year funding) allows for projects to look at programs that take more than one year to develop ... long term effects – such as wellness – take a long time to develop; it is not something that can be addressed in the short term.

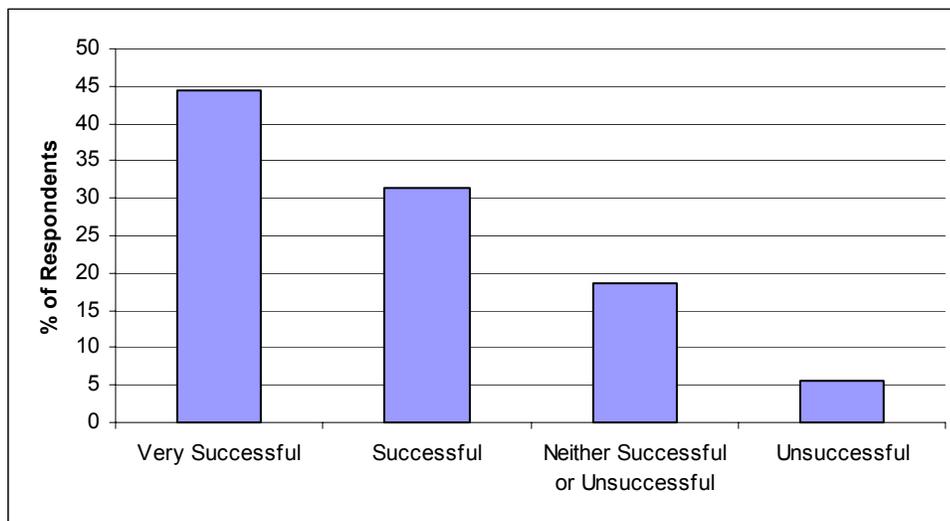
Moreover, some SACD Projects were challenged with the inability to carry funding over from one year to next. This was particularly true during Year 1, when the SACD Projects were expected to spend their full year's allocation even though Contribution Agreements were not signed until as early as September 2003 or as late as January 2004. As one respondent emphasized,

Allow for more flexibility re spending – especially in the first year. We didn't get the funding in the first year until September, then had to hire someone, then spend a whole year's worth of money in six months. If it's a three year project, allow the communities three years to spend it!

6.4 Removing barriers to working together

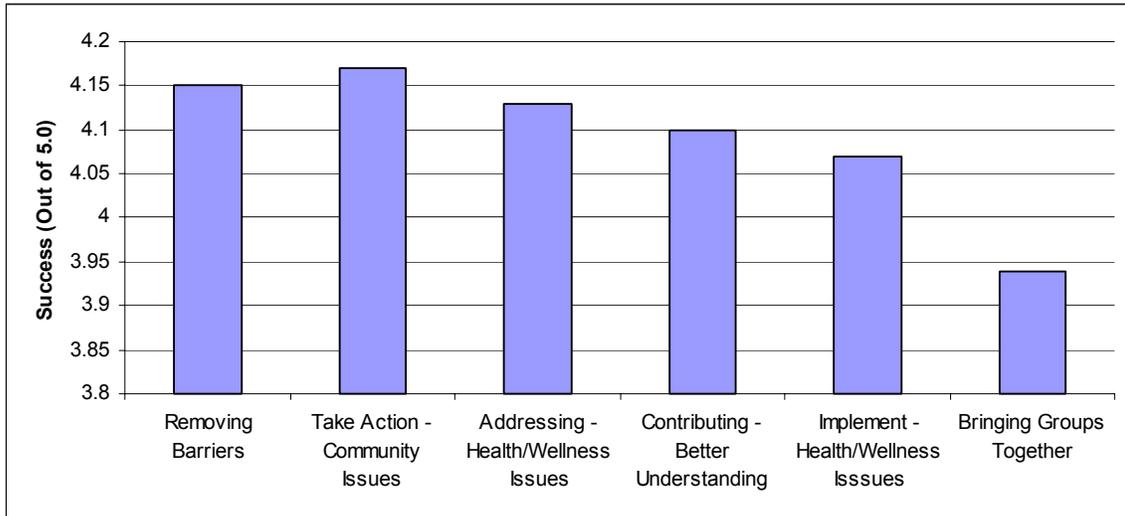
Overall, this goal was achieved. As noted above, the Initiative achieved all three of its objectives – all of which support its goal of removing barriers to working together. The views of stakeholders (both Interagency and GNWT) also support this assertion. Figure 6.5 shows that a majority of stakeholders surveyed indicated that their SACD Projects were either very successful (44%; N = 24) or successful (32%; N = 17) in removing barriers to working together.

Figure 6.5: Removing Barriers to Working Together



Further analysis of the survey data also confirms the achievement of the overall Initiative goal. Figure 6.6 shows a comparison between the various dimensions of success in achieving the goals and objectives of the Initiative.

Figure 6.6: Comparisons of the Various Dimensions of Success



Survey respondents felt that, overall, their projects were successful in contributing to removing barriers to working together - rating those projects an average or mean (M) of 4.15 out of a possible 5.00. Respondents indicated that projects were:

- most successful:
 - at working together to take action with priority community health and wellness issues (M = 4.17);
 - in addressing health and wellness issues (M = 4.13);
 - in contributing to a better understanding of the health and wellness issues inside the community (M = 4.10); and
 - in working together to implement activities priority for community health and wellness issues (M = 4.07).
- only slightly less successful in bringing government and non-government groups together to talk about how they can work together (M = 3.94).

Additionally, there were no statistically significant differences between the various dimensions of success (i.e. in other words, all dimensions were approximately equally successful).

6.5 Recommendations

As noted above, it is clear that the SACD Projects Initiative will not continue after March 31, 2006. These recommendations are provided only to highlight areas to consider should similar initiatives be undertaken by the GNWT.

1. Ensure that a GNWT Interdepartmental Working Group is established as part of the Initiative.
2. Commit GNWT resources to hire a GNWT Interdepartmental Working Group Coordinator such that GNWT resources and information can be enhanced between the GNWT and the communities in a one-window approach (particularly as it relates to GNWT Initiatives, programming, services, and resources that benefit communities).
3. Commit a budget for the GNWT Interdepartmental Working Group Coordinator so that - in the least - an annual GNWT Interagency Forum can be hosted. This will allow for the GNWT Interdepartmental Working Group and the Interagency Coordinators from each community to have an opportunity to learn from each other and share resources in a collaborative, face-to-face setting.
4. Commit GNWT resources to hire an Interagency Coordinator in each NWT Community such that the momentum to bring government and non-government agencies to work together continues (i.e. support an Interagency Model for program coordination). This funding should be provided through multi-year funding for a period no less than 5-years.
5. Ensure clear accountability, monitoring, and evaluation mechanisms are put into place such that objectives/activities are implemented according to the funding criteria and community Interagency Coordinators have the means to collect true outcome-related data.
6. Develop a mechanism to ensure continued communication amongst all stakeholders throughout the life-cycle of an Initiative – especially in regards to whether the Initiative is permanent or transitional in nature.

Section 7.0 Conclusion

Several conclusions can be drawn from this evaluation of the SACD Projects Initiative.

First, the Initiative was relevant and made sense: it responded to actual community and territorial social needs; it was (mostly) consistent with current government and community priorities; the Initiative's goal was clearly stated, relevant, and would not have been achieved without SACD Projects funding. However, due to its transitional nature, the Initiative should not continue beyond its original timeframe of 2003/04 to 2005/06.

Second, the Initiative was successful. The eight individual projects were successful (for the most part) in achieving their stated objectives. Overall, the Initiative was successful in:

- bringing government and non-government groups together to talk about how they can work together;
- working together to take action with priority community health and wellness issues;
- working together to implement activities for priority community health and wellness issues;
- addressing health and wellness issues; and
- contributing to a better understanding of the health and wellness issues inside the communities (although it was not possible to assess the impact of that success across the entire NWT).

Third, the Initiative was cost effective: it stayed within budget (although it could have been undertaken with slightly less funding); multi-year funding was an appropriate approach to take (although the time period could have been extended to five years from three); for the most part, the eligibility criteria for individual projects funded under the Initiative were applied properly; and for the most part, the proper accounting and reporting procedures were followed in the administration of the Initiative.

Specifically, it is apparent that the Initiative was instrumental in removing barriers to working together in the communities which implemented SACD Projects in the following ways:

- coordinators were hired to implement the SACD Projects;
- Interagencies were utilized as the mechanism for government and non-government groups to work together;
- coordination at the GNWT level improved ; and
- networking opportunities were increased at all levels.

- stakeholders found ways to take action to address community health and wellness priorities;
- stakeholders found means to implement actions to address the community health and wellness priorities; and
- multi-year funding was highlighted as an innovative funding model.

However, the success of the SACD Projects Initiative was impacted by two inter-related factors: coordination and staff turnover. Coordination was an issue at both at the project and the Departmental/Interdepartmental level. Where turnover occurred on either level, the projects (and the Initiative as whole) suffered by not being able to fully implement what was originally intended, in the way that it was intended. Moreover, where resources and support were no longer dedicated to the SACD Projects, either in terms of resignations of qualified Coordinators, or the resignation of the Coordinator at the Departmental level, the SACD Projects were again negatively impacted in their ability to achieve their objectives to the fullest extent possible.

It is anticipated however, that if the recommendations provided in this evaluation are adopted, then the Interagency Model used by the SACD Projects will serve as both a:

- positive step in sustaining the progress the SACD Projects already made in terms of finding means to get government and non-government groups to remove barriers to working together; and
- potential solution in getting government and non-government groups to remove barriers to working together.

As one respondent succinctly summarized:

The project had huge potential for bringing community agencies together and achieving a community project as a group, and we did accomplish that. But it's critical that we continue to focus on the Interagency Model of delivery of programs and services at (both) the community level and the GNWT level if they are going to look at helping us be more effective, cost-efficient, and avoid duplication. (They) should consider sustaining this type of project.

Appendix 1 SACD Projects Initiative Evaluation Strategy

<p>Project: Social Agenda Community Demonstration Projects (Initiative) Social Agenda goal: Remove barriers to working together</p>			
<p>Evaluation Issue: RELEVANCE (does the <i>Initiative</i> make sense?)</p>			
Evaluation Questions	Indicator	Data Source	Responsibility
<p>1. (a) Does the <i>Initiative</i> respond to an actual need?</p> <p>(b) What were the needs?</p> <p>(c) Have the needs changed? If so, does the <i>Initiative</i> meet the new needs?</p>	<p>Views of Project coordinators, Interagency members, DHSS stakeholders, and Social Agenda Interdepartmental Working Group members</p> <p>Review of background material</p>	<p>Project records and Direct feedback</p>	<p>DHSS/Final Evaluators</p>
<p>2. (a) Is the <i>Initiative</i> consistent with current government priorities?</p> <p>(b) Is the <i>Initiative</i> consistent with current community priorities?</p>	<p>(2a) Views of DHSS stakeholders, and Social Agenda Interdepartmental Working Group members</p> <p>(2b) Views of Project coordinators and Interagency members</p> <p>Review of background material</p>	<p>Project records and Direct feedback</p>	<p>DHSS/Final Evaluators</p>
<p>3. (a) Was the <i>Initiative's</i> goal clearly stated?</p> <p>(b) Was the <i>Initiative's</i> goal relevant?</p> <p>(c) Would the goal have been achieved without Social Agenda Funding?</p>	<p>Review of background material</p> <p>Views of Project coordinators, and Interagency members</p>	<p>Project records and Direct feedback</p>	<p>DHSS/Final Evaluators</p>
<p>4. Should the <i>Initiative</i> continue beyond the three-year funding period? Why or why not?</p>	<p>Views of the Project coordinators, Interagency members, DHSS stakeholders, and Social Agenda Interdepartmental Working Group members</p>	<p>Direct feedback</p>	<p>Final Evaluators</p>

Project: Social Agenda Community Demonstration Projects (Initiative) Social Agenda goal: Remove barriers to working together			
Evaluation Issue: Success (What has happened as a result of the <i>Initiative</i> ? Has the <i>Initiative</i> achieved what was expected?)			
Evaluation Questions	Indicator	Data Source	Responsibility
1. How successful have the individual community demonstration Projects been in achieving their stated objectives?	<i>Initiative</i> PMS output and outcome data	Project records	Project Coordinators
2. How successful has the <i>Initiative</i> been in: (a) bringing government and non-government groups to talk about how they can work together? (b) working together to take action with priority community health and wellness issues? (c) working together to implement activities for priority community health and wellness issues (d) addressing health and wellness issues? (e) removing barriers to working together?	Views of the Project coordinators, Interagency members (for all questions), DHSS Stakeholders, and Social Agenda Interdepartmental Working Group members (for a, b, and e only)	Direct Feedback	Final Evaluators
3. (a) Has the <i>Initiative</i> contributed to a better understanding of the health and wellness issues inside the communities? (b) Inside the territories?	(3a) Views of the Project coordinators and Interagency members (3b) Views of the DHSS Stakeholders and Social Agenda Interdepartmental Working Group members	Direct feedback	Final Evaluators
4. Were there any unexpected impacts of the <i>Initiative</i> (both positive and negative)?	Views of Project coordinators, Interagency members	Direct feedback	Final Evaluators
5. Regarding implementation of the 8 Projects, what worked well and what didn't (i.e. coordination, partnerships, communication, reporting, funding, other, etc.)	Views of Project coordinators, Interagency members, DHSS stakeholders, and Social Agenda Interdepartmental Working Group members	Direct Feedback	Final Evaluators

<p>Project: Social Agenda Community Demonstration Projects (Initiative) Social Agenda goal: Remove barriers to working together</p>			
<p>Evaluation Issue: Cost-effectiveness (Given alternatives, was the <i>Initiative</i> the most cost-effective way to remove barriers to working together?)</p>			
Evaluation Questions	Indicator	Data Source	Responsibility
<p>1. (a) Did the <i>Initiative</i> stay within budget?</p> <p>(b) Could the <i>Initiative</i> exist with less money? If yes, how? If not, why not?</p>	<p>1. (a) % of community demonstration Projects that remained within budget</p> <p>(b) Spending level records among each of the community demonstration Projects</p>	Project records	DHSS/Final Evaluators
<p>2. If given alternatives, was implementing the <i>Initiative</i> through three-year multi-year funding the most cost-effective way to achieve the objectives? If no, what alternatives would have been more effective?</p>	Views of Project coordinators, Interagency members, DHSS stakeholders, and Social Agenda Interdepartmental Working Group members	Direct feedback	Final Evaluators
<p>3. Were eligibility criteria for individual Projects funded under the Initiative applied properly?</p>	% of Projects that met Initiative eligibility requirements	Project records	DHSS/Final Evaluators
<p>4. Were the proper accounting and reporting procedures followed in the administration of the <i>Initiative</i>?</p>	% of Projects that met reporting requirement on time	Project records	DHSS/Final Evaluators

Appendix 2 GNWT Stakeholder Focus Group Questions

Social Agenda Community Demonstration Projects Evaluation

Stakeholder Focus Group Questions

2006

Relevance Questions

1. a. Did the Social Agenda Community Demonstration Project Initiative respond to an actual need?
b. What were those needs?
2. a. During the implementation of the Social Agenda Community Demonstration Project Initiative, did the needs it responded to change?
b. If so, does the Initiative meet those new needs?
3. Is the Social Agenda Community Demonstration Project Initiative consistent with current government priorities?
4. a. Was the *Initiative's* goal clearly stated?
b. Was the *Initiative's* goal relevant?
c. Would the goal have been achieved without Social Agenda Funding?
5. a. In your opinion, should the Social Agenda Community Demonstration Project Initiative continue beyond the three-year funding period (March 31, 2006)?
b. Why or why not?

Success Questions

1. Regarding the Social Agenda Community Demonstration Project Initiative overall, what worked well and what didn't work well?
 - a. Coordination
 - b. Partnerships
 - c. Communication
 - d. Reporting
 - e. Funding
 - f. Other

2. Were there any unexpected impacts of the *Initiative* (both positive and negative)?

Note: for other measures of success, refer to the short survey.

Cost-effectiveness Question

1. a. If given alternatives, was implementing the Social Agenda Community Demonstration Project Initiative through three-year multi-year funding the most cost-effective way to achieve the objectives of bringing government and non-government groups to work together to address priority community health and wellness issues?
 - b. If no, what alternatives would have been more effective?

Closing Question

1. In closing, would you like to add any further comments about the Social Agenda Community Demonstration Project Initiative that we should include in the evaluation?

Appendix 3 GNWT Stakeholder Survey Questions

Social Agenda Community Demonstration Projects Evaluation

Stakeholder Survey

2006

1. How successful has the Social Agenda Community Demonstration Initiative been in:

	Very Successful	Successful	Neither Successful or Unsuccessful	Unsuccessful	Very Unsuccessful
(a) bringing government and non-government groups together to talk about how they can work together?	5	4	3	2	1
(b) working together to take action with priority community health and wellness issues?	5	4	3	2	1
(c) working together to implement activities for priority community health and wellness issues?	5	4	3	2	1
(d) addressing health and wellness issues?	5	4	3	2	1
(e) contributing to a better understanding of the health and wellness issues inside the NWT?	5	4	3	2	1
(f) overall, in contributing to removing barriers to working together?	5	4	3	2	1

Closing Question

2. In closing, would you like to add any further comments about the Social Agenda Community Demonstration Project Initiative that we should include in our evaluation?

Thank you ☺

Thank you for taking the time to answer our questions. Your responses will assist in determining the effectiveness of utilizing the Social Agenda Community Demonstrations Project Initiative as a means to remove barriers to working together.

Appendix 4 Interagency Focus Group Questions

Social Agenda Community Demonstration Projects Evaluation

Coordinator/Interagency Focus Group Questions 2006

Relevance Questions

1. a. Did the Social Agenda Community Demonstration Project in your community respond to an actual need?
 - b. What were those needs?

2. a. During the implementation of the Social Agenda Community Demonstration Project in your community, did the needs it responded to change?
 - b. If so, does the Project meet those new needs?

3. Is the Social Agenda Community Demonstration Project in your community consistent with current community priorities?

4. a. Was the *Project's* goal clearly stated?
 - b. Was the *Project's* goal relevant?
 - c. Would the goal have been achieved without Social Agenda Funding?

5. a. In your opinion, should the Social Agenda Community Demonstration Project in your community continue beyond the three-year funding period (March 31, 2006)?
 - b. Why or why not?

Success Questions

1. Regarding the Social Agenda Community Demonstration Project in your community overall, what worked well and what didn't work well?
 - g. Coordination
 - h. Partnerships
 - i. Communication
 - j. Reporting
 - k. Funding
 - l. Other
2. Were there any unexpected impacts of the *Project* (both positive and negative)?

Note: for other measures of success, refer to the short survey.

Cost-effectiveness Question

1. a. If given alternatives, was implementing the Social Agenda Community Demonstration Project in your community through three-year multi-year funding the most cost-effective way to achieve the objectives of bringing government and non-government groups to work together to address priority community health and wellness issues?
 - b. If no, what alternatives would have been more effective?

Closing Question

1. In closing, would you like to add any further comments about the Social Agenda Community Demonstration Project in your community that we should include in the evaluation?

Appendix 5 Interagency Survey Questions

Social Agenda Community Demonstration Projects Evaluation

Coordinator's/Interagency Survey 2006

1. How successful has the Social Agenda Community Demonstration Project in your community been in:

	Very Successful	Successful	Neither Successful or Unsuccessful	Unsuccessful	Very Unsuccessful
(a) bringing government and non-government groups together to talk about how they can work together?	5	4	3	2	1
(b) working together to take action with priority community health and wellness issues?	5	4	3	2	1
(c) working together to implement activities for priority community health and wellness issues?	5	4	3	2	1
(d) addressing health and wellness issues?	5	4	3	2	1
(e) contributing to a better understanding of the health and wellness issues inside the communities?	5	4	3	2	1
(f) overall, in contributing to removing barriers to working together?	5	4	3	2	1

Closing Question

2. In closing, would you like to add any further comments about the Social Agenda Community Demonstration Project in your community that we should include in our evaluation?

Thank you ☺

Thank you for taking the time to answer our questions. Your responses will assist in determining the effectiveness of utilizing the Social Agenda Community Demonstrations Project in your community as a means to remove barriers to working together.

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