COMMUNITY DEVELOPMENT PLAN

BLACK LAKE DENESULINE FIRST NATION

2018

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ACKNOWLEDGEMENTS

On behalf of the community we would like to acknowledge all the work, currently and in the past, that has gone into creating this Community Development Plan by recognizing:

- Chief and Council;
- Black Lake Staff;
- All members who came to events and shared their ideas;
- Urban Systems for providing community planning support;
- Community Navigators Charlotte Bigeye (2016-2017) and June Robillard (2017 – present); and
- The Community Advisory Team.

INTRODUCTION

This Community Development Plan (CDP) is an approach to community planning that integrates many key priority areas for growth and development in Black Lake Denesuline First Nation (Black Lake). The CDP provides Black Lake staff, leadership, and members direction on how key issues in the community should be addressed leading towards self-sufficiency. The CDP should be used to leverage funding and partnerships from external agencies.

COMMUNITY DEVELOPMENT PLAN PROCESS

The CDP planning process was led by the Community Navigator and the Community Advisory Team (CAT).

The Community Navigator worked closely with the community to gather ideas and feedback to develop the CDP. The Community Navigator lead the planning process by collecting key information and data, organizing community meetings and engagement sessions, gathering feedback and ideas, and coordinating the CAT. Going forward, the Community Navigator will be responsible for implementing the plan, supporting community led initiatives, tracking and measuring progress, and updating the plan to include new data and information.

The CAT is comprised of representatives from the community including Elders, youth, staff, members, and leadership who provided guidance on the report development including community goals and indicators. The 2016-2017 CAT members included Jenna Moise, Maggie Broussie Robillard, Jeannie Moise, Janelle Toutsaint, and Jenelle Moise. The current CAT members include Louie Disain, Marilyn Beavereye, Lorraine Alphonse, Jean Shoqulle, and Miranda Cook.

The Community Navigator and CAT played integral roles in the following four phases undertaken to develop the CDP:

COMMUNITY ENGAGEMENT

To get a better sense of community members' interests, ideas, priorities and concerns for the community, two surveys were conducted in 2016, the first of which was part of the CDP project. Surveys were made available to all Black Lake members in both hard copy and on-line formats from May 2, 2016 to June 10, 2016. A total of **112 responses** were recorded, 98 of which were from on-reserve members and 14 from off-reserve members. Some key results included the following:

- Off-reserve respondents lived in either Prince Albert, Canoe Lake, Saskatoon, Stony Rapids, or La Ronge. Off-reserve respondents moved away due to over-crowding in on-reserve homes, to further their education or to find employment. A few respondents had never lived on-reserve.
- 91% of off-reserve respondents indicated they are able to return to Black Lake to visit family.
- 36% of off-reserve respondents indicated that if the opportunity arose, they would be interested in moving back to Black Lake.
- 93% of respondents could speak their traditional language.

THE FIRST QUESTIONNAIRE included two general questions that asked respondents about what they liked and disliked about the community. Key responses were as follows:

Figure 1: Questionnaire Responses

What do you like most about your community?	What would you like to see changed in the community?
Family and friends, diversity, education, fresh air, natural environment, caring people, traditional land, resources, community activities/events, 'it's home', community staff, traditional language, culture and faith, access to fishing, hunting and trapping, summer games, team work, camping, community pets, views, school, canoe trips, healing workshops, nature, hockey, family gatherings	Address drugs and alcohol abuse, more access to jobs, more recreation activities, more community programs for Elders and youth, more funding for students, more funding for new housing and renovations, mental health assistance, new park/playground, transparency in band council, water and sewage hook-up, recreation centre, youth curfew, new dock, restaurant, hotel, parking lot, renovate school-new cafeteria, arena, recreation activities, training centre, homes for single parent families, more leadership involvement

Overall, respondents noted that the top three priorities for the community should be culture, education and health.

THE SECOND SURVEY was distributed in June 2016, in conjunction with the Tazi Twe project. The survey was based on a ranking system and community members were asked to rank the 'community priorities' they believed were most important. A total of 402 questionnaires were completed. The following is a diagram of **the top ten priorities** identified by community members:

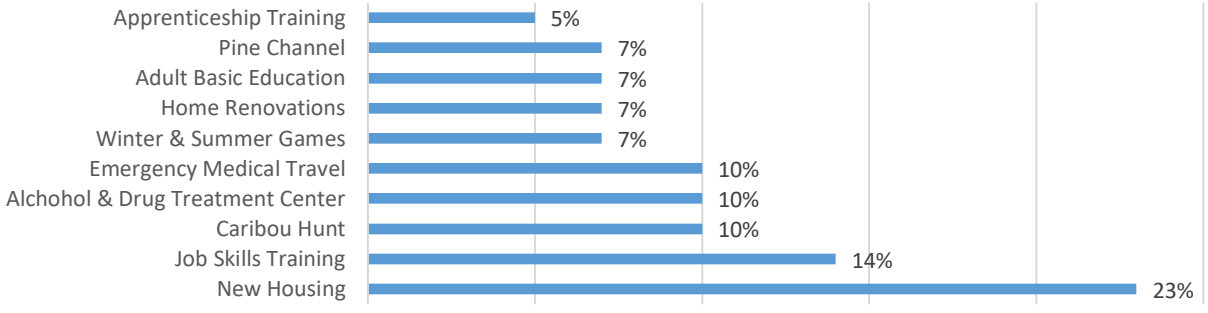


Figure 2: Tazi Twe Survey Responses

COMMUNITY VISION

VISION

The Black Lake Denesuline First Nation will lead its Member First Nations in building a healthy community, in preserving and protecting their inherent rights, and encouraging the preservation of their cultural heritage and language.[1]

MISSION

The Black Lake Denesuline First Nation is dedicated to strengthening First Nation governance, protecting inherent and Treaty rights and providing advocacy on matters that affect the Member First Nations and the respective Band members.[2]

[1] *Black Lake Denesuline First Nation Personnel Policy Manual (April 2013) page 13.*

[2] *Black Lake Denesuline First Nation Personnel Policy Manual (April 2013) page 13.*

COMMUNITY HISTORY

The occupancy of the Denesuline in Northern Saskatchewan can be traced through archaeological evidence to approximately eight to twelve thousand years ago. The Chipewyan were the most easterly group of Dene people. There were two main groups. The Caribou – Eater Chipewyan who lived in the southern part of the Northwest Territories and in northern Saskatchewan and Manitoba. The second group were the Lake Head Chipewyan who lived in the north Athabasca. The ancestors of the people who live in Black Lake and Fond du Lac today were Caribou – Eater Chipewyan.

The life of the early Chipewyan people was centered around a continual search for food to maintain their health and prosperity, particularly through the cold northern winters. The early Denesuline people lived a nomadic lifestyle following the migration of caribou herds. In small family groups scattered a short distance from each other, people hunted caribou on the open barren grounds during the summer. Then as the caribou moved into the forest for the winter, people followed. Next to caribou, moose and fish were also important sources of protein. The early Chipewyan also hunted bears, and used snares or bow and arrows to catch smaller animals such as beavers, rabbits, squirrels, and birds. The last major food source for the people were berries. Blueberries, cranberries, raspberries and black berries are abundant in late summer and fall.

In these times, there were no leaders, only elders that people would take orders from. People could go wherever they wanted and hunt whenever they wanted.

The Indian Agent used to come from Chipewyan to Fond du Lac to pay the treaty money. The people would leave their dogs and sleds in Stony Rapids and then travel to Fond du Lac by canoe to get their treaty money. On Treaty Day, people were given a box of shells and threads for ladies to make fishing nets. At the time, a box of shells cost three dollars and mink fur sold for between five and six dollars. After Treaty Day people would go back up North right away or sometimes leave in early August.

In 1948, Father Porte came from France to Fond du Lac. In February 1952, Bishop Trocetties and Father C. Gamache met the people at Stony Lake to talk about moving to Black Lake. The people felt that Stony Rapids was not a good place to live because the land along the river was too narrow and there was a lot of muskeg. Black Lake seemed to be a much better place for fishing and was closer to northern caribou

hunting grounds. The people agreed that moving to Black Lake would mean a better future for them. They came to an agreement with the Priest and initiated the move to Black Lake.

After Black Lake was settled, people started moving there from other places. The Sayazies and Sandypoints came from Fond du Lac, Patuanak and Lac Brochet, and the Robillard's and Toutsaint's came from Fond du Lac and Bigeye's from Lac Brochet to live in Black Lake.

The following **COMMUNITY TIMELINE** includes dates and information sourced from the Bullée Community Development Plan (2010) and information received in surveys, feedback and discussions with community members.

1899	Treaty 8 was signed by Stony Rapids Indian Band (now Black Lake Denesuline Nation).
1948	Father Porte arrived in Fond du Lac. Louis Chicken was elected as Chief. Nisto Mine opened and employed community members (closed in 1958).
1950	Nisto Mine company built a road between Stony Rapids and Black Lake.
1951	First new vehicle on wheels was brought to the community.
1952	The school and Hudson Bay Company store was built in Stony Rapids.
1952	The community of Black Lake was settled and a small warehouse and church were built.
1954	R.C. headquarters were built in Stony Rapids. A road was constructed between Black Lake Mission Site and Stony Rapids.
1955	A small public school was built in Black Lake.
1956	Ten houses made from long-sand wood were constructed close to the lake in Black Lake. Hudson Bay store opened in Black Lake.
1961	Old school at Stony Rapids was closed and moved to Black Lake.
1963	New Church was built (burned down in 1967 then rebuilt in 1968).
1965	Public housing projects started in Black Lake.
1966	38 houses had been built so far.
1967	New school was built in Black Lake along with a fourplex teacherage.
1972	Pierre Robillard was elected as Chief.
1973	The community core area was developed, and water and sewer services were installed.
1974	New sewage lagoon was constructed at Black Lake. Billy Sandypoint was elected as Chief.
1976	The power house, SaskTel tower, Jimmy Sayazie's, pool hall, RC Garage, band office, clinic, and freezer house were built. The church was rebuilt after being burned. At this time there were 78 houses in the community. Leon Cook was elected as Chief.

1976	Surnames of people living in Black Lake at this time included Alphonse, Archie, Beavereye, Bigeye, Boneleye, Bouvier, Broussie, Catholic, Cheba, Chicken, Cook, Crow, Dadzene, Donard, Disain, Echodh, Eddibar, Gatereaux, Laban, MacDonald, Mackenzie, Medal, Nilghe, Renie, Robillard, Sandypoint, Sayazie, Toutsaint, Throassie, and Yooya.
1980	Band hall was built in 1980 and the Grand Opening was held in May 1981. Ben Toutsaint was elected as Chief.
1982	Leon Alphonse was elected as Chief.
1983	Joe Robillard was elected as Chief.
1984	Daniel Robillard was elected as Chief.
1985	Teacherage 0040 was built.
1992	The water treatment plant, sewage pumping stations, lagoon, water distribution system and sewage collection system were constructed.
1994	The band office, Father Porte Memorial Dene School, and arena were constructed. Donald Sayazie was elected as Chief.
1997	Day care was built. Subdivision project was completed with 74 additional serviced lots. Ronald Robillard was elected as Chief.
1999	Edwin Boneleye was elected as Chief.
2000	Athabasca seasonal road opened which provided road access to Black Lake and Stony Rapids from Points North Landing. Victor Echodh was elected as Chief.
2003	Fire hall was constructed.
2004	Water treatment plant was upgraded, and landfill was constructed. Freddie Throassie was elected as Chief.
2007	Black Lake voted for land to be designated for the hydro project, and for the exploration and development of minerals.
2008	Water intake pumphouse was constructed. Donald Sayazie was elected as Chief.
2010	Raw water intake, sewage pumping, and treatment systems were upgraded. New lagoon was built. New Northland College building was built. Youth Centre opened.
2012	Ricky Robillard was elected as Chief.
2014	ICFS was established.
2015	Black Lake voted in favour of proceeding with the $630M Tazi Twe Hydroelectric project, a joint venture with SaskPower. Elizabeth Fall Hydro Limited Partnership established.
2016	Coreen Sayazie was elected as the first female Chief of Black Lake.

HOUSING
DEVELO

COMMUNITY TODAY

This section highlights the state of the community today including historic and current population information, future population projections, and future housing needs. Population growth affects everything from services and programs to infrastructure, housing and economic development opportunities. Understanding population trends helps the community prepare for the future.

TOTAL MEMBER POPULATION (2017) **2,213**

ON-RESERVE POPULATION (2017) **75%**

OFF-RESERVE POPULATION (2017) **25%**

PROJECTED ON-RESERVE POPULATION by 2037 (assuming 2.0% growth rate) **2,451**

Governed by **INDIAN ACT**

1 Chief

6 Council Members

Traditional LANGUAGE **Dene**

Traditional Language knowledge **96.7%** of members **SPEAK THE LANGUAGE** (2017)

TOTAL LAND BASE **79,616.5 acres**

POPULATION DENSITY **5 / km²**

HOUSING UNITS On-Reserve (2017) **244**

AVERAGE persons per household On-Reserve **6.6** (2017)

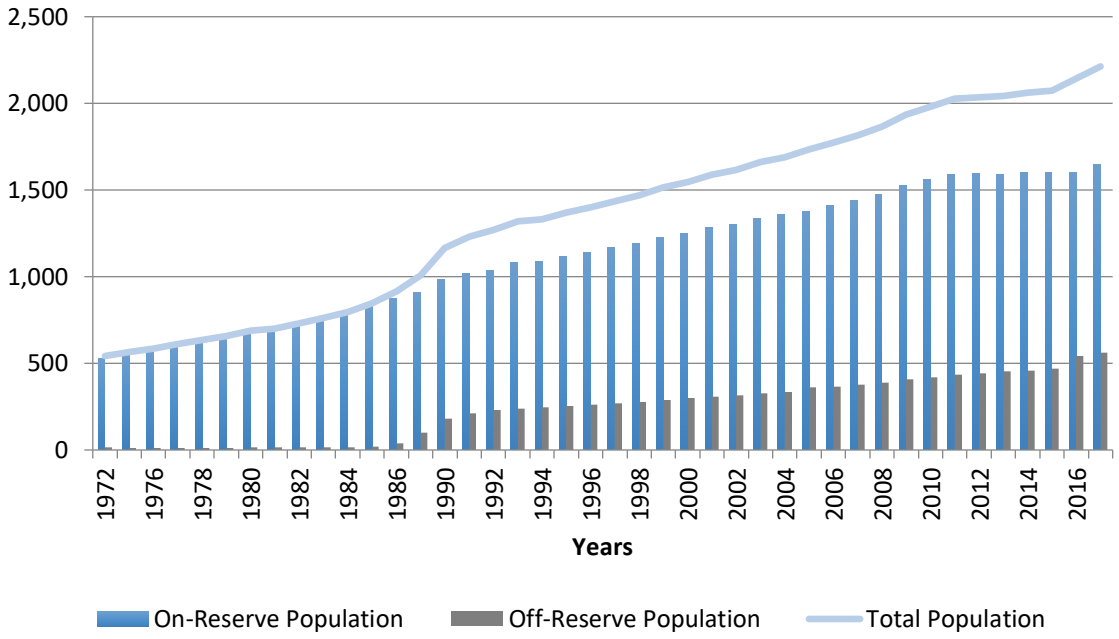
HISTORIC & CURRENT POPULATION

It is important to understand data related to population to determine future needs for housing, facilities, and services, and how growth may impact development on-reserve.

Black Lake had a registered membership of 2,213 band members in 2017, of which 1,650 members lived on-reserve and 563 lived off-reserve.[3] The Black Lake population is young compared to the rest of the Saskatchewan population. In 2017, the average age of Black Lake members was 28.3,[4] whereas the Saskatchewan average was 39.1.[5] Of the registered population, 28.3% of members are under the age of 15 and 3.6% are over the age of 65.

Table 1 provides an illustration of population growth, both on and off-reserve, since 1972. This provides insight into population trends in the community over the past 45 years and provides the basis for projecting future growth in the community.

Table 1: Historic Population Growth 1972-2017



Source: INSTAT

[3] *INAC, 2017*

[4] *INAC, 2017*

[5] *Statistics Canada Census Profile (2016) http://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/details/Page.cfm?Lang=E&Geo1=PR&Code1=47&Geo2=&Code2=&Data=Count&SearchText=Saskatchewan&SearchType=Begins&SearchPR=01&B1=All&GeoLevel=PR&GeoCode=47.*

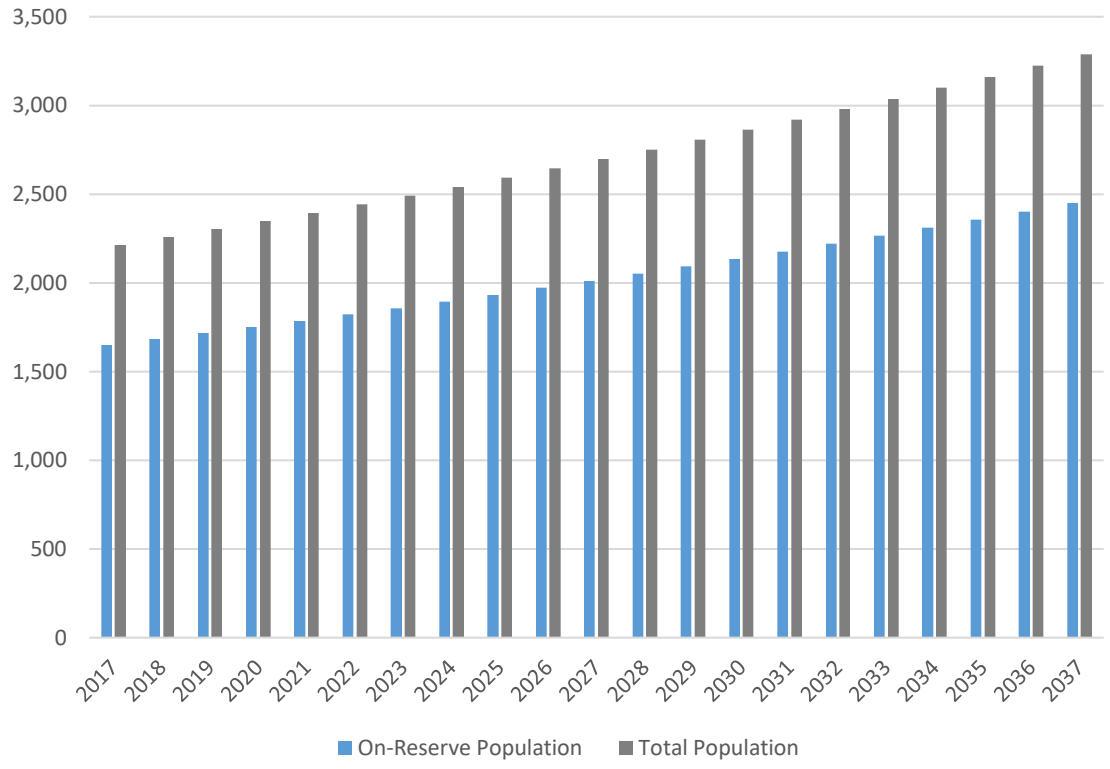
PROJECTED FUTURE POPULATION & HOUSING NEEDS

Based on historic population data, an Annual Average Growth Rate (AAGR) was calculated for the on-reserve population. Over the last 20 years, the on-reserve population grew at an AAGR of approximately 2.0%. It is important to consider the impact of population growth on-reserve as it will affect many services that the community is responsible for providing. If Black Lake continues the same growth trend, the on-reserve population could reach 2,451 by 2037. That increase would mean there could be an additional 801 members living on-reserve in 20 years. Based on these population projections, Black Lake needs approximately 66 acres of developable land to accommodate new residential growth over the next 20 years, which would allow for approximately 160 residential units.

The total Black Lake membership also grew at an AAGR of 2.0% over the last 20 years. Based on this AAGR, the total Black Lake membership could reach 3,288 members by the year 2037.

Table 2 illustrates the potential population growth that the community could experience over the next 20 years.

Table 2: 20 Year Population Growth Projection



Source: Urban Systems

Health and Welfare Canada
Medical Services
Black Lake Health Centre
Santé et Bien-être social Canada
Services médicaux
Centre de santé Black Lake
Canada

PLANNING FOR THE FUTURE

Based on the engagement efforts that have taken place with Black Lake members, the following section depicts the background, goals, and data around key planning areas identified in the community planning wheel.

Figure 3: Community Planning Wheel

GOVERNANCE

Black Lake is governed by a custom election code that has membership elect one Chief and seven council members every two years. The current Chief and council members were elected in June 2016 and will be up for election again in July 2018. The current Chief and council members are as follows:

- Chief Coreen Sayazie
- Councillor Elizabeth Alphonse
- Councillor Trevor Boneleye
- Councillor Delbert Bouvier
- Councillor Darlene Fern
- Councillor Joseph Renie
- Councillor John Toutsaint
- Councillor Pauline Toutsaint

Chief and council members meet with individual members, hold project specific meetings, and hold general band meetings every two to three months. Chief and council share information with members by posting on community bulletins and on Facebook and utilizing MBC radio station.

The leadership group is responsible for making decisions on behalf of the First Nation and its members. Black Lake is also a member of the Prince Albert Grand Council (PAGC) who offer programs and services that support community governance.

Chief and Council members maintain oversight of the following committees:

- Education/Post-Secondary Student Support Program (PSSSP)
- Housing
- Economic Development-Venture
- Health/Daycare
- Social Development
- Justice
- Recreation/PAGC Recreation
- North of 60 – Athabasca Denesuline Negotiation Team members
- Administrative & Infrastructure and Waste Treatment Plant (WTP) Project
- Elizabeth Falls Hydro
- Elder Committee

POLICY & CAPACITY TOOLS

- First Nations Government of the Black Lake Dene First Nation Band Bylaws
- Black Lake Denesuline First Nation Personnel Policy Manual (revised in 2013)
- Emergency Preparedness Plan
- Audited consolidated financial statements (INAC site)
- Community Safety Plan (underdevelopment in 2018)

POTENTIAL GAPS

- Education and training for leadership
- Communications plan for leadership to engage community members
- Terms of Reference for leadership position
- Training for administrative personnel

COMMUNITY SURVEY FEEDBACK

- In the near term, respondents suggested that leadership focus on:
    - Issues with drugs and alcohol
    - Enforcing a youth curfew
    - Develop ATV/Ski doo bylaws
    - Housing policy
    - Hiring Policy
    - Security and Safety
- 28% of respondents were interested in volunteering for advisory committees if given the opportunity.
- Suggestions made to improve communication between leadership and community members include:
    - Regular band meetings
    - Working as a team
    - Advertise meetings and events
    - Chief and staff being available in office
    - Listening to each other
    - Hold meetings with on and off reserve members

GOALS

- Ensure community by-laws, policies and procedures are developed and enforced to address community needs and concerns.
- Build leadership capacity by ensuring members in a leadership role have on-going access to education and training opportunities.
- Enhance communication between leadership and community members.

DATA

- Male: Female ratio – Chief and Council: 4:4 (INAC, Census, 2016)
- Election Turnout – percent eligible voters: 50.19% (INAC, Census, 2006)
- Type of Election system in place: Custom Electoral System (INAC, Census, 2016)
- General Assessment score: 27.4 (INAC, Census, 2017)
- Change in average general assessment score: -11.8 (INAC, Census, 2011-12 to 2016-17)
- Bylaws currently in force:
  - 01-02-15.1 Intoxicants
  - 98.04.01 Health – Garbage Disposal
  - 98.07.02 Regulation of Traffic – Traffic
  - 99-09-21.2 Health – Solvent and gasoline abuse
  - 06/97.03 Regulation of Traffic – all terrain motor vehicles
- Transparency and accountability provisions: TBD (Black Lake)
- List of acts, policies and procedures: TBD (Black Lake)
- Number of general band meetings held annually: TBD (Black Lake)
- Average Length of time served in role of Chief and Council members: TBD (Black Lake)
- List of volunteer boards, committees, etc.: TBD (Black Lake)

LAND & RESOURCES

Black Lake is in northern Saskatchewan within the Athabasca Basin Region. The Athabasca Basin area covers almost a quarter of Saskatchewan and a small portion of Alberta. The region is the most inaccessible and least environmentally disturbed area in Saskatchewan. Within the region, natural wonders such as Hunts Falls, Douglas River, and the Athabasca Sand Dunes provide breathtaking scenery and are some of the most unique ecosystems in the world.

Black Lake holds three reserve areas including Chicken 224, 225, and 226. Chicken 224 is located approximately 170km southeast of Uranium City and is the location of the main reserve. Chicken 225 and 226 are smaller parcels of land located in the near vicinity of the main reserve. The total size of Black Lake reserve lands is 79,616.5 acres, and population density is measured to be about 5 people for every km^2. The reserve land size was 48,122.9 acres in 1881; and then 31,493.6 acres was added in 1981. Black Lake provides leases for land where non-band owned buildings are built. There are leases established for the RCMP housing, teacherages, Medal Services, and hospital.

Resources prevalent in the Athabasca Basin include minerals, forestry, water, wildlife, fish and plant life. The Athabasca Basin hosts the world's richest high-grade uranium deposits; as well as precious metals such as gold. Therefore, the area is active with mineral exploration and mining activities. The area is also home to large forests, many lakes and active falls that are being considered for hydro development. The lakes host numerous species of fish and the region is home to many rare plants that scientists consider an evolutionary puzzle. Wild game, including moose, beaver, porcupine, marten, geese, spruce chicken, lynx, rabbits, wolf, bear, ducks, muskrat, arctic fox, weasel, wolverine, otter, and mink are hunted locally. Community members travel longer distances to hunt for caribou. Black Lake households receive $300 annually to hunt for wildlife. There are a number of species of fish that are caught locally, including arctic grayling, burbot, ling, freshwater cod, cisco, lake herring, tullibee, lake trout, laker, lake whitefish, common whitefish, longnose sucker, whitefish, northern sucker, red sucker, round whitefish, round fish, northern pike, jackfish, walleye, pickerel, white sucker, common sucker, mullet, yellow perch, and perch. Local berries include blueberries, cranberries, and raspberries.

Due to the pristine nature of the landscape of the Athabasca Basin, as well as the community's dependence on the water and land for sustenance; protection of the environment is very important to the people of Black Lake and plays a key role when considering the development of land and resources.

LANDS AND RESOURCES DEPARTMENT

Black Lake's leased lands are managed by Black Lake Ventures Inc.; while the remaining balance of the lands are managed by administration under the direction of Chief and Council. Black Lake Ventures is responsible for negotiating and establishing appropriate lease rates, while administration is ensuring any land management tools are being administered and enforced. Although this model works, it places added responsibilities to those who are already dealing with a lot of responsibilities in their respective roles. Further, establishing a clear separation between governance and business will provide Black Lake with the opportunity for continued success.

Black Lake has yet to formalize a Lands and Resources Department to adequately manage our lands and resources as most of the lands are managed through. Once established, the Lands and Resources Department would be made up of the personnel employed, contracted or appointed by the Chief and Council and would be responsible for most aspects of the day-to-day administration of the lands and resources of the Black Lake.

The primary role of the Lands and Resources Department would include the following:

- The creation of policies and procedures to manage forestry, mining, community development and other land development;
- Facilitating how Black Lake lands are leased, working to maximize revenues for Black Lake Lands and Resources;
- Protecting the lands from misuse and pollution while maintaining alignment with traditional Dene values and culture;
- Ensuring compliance with the policies, procedures and protocols established pursuant to the laws of Black Lake Nation and our Treaty Rights;
- Building confidence in our members and the general public that the land policies are being followed and equally applied; and
- Acting honestly and in the best interest of the Black Lake members.

In addition to these functions, the Lands and Resources Department are responsible for monitoring and managing the carrying capacity of the land, performing inspections, managing the land leases and inventories, administering the construction, removal and demolition of buildings and structures on our lands.

POLICY & CAPACITY TOOLS

- Community Development Plan developed in 2010 (*Bullée Consulting)*
- Land Use Plan – Draft completed December 2017
- Community Environmental Sustainability Planning – in progress

POTENTIAL GAPS

- Lands Manager
- Lands Department
- Lands Committee

COMMUNITY SURVEY FEEDBACK

- 52% of respondents are aware of environmental concerns in the community.
- Community environmental concerns include:
    - Trash/litter
    - Contaminated water bodies
    - Contaminated drinking water
    - Sewage spills
    - Fuel spills
    - Chopping trees down
    - Oil sands contamination in Lake Athabasca
    - Hydro
- 22% of respondents have concerns pertaining to land use in the community. Community land use concerns include:
    - Resource exploration
    - Landfill
    - Outstanding land claims
    - Land sliding
    - Forestry
- 51% of respondents agree that the community should pursue land development opportunities in the future, including:
    - New businesses to generate employment
    - Housing
    - Education
    - Outstanding land claims
    - More land
    - Development that is safe for the people and environment
    - Lumber
    - College

VISION

The Black Lake Denesuline First Nation will respect and protect the lands and resources that sustain us, ensuring our local environment remains clean and healthy for many years to come.

GOALS

- Formalize planning, roles and responsibilities around land use management in the community.
- Address community land use and environmental concerns.
- Explore and pursue land use development opportunities.

DATA

- Size of current reserve land in acres: 79,616.50 acres (Census, INAC, 2017)
- Population density, on-reserve: 5.0 persons per km^2 (Census, INAC, 2017)
- Acres added to reserve pursuant to specific claim: 31,493.6 acres (Census, INAC, 2017)
- Maximum treaty land entitlement acres remaining: 0 acres (Census, INAC, 2017)
- Number of Urban reserves created: 0 (INAC, 2017)
- Number of urban reserves currently in addition to reserve process: 0 (INAC, 2017)
- Active number of leases: 2 (INAC, 2017)
- Active number of permits: 3 (INAC, 2017)
- Active number of certificates of possession: 0 (INAC, 2017)
- List of Land Use Plans and Policies: TBD (Black Lake)
- Types of Land Use: TBD (Black Lake)
- Loss of land due to natural disasters: TBD (Black Lake)
- Capital/revenue trust account credit/income: $9,054.03 (INAC, 2017)
- Natural disasters and emergencies: TBD (Black Lake)

HEALTH

Health and wellness in Black Lake is overseen by many different programs and facilities. The current community Health Director is Evelyn Throassie, who has worked in the health field for 33 years and has been the community's health director for 16 years. The Health Director oversees all health programs and health staff.

The **Athabasca Health Authority** was founded in 1999 and was established to deliver comprehensive healthcare to the residents of the Athabasca Basin, with the vision of "healthy people, healthy land."[6] The Authority is a non-profit corporation overseen by a board of nine directors who are selected by their communities - Black Lake currently has two active board members.[7] The board meets bi-monthly and with members twice a year and all meetings are open to the public. The AHA employed approximately 65 people in 2016[8] and offers services community that include children's programs, health promotions, domestic violence prevention, dental services, and mental health and addictions. A few specific programs to note include:

- Family Violence Prevention Program

  Main office is located at the Athabasca Health Facility and services are accessed on a daily basis. Women's support groups are hosted on a weekly basis and in 2016, approximately 10-30 women from Black Lake attended the weekly meetings.[9] Doreen Toutsaint is the Family Violence coordinator.

- Oral Health (Dental) Program

  Both federal and provincial funding have allowed for the AHA to institute two programs to support oral health: Dental Therapy program that employs 3 dental therapists and 2 dental aides, as well as a Dentist Program that consists of 2 dentists, who each have an assistant. Services delivered include general dentistry, root canals, dentures, exams, fillings, extractions, cleanings, sealings

[6] *Athabasca Health Authority Annual Report (2015-2016) page 5.*
[7] *Athabasca Health Authority Annual Report (2015-16) pages 6-7.*
[8] *Athabasca Health Authority Annual Report (2015-2016) page 19.*
[9] *Athabasca Health Authority Annual Report (2015-2016) page 27.*

and fluorides. An early intervention program to promote oral care includes home visits, education regarding tooth brushing and fluoride application.[10]

- Mental Health & Addictions Programming

  Mental Health therapists and NNADAP addictions workers provide referrals to inpatient Treatment Centre and provide out-patient treatment support through family, group, and individual counselling, as well as delivering multidisciplinary case conferences. They work closely with primary health care providers as well as local school staff to ensure awareness and partner with other organizations to deliver outreach programs, workshops, school presentations and evening activities.[11] A psychiatric clinic is offered one day every quarter for Black Lake members.[12]

Other health services available to the community include emergency services, lab and diagnostic imaging services, and pharmaceutical services. Health services and programs are communicated to membership through FaceBook and advertisements that are posted around the community.

In 2003, the Athabasca Health Authority opened the **Athabasca Health Facility Yutthe Dene Nakohoki** ("A Place to Heal Northern People"). The $12.7M facility is a full service acute-care and long-term hospital and community health facility, located in Black Lake. The Athabasca Health Facility offers and utilizes both modern and traditional First Nation Health care methods. The vision of the Athabasca Health Facility includes an emphasis on traditional values, concepts and health practices being respected and understood in partnership with contemporary health care, and an ownership of the governance, management and delivery of health services in the region. Services provided include 24-hour emergency services, 7-day a week physician services, and inpatient resident care unit, with acute care, long-term care beds, and a variety of paramedical services such as dental, physiotherapy and mental health. Client visits to the clinic average 1,200 per month.[13] The community's medical transportation system includes one ambulance located at the hospital and four medical taxis.

The **Black Lake Health clinic** was opened in 1985 and renovated in 2007. Services at the Health Clinic include general health care, dental, the NNADAP and mental health services.

Home care is available to residents in the community. The home care coordinator is currently Eileen Boneleye and the program employs two Black Lake members. The program offers meals on wheels, medicine delivery, foot care, weekly baths, daily home visits and a home making service. There is currently no care home for Elders in the community.

The **Spruce Lodge Boarding Home** is a housing facility located in Prince Albert for clients who come to the city to receive medical treatments. It is a medically approved home that provides meals, accommodations and transportation to registered First Nations clients. In 2016, 900 Black Lake members used the Spruce Lodge services.[14]

The **Black Lake Emergency Response Plan** was established in 2016 and provides guidance for community members in a number of emergency situations, including forest fires, major storms, and power outages.

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[10] Athabasca Health Authority Annual Report (2015-2016) page 30-31.

[11] Athabasca Health Authority Annual Report (2015-2016) page 33.

[12] Athabasca Health Authority Annual Report (2015-2016) page 34.

[13] Athabasca Health Authority Website, Community Profile, Black Lake. https://www.athabascahealth.ca/Pages/blacklake.aspx

[14] Prince Albert Grand Council (PAGC) Annual Report 2016, page 42.

The plan provides a listing of key community responder roles and responsibilities, along with required information and statistics for community evacuation purposes, including a listing of priority evacuees and required Community Health Centre log books.

Black Lake is currently participating in the **Aboriginal Community Safety Planning Initiative** with the Government of Canada. Through the project, the community is working to address multiple safety and wellness issues.

Community health conferences and workshops held in Black Lake/Stony Rapids in 2016 include:[15]

- Annual AHA Youth Conference for 3 days – 170 students/chaperons from five communities (Black Lake, Wollaston Lake, Fond du Lac, Stony Rapids, Lac Brochet)
- Healing Workshops – held twice for 3 days – 650 participants
- Pine Channel Sobriety Pledge Ceremony – 300 participants
- Flett Lake trip (trip to use the healing water to help/cure illness) – 13 participants
- Youth Healing workshop – held once a year - 150 participants

The following on-going health group sessions are held in Black Lake/Stony Rapids:[16]

- Matrix program (10 Sessions) – 45 participants
- Aboriginal Shield Program (10 School lessons) – 15 participants
- AA meetings – 12 times per year - 15 participants
- School presentations
- LiveWell with Chronic conditions – 15 participants
- Edu-Therapy – 10 participants
- Healing Circle (1 per month) – 30 participants

POLICY & CAPACITY TOOLS

- Health Director
- Black Lake Emergency Response Plan (2016)
- Athabasca Health Authority Annual Report
- Health Committee
- Community Safety Plan (underdevelopment in 2018)

POTENTIAL GAPS

- Health Committee
- Health communications plan

[15] *Listing provided in Athabasca Health Authority Annual Report (2015-2016) page 33.*

[16] *Listing provided in Athabasca Health Authority Annual Report (2015-2016) page 33.*

COMMUNITY SURVEY FEEDBACK

- On-reserve respondents currently use the following health programs and facilities:
  - Mental health and addictions support
  - Hospital in Stony Rapids
  - Athabasca Health Authority
  - Health Centre
  - Child services
  - Nursing station
  - Dental program
- 90% of off-reserve respondents are able to access health services where they live.
- 73% of off-reserve respondents utilize health services offered by Black Lake First Nation.
- 49% of on-reserve respondents are interested in volunteering with health services in the community.

VISION

The Black Lake Denesuline First Nation will promote community health and wellness through local initiatives, programs and services that benefit all members.

GOALS

- Develop effective system for communicating health programs and services offered within the community.
- Support healthy living options and programming.
- Ensure member access to mental health and addictions programming/support.
- Ensure member access to medical support and services.
- Develop healthcare and medical support for Elders.

DATA

- Immunization rates (monthly) (Black Lake)
- Crude birth rate, on-reserve: TBD (regional data)
- General fertility rate, on-reserve: TBD (regional data)
- Stillbirth rate, on-reserve: TBD (regional data)
- Percentage of newborns with normal weight: TBD (regional data)
- Age-standardized mortality rate, on-reserve: TBD (regional data)
- Age-specific mortality rate (Infant, youth, adult 1, adult 2, senior), on reserve: TBD (regional data)

- External causes as leading cause of death, on-reserve: TBD (regional data)
- Age standardized incidence of diabetes, on-reserve: TBD (regional data)
- Chlamydia incidence rate, on-reserve: TBD (regional data)
- Gonorrhoea incidence rate, on-reserve: TBD (regional data)
- HIV incidence rate, on-reserve: TBD (regional data)
- Hepatitis C virus incidence rate, on-reserve: TBD (regional data)
- Tuberculosis incidence rate, on-reserve: TBD (regional data)
- Listing of mental health and addictions services: (Black Lake/AHA)
- Listing of Health services: (Black Lake/AHA)
- Tenure of health services staff: (Black Lake/AHA)
- Number of health clinic visits: (AHA)
- Number of ambulance/medical taxi/fly outs: (AHA)
- Number of first responders in community: TBD (Black Lake)
- List of health-related plans and policies: TBD (Black Lake/AHA)
- List of services for disabled community members: TBD (Black Lake/AHA
- Listing of healthy living options/services: TBD (Black Lake/AHA)
- Health coverage: TBD
- Suicidal ideation and attempts: TBD (Black Lake/AHA)
- Potential years of life lost: TBD (Black Lake/AHA)
- Number of community members (Elders, youth, general) accessing health programming: TBD (Black Lake)
- Communication regarding health programming: TBD (Black Lake)
- Athabasca Health Authority Indicators:
    - Therapeutic services (occupational therapy, physiotherapy, autism services, speech language pathology)
    - Oral Health dental program statistics for both dentists and dental therapists
    - Emergency Services medical services
    - Lab and diagnostic imaging
    - Pharmacy services
    - Outlying clinics
    - Itinerant specialist clinics

EDUCATION

Black Lake is home to the Father Porte Memorial Dene School (FPMDS) which provides instruction from Kindergarten to Grade 12. Over the past 20 years, FPMDS has had a range in size of graduating classes, from no graduates in 1999-2000 to 23 graduates in 2011-2013. Currently, the school has approximately 56 staff and about 440 students. There is a fast growing youth population in the community, which has become a challenge for the school as the facility was built to accommodate smaller numbers. In 2015, portable classrooms were commissioned and transported to the community to help the school accommodate additional students.

The school has access to some of the latest technology available to Saskatchewan students. The school has two computer labs with e-readers and tablets for student use, and 22 classrooms are equipped with smart boards. In April 2016, "Connected North" was launched at FPMDS, providing two-way connections between remote and partner schools in the south. The program has been a great success as it has allowed students access to educational tools in the South, but have also had the opportunity to proudly showcase their culture and way of life to others.

FPMDS holds an annual career symposium for Grade 7-12 students where different companies come to the school, talk to the students about future career opportunities and provide hands on activities for the students to complete. FPMDS also holds an annual culture camp that showcases ancestors' traditional ways of life. More about this programming can be found in the Culture section. Other annual events hosted by the school include year-end awards and BBQ, as well as graduation ceremonies for Kindergarten and grade 12.

The Post-Secondary Student Support Program (PSSSP) is sponsored by INAC and provides financial assistance to First Nation and Inuit students who are enrolled in post-secondary education programs. The program is administered by a local coordinator and supports students who are enrolled in community college and CEGEP diploma or certificate programs, undergraduate programs, and advanced or professional degree programs. In 2016, the budget allocated to PSSSP funding was $787,680 and there were 35 Black Lake students who received funding.[17]

[17] *Indigenous and Northern Affairs. Post-secondary Student Support Program. Accessed 5 April 2017. Available: www.aadnc-aandc.gc.ca/eng/1100100033682/1100100033683*

The **First Nations University of Canada (FNUC)** provides web-based programming to students who are pursuing academic studies remotely. There are 26 students currently accessing this programming.

Northlands College offers **Adult Education** programs ranging from literacy to preparation for Adult 12. All programs allow students to achieve accreditation to Government of Saskatchewan standards. Five students completed a preparation for Adult 12 in 2016. Preparation for Adult 10 as well as full Adult 10 programs are offered. Students completing any of these programs are eligible to apply for Adult 12 in La Ronge. Some have gone on to get their Grade 12 in La Ronge. This year, 2017-18, 13 students are aiming to complete their Adult 10 in Black Lake.

Black Lake has a **daycare** with 19 daycare spots and 20 Headstart spots. The preschool moved to its currently location in 2014.

Information was also provided on an on-going study that is begin conducted by the Canadian Red Cross, called "Respect Education Program'. Its focus is on developing programming that supports communities in 'creating safe environments for children and youth, and promoting capacity building and resources for creating wellness and preventing violence.'[18]

POLICY & CAPACITY TOOLS

- Black Lake Education Policy Manual (Vision, Mission, and Code of Ethics)
- Black Lake Post-Secondary Student Support Program (PSSSP) Policy Manual (2014/2015)
- Headstart Parent Handbook
- Education Director
- Post-Secondary Coordinator
- School Review (April 2016)
- Education Committee (identified in Education policy)

POTENTIAL GAPS

- Employment training plan (noted development March 2016 – February 2018)
- Adult basic education – access to programming in the community
- Ranger Training Program
- Need more space for classes – require school for elementary
- More high school teachers
- More buses
- Truancy (attendance) Officer
- Black Lake needs administrative capacity for Microsoft Office (Excel, PowerPoint, Word)

[18] *Walking the Prevention Circle: Researching community capacity building (January 2017).*

COMMUNITY SURVEY FEEDBACK

- On-reserve respondents currently use the following education programs:
    - University programs
    - Trades training
    - High school upgrading
    - Father Porte Memorial Dene School
    - Northlands College
- Suggestions on how to improve on-reserve education services:
    - Improve so members don't have to move south
    - Accept high school drop outs back into the school no matter what age
    - Tutors for the high school
    - More post-secondary programs
    - More trades programs
    - More teachers from else where
    - Need volunteers in the school
    - More cultural/language programs in the school
    - Larger school
    - More education funding
    - Smaller classroom sizes
    - More high school teachers
    - More upgrading classes
- 51% of respondents are interested in volunteering in educational capacities.
- 52% of on-reserve respondents are able to achieve their career goals now
- 22% of off-reserve respondents indicated that if a job opportunity arose on-reserve, they would be interested in moving back.
- 60% of off-reserve members felt that educational services on-reserve met the needs of members and that the current school facility is adequate.
- Respondents' ideal careers:
    - Helping people
    - Nurse
    - Paramedic
    - Leadership from the Heart program
    - Social worker
    - Police officer
    - Heavy Equipment Operator
    - Construction
    - First Aid
    - Chef
    - Accounting administration
    - Doctor

- Work for Cameco
- Teacher
- Working in the mining industry
- Childcare providers

- Barriers to achieving career goals…
  - Alcohol, drugs and bootlegging
  - Would need to upgrade university classes
  - Would have to move and kids would have to adapt to new school and city
  - No funding available
  - Lack of English language
  - Would need to get Grade 12 education
  - Day care is expensive
  - Lack of interest from our leaders towards youth and education
  - Age limit for education

MISSION & VISION

MISSION ***Promoting and upholding the standards of our traditional Denesuline language and culture while providing an education system that is equal to or exceeds the standards prescribed for general education by the province of Saskatchewan.***

VISION ***(1) We will provide the highest quality of bilingual and bicultural education possible for our children that will allow them to walk impeccably in both the Denesuline and the English world.***

(2) Our school working in partnership with parents and the community will provide our children to have a healthy self-concept, dignity and pride for themselves, their language and culture. [19]

GOALS

- Address needs and prioritize education infrastructure and transportation upgrades.
- Support Early Childhood and Elementary school programming.
- Support High School education programming.
- Support post-secondary education and training programming.
- Support Adult Basic Education programming.
- Support general and continuing education programming.

[19] *Black Lake First Nation (2015-2016). Education Policy Manual; pages 8-9.*

DATA

- Student population of Father Porte Memorial Dene School – 440 (2016)
- Number of students who received PSSSP funding – 35 (2016)
- Indigenous identity population aged 15 years and over, on-reserve with a high school diploma or equivalent: 28.5% (Census, INAC, 2016)
- Aboriginal identity population aged 15 years and over, on-reserve with a post-secondary certificate, diploma or degree: 16.8% (Census, INAC, 2016)
- High school graduation rate on-reserve: TBD (SK Ministry of Education)
- Students funded by post-secondary program: TBD (Black Lake)
- Waiting list for post-secondary funding: TBD (Black Lake)
- High school graduation rate of students that attend off-reserve schools and reside on-reserve: TBD (SK Ministry of Education)
- Number of students that reside on-reserve and attend off-reserve schools: TBD (Black Lake)
- Number of students that reside on-reserve and attend on-reserve schools: TBD (Black Lake)
- Grade 9 to 10 transition: TBD (SK Ministry of Education)
- Day care spaces: 19 (Black Lake, 2017)
- Number of teachers in on-reserve schools that have been there for at least 5 years: TBD (Black Lake)
- Teacher salary in community: TBD (Black Lake)
- Education authority: TBD (Black Lake)
- On-reserve Grade 3 reading levels: TBD (Black Lake)
- Indicators collected by the school:
    - Literacy (CTBS Woodland Johnson)
    - Numeracy
    - Attendance
    - Graduation rates
    - Enrolment
    - Number of detention and suspension incidents/cause for penalty
- Graduation rates (post-secondary programs): TBD (Black Lake)
- Types of post-secondary programming being accessed: TBD (Black Lake)
- Number of Elders involved with school programming: TBD (Black Lake)
- Average number of students per classroom: TBD (Black Lake)
- Number of home visits made by teachers per year: TBD (Black Lake)
- Number of parents volunteering in the school, per year: TBD (Black Lake)

INFRASTRUCTURE DEVELOPMENT

The first stages of infrastructure development in the community began in 1973, when primary water and sewer services were built to serve the local school, teacherage and some community buildings.[20] Infrastructure planning and development is on-going; and today, key elements of the community's infrastructure include numerous facilities, equipment, water and sewer systems, roadways/ transportation, power, communications, and waste disposal.

A document entitled *Community Infrastructure Summary* (May 2016) incorporates infrastructure information from the following three sources:

- Bullee Community Development Plan (2010)
- Black Lake First Nation Water System Emergency Response Plan
- 2015 Regional First Nation Infrastructure Investment Program (RFNIIP), provided by INAC

Table 3 provides a listing of infrastructure that is situated in the community.

[20] *Bullee Consulting (2010). Black Lake Community Development Plan; page 27.*

Table 3: Community Infrastructure

Facility	Location	2010 CDP Comments	2007 ACRS Comments
Band Office	Chipewyan Avenue south if Adult Education Facility	Built in 1994. Identified upgrades include additional office space, second meeting room, and air conditioning.	N/A
Father Porte Memorial Dene School	North end of School Road northeast of the arena	Built in 1994. Upgrades include new mechanical systems, more storage space and washrooms, facility expansion, and stormwater management.	Good condition with minor repairs and maintenance needed, 30 year life expectancy
School Maintenance Building	School Road between Father Porte School and the arena	Built in 1994	Good condition with minor repairs and maintenance needed, 25 year life expectancy
Adult Education Building	Intended to be placed near the school	New building donation	N/A
Band Hall	Walleye Avenue	Built in the 1960's. Building is too small, has been repaired many times, and requires replacement.	Poor condition with significant renovations needed, 20 year life expectancy
Athabasca Health Facility	Not noted	Need to expand office space within the facility	N/A
Daycare	Boneleye Road southwest of the Health Center	Built in 1997. Need to expand facility.	Good condition, 20 year life expectancy
Fire Hall	Chipewyan Avenue north of the Adult Education Facility	Built in 2003. Need to expand facility to provide training. New truck and jaws of life required.	Good condition with numerous repairs and maintenance needed, 25 year life expectancy
Cold Storage Facility	Near northern store	Built in 2009 and was renovated in 2017. Too small to meet storage needs. A larger secure building is needed.	N/A
Arena	School Road southeast of Father Porte Memorial Dene School	Built in 1994. Renovations to top floor mezzanine are needed.	Good condition with minor repairs and maintenance needed, 20 year life expectancy
Churches	Black Lake and Stony Lake	Community has partnered with diocese to expand and renovate both facilities.	N/A
Cemeteries	Black Lake and Stony Lake	Black Lake facility has new fence and adequate space. Stony Lake facility needs a new fence.	N/A
Teacherage 0040	Dunlop Avenue north of Post-Secondary Training Centre	Built in 1985	Fair condition with numerous repairs and maintenance needed, 5 year life expectancy
Teacherages 0350/0360/ 0370/0380/0390	Black Lake Drive south of Father Porte Memorial Dene School	Built in 1993. Band intends to move and renovate houses to convert them to single parent homes.	Fair condition, need to be replaced with new buildings, 10 year life expectancy
Teacherage 0400	Dunlop Avenue north of Post-Secondary Training Centre	Built in 1994	Fair condition with major improvements and maintenance needed, 10 year life expectancy
Teacherages 0430/0440	Teachers Place	Built in 1994	Fair condition with repairs and maintenance needed, 10 year life expectancy
Health Clinic	Not noted	Facility recently renovated. NNADAP program intended to be moved to a separate building to make more office space.	N/A

Source: Community Infrastructure Summary (May 18, 2016)

In addition to the listing above, additional infrastructure has been identified, including:

- Northlands College (built in 2010)
- Athabasca Denesuline Child and Family Services (built in 2014)
- RCMP (built in 2017)

- Water treatment facility (built in 2008)
- Store (built in 2010)
- Youth Centre (built in 2010)
- Venture Building (to be completed in 2018)
- Beach playground (to be completed in 2018)

The First Nations Infrastructure Investment Plan (FNIIP) is an annual report which details a First Nation community's infrastructure needs, plans and previous year's accomplishments, and captures projects that cross over fiscal years. There are four projects identified for Black Lake on the 2015 FNIIP:

- A $1,600,000 school renovation project, of which $160,000 is allocated for 2017/2018 and $1,440,000 is allocated for 2018/2019.
- A $3,064,000 water treatment plant expansion and upgrade project, of which $489,000 is allocated for 2016/2017. There remaining funds are unallocated.
- A $5,900,000 stage two subdivision project. There are no funds allocated to this project in the next five years.
- A $100,000 reservoir upgrades project that is allocated for funding in 2019/2020.

A number of community facility and infrastructure upgrades projects have been identified as part of the CDI, CDP, and FNIIP project funding allocation process, which are summarized below. Table 4 is intended to highlight the similarities and any discrepancies that may exist between the three documents so that more informed decisions can be made regarding project funding and prioritization going forward.

Table 4: Project Funding Allocation

Project List	Total Identified Project Cost	
	2010 CDP	2016 FNIIP
Housing (construction and renovations)	$12,300,000	-
Water Treatment Plant	$2,150,000	$3,064,000
Reservoir Upgrades	-	$100,000
Landfill	$900,000	-
School Renovation / Expansion	$7,600,000	$1,600,000
Lagoon	$8,000,000	-
Subdivision Stage 2	$4,600,000	$5,900,000
Garage / Bus Shelter /Public Works Facility	$300,000	-
Children's Playgrounds	$80,000	-
Church Expansion	$330,000	-
Community Hall / Youth Facility	$2,200,000	-
Community Dock	$75,000	-
Arena	$200,000	-
Fire Guard	$50,000	-
Reserve Cut Lines	$20,000	-
Fire Hall Expansion	$800,000	-
Band Office Expansion / Renovations	$2,000,000	-
Daycare Expansion	$300,000	-
Stony Lake Development Phase 1	$3,250,000	-
TOTALS	**$45,155,000**	**$10,664,000**

Source: Community Infrastructure Summary (May 18, 2016)

A listing of community infrastructure equipment includes the following:

- Front end loader
- Zamboni
- Backhoe
- Loaders
- Motor graders

- Tractor truck
- Trailer configurations
- Waste disposal truck
- Water truck
- 2 education buses
- Fire truck
- Two band vans
- Sewer truck
- Sanitation truck
- Ambulance
- Recreation van
- Other van

Raw water for the community is provided by an intake system from Black Lake consisting of approximately 200 m of 150 mm diameter HDPE pipe. The wet well in the intake building, located approximately 30 m from the shore of the lake, contains two submersible pumps. Each pump is capable of producing 9.0 L/s. Water from the lake is transferred to the treatment plant through 520 m of 100 mm diameter HDPE pipe. The intake pumphouse was built in 2008.[21] The community water truck was purchased in December 2017 to deliver water to Stony Lake residences and is operated by a community member.

Built in 1993 and upgraded in 2004, the **water treatment plant** is located in the middle of the community. Two community members share the responsibility of managing the water treatment plant and ten other community members are being trained to be water treatment plant operators. The treatment plant has a diesel backup generator, which allows the facility to operate in the event of a power failure. The treatment process makes use of ozonation and modified slow sand filtration. The total filter capacity is 9.0 L/s. Water from the filters is disinfected with chlorine and stored in a four cell underground concrete reservoir. The reservoir can store up to 1.4 ML and serves as the foundation of the water treatment plant.[22]

According to the 2010 CDP, upgrades to the water system will be required in the next one to two years to address capacity shortfalls. Also of significance, there has been a boil water advisory in place since 2013.

The sanitary sewer collection system consists of insulated conventional bury 200 mm PVC SDR 25 pipe. There are three **sewage pumping stations** in the community. SPS No. 1 receives all of the sewage generated in the community and is located near the intersection of Black Lake Drive and Robillard Road. It was upgraded in 2010 and consists of two 70 hp submersible pumps that are capable of producing 36.5

[21] *Community Infrastructure Summary (May 2016)*

[22] *Community Infrastructure Summary (May 2016)*

L/s. The facility also has a backup generator. The 250 mm diameter HDPE forcemain from SPS No. 1 to the lagoon is approximately 3,125 m long. SPS No. 2 is located in the west end of Sandy Point Place was expanded in 2010 to house a new generator. The facility consists of two 4 hp submersible pumps that can each produce flowrates of 12.0 L/s. SPS No. 3 is located on Sesame Street and was also expanded in 2010 to house a new generator. The station includes to 4 hp submersible pumps that are capable of producing flows of 5.5 L/s.[23]

A new two-cell facultative lagoon located approximately 3 km east of the community was built in 2010. Both cells of the lagoon have a 40 mil HDPE liner and a 300 mm thick sand cover to prevent exfiltration. The primary cell is 6.5 ha and has a storage capacity of 165,000 cubic meters. The lagoon has a truck dump pad to accommodate wastewater that is not collected by the community system.[24]

The 2010 CDP reports that the sewage collection, transmission, treatment, and disposal systems will be adequate for a number of years. However, additional wastewater infrastructure will be required to accommodate the proposed new subdivision that is expected to be developed.[25]

Transportation infrastructure available to community members to travel in and out of the community includes one main highway, two airports in the region, and a seasonal barge contractor. Main access **roadways** to the community include an all-season grid road from Stony Rapids to Black Lake, as well as the Athabasca Road (highway 905) that is entirely unpaved and extends from Stony Rapids to Points North Landing, about 185 km south of Black Lake. While the seasonal road is open year-round, travel in the summer is very rough and vehicles must travel slowly.

By water, a barge system provides access to Stony Rapids during the summer months. By air, community members have access to flights in and out of the region from the airport based at Points North Landing and the Stony Rapids Airport, which provides year-round access to the communities of Stony Rapids and Black Lake. It is Saskatchewan's fifth busiest airport. In 2014-2015, a $3M airport improvement project took place to develop a new access road to the community of Stony Rapids and expand the existing apron at the airport.

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[23] *Community Infrastructure Summary (May 2016)*

[24] *Community Infrastructure Summary (May 2016)*

[25] *Community Infrastructure Summary (May 2016)*

Main sources of **power** in the community include electricity and wood. SaskPower owns and operates the main Uranium City transmission line that services the community, and frequent power outages are a normal occurrence in the community. The range of supply available is from 120 /208 volt, 3 phase to 600 volt.[26] The Tazi Twe Hydro project, further discussed in *the Economy section*, is being considered to potentially provide an alternative source of power to the community.

In December 2015, new cellular towers serving the communities of Stony Rapids and Black Lake were fully operational and residents can now enjoy the benefits of SaskTel **wireless service**. This $6M extension of wireless cellular service to these communities was made possible through a partnership between SaskTel, Huawei Canada (who contributed $385,000 in funding and equipment), and Athabasca Basin Development (who contributed $249,000).

Waste disposal is available through a regional waste facility and local waste pickup is conducted daily. The 2010 CDP states that the Black Lake landfill was constructed in 2004. Although there is no identified capacity limit in the report, the facility was designed to accommodate waste for five years based on waste generation rates at the time. Planning for additional landfill cells is required as the landfill continues to accumulate waste from the community.[27] The community has trained two local members to operate the recycling equipment and manage the landfill.

In 2014, Black Lake established a hazardous waste removal program that focuses on removing fridges/freezers and other metal appliances from the local land fill. The program was funded by AANDC. The appliances are collected and then transported to Regina for recycling.[28]

POLICY & CAPACITY TOOLS

- Community Development Plan – Bullée Consulting (2010)
- Black Lake Denesuline Nation Building Bylaws
- Arena Development Plan
- Black Lake First Nation Water System Emergency Response Plan
- Terrain Suitability for infrastructure planning – study conducted in 1996.[29]
- New RCMP detachment
- Lagoon Operators Manual
- Waste Treatment Plant (WTP) Operators Manual
- First Nation Public Works Assessment Guide
- 2015 Regional First Nation Infrastructure Investment Program (RFNIIP), provided by INAC

[26] *Bullee Consulting (2010) Community Development Plan. Page 32.*

[27] *Community Infrastructure Summary (May 2016)*

[28] *Eagle Feather News article (December 2014) Black Lake Develops hazardous waste removal program.*

[29] *Bullee Consulting (2010) Community Development Plan, page 12.*

POTENTIAL GAPS

- New building for daycare
- Expand or build new school
- Local public transportation service (i.e. bus)
- Community ambulance service
- Freight truck to deliver food to the community
- Supporting infrastructure for potential new housing sub-division
- A secure site for community lumber and building materials
- Expand fire hall to accommodate training space, new truck and other equipment
- Need to renovate top floor of the arena
- Expand band office and install air conditioner
- Enlarge and renovate band hall
- Upgrade road between Black Lake and Stony Rapids
- Build new court house
- Build public works yard
- Build a bus shelter
- Infrastructure equipment and facility funding
- Recycling equipment

COMMUNITY SURVEY FEEDBACK

- 38% of on-reserve respondents are satisfied with current community facilities.
- Facility improvements needed include:
    - All facilities need renovations
    - Use the hall for more activities, not just Bingo
    - A quiet space to study is needed
    - Artificial ice for the rink
    - New day care
    - Housing needs to be maintained
    - Water treatment plant needs improvements
    - Fix playgrounds
- On-reserve housing infrastructure satisfaction:
    - Water System – 78% satisfied
    - Sewage Treatment – 80% satisfied
    - Garbage Collection – 25% satisfied

- On-reserve respondents noted issues with homes flooding from water back-ups and poor waste management in the community (i.e. trash, household waste).
- 85% of on-reserve respondents are not satisfied with community road conditions.
- To improve road conditions…
    - Better equipment needed
    - Pave roads
    - Fix pot holes
    - Regular maintenance
    - Grade more often
    - Need road signs
    - Community signage is needed everywhere

VISION

The Black Lake Denesuline First Nation will build and maintain community infrastructure and services that are safe, reliable and sustainable.

GOALS

- Update community plans to assess current infrastructure needs and future requirements for facility upgrades, new build priorities and alignment of services.
- Improve and maintain road conditions within the community.

DATA

- Number of boil water days: 0 (Census, INAC, 2016)
- Number of trained water technicians: 2 (INAC, 2016)
- Length of roads on-reserve: by category: (INAC, 2016)
- 6000 = 2.2 km
- 7000 = 6.5 km
- 8000 = 10.6 km
- Internet connectivity speed, point of presence: 100 MB/second (Black Lake)
- Waste Management: TBD (Black Lake)
- Fire protection services: TBD (Black Lake)

HOUSING

In 2017, there were 244 housing units on reserve, which mainly consisted of single-detached homes, multi-unit dwellings, teacherages and cabins. Of these housing units:

- 77.5% were in adequate condition;
- 22.1% required major renovations; and
- 0.4% were in need of replacement.[30]

The main sources of household heating in the community are electricity and wood. The 2011 census data provides that 37.7% of dwellings were considered crowded. This correlates with the most recent housing occupancy information released in 2017, which averaged 6.6 persons per household on-reserve.[31] In contrast, the Canadian average was 2.5 people per household in 2017. Table 5 indicates the number of people as well as the number of bedrooms and bathrooms per household as members reported through the community survey.

Table 5: On-reserve Housing Breakdown

	1	2	3	4	5	6	7+
People Per Household	0%	3%	9%	13%	9%	19%	47%
Bedrooms Per Household	1%	30%	38%	13%	6%	9%	3%
Bathrooms Per Household	94%	6%	0%	0%	0%	0%	0%

Source: CDI Survey Results 2016

There is a waiting list for housing in the community, with a current listing of 46 people[32]. Currently there is a 16-unit residence, seven duplexes and two single dwelling units under construction on-reserve. On average, 10 renovations per year are being completed to on-reserve housing.

[30] *INAC, 2017.*

[31] *INAC, 2017.*

[32] *Daniel Robillard.*

Black Lake has a Housing and Renovations Policy that was revised in March 2013. This policy provides guidance on the Housing Program and repairs and renovations.

The **Athabasca Housing Authority (AHA**) was established by an order of Chief and Council to oversee all matters relating to housing both on and off reserve. The AHA manages and is accountable for all dwellings owned by Black Lake. AHA is comprised of 12 members and a chairman, with two representatives from each partnering community and six members selected by the Prince Albert Grand Council (PAGC). Black Lake's representatives consist of the Housing Manager (Donna Bear) and the Portfolio Councillors (Joe Renie and Delbert Bouvier), who also sit on the local Housing Committee.

POLICY & CAPACITY TOOLS

- Black Lake Housing Policy and Renovations Policy (March 2013)
- Housing Committee (Chief and Council oversight list)
- Housing Co-Ordinator/Manager
- 2007 Athabasca Housing Authority comprehensive package to guide local housing policy and program development.
- PAGC Housing Survey (2008)
- Community Housing Wait List
- Housing renovations list

POTENTIAL GAPS

- Housing Candidate Selection Criteria

COMMUNITY SURVEY FEEDBACK

- 46% of on-reserve respondents indicate that current housing meets their needs
- Issues identified with current housing:
    - Renovations needed
    - Mold
    - Over crowding
- 63% of on-reserve respondents said their home needs renovations.
- 43% of on-reserve respondents are interested in having the opportunity to own their own home in the community.
- 78% of off-reserve respondents had lived on-reserve at some point in their lives, either residing in a house (86%) or a duplex/fourplex (14%).
- 56% of off-reserve respondents are interested in moving on-reserve if housing was available to them.
- Other housing types to consider for future development:
    - House – 79%
    - Apartment – 13%

- Multi-unit home – 7%
- Alternative home – 1%

- Further community feedback:
  - Renovations
    - New furnaces
    - Roofing
  - Siding
  - Single Parent Housing
  - Reduce Overcrowding
  - People in 'town' need help too
  - Single mothers need housing too
  - Poorly constructed homes
  - Only one maintenance man
    - Can't be expected to address all the issues
    - Need more hands
  - If occupant of a home maintains their place, it is no longer considered Band Housing and cannot get funding
  - To get home maintenance, an application has to be completed and Chief and Council have to approve it before it is allowed
  - Only married couples/families get homes provided lately
  - The Chief and Council ultimately make the decision on who get a home

VISION

The Black Lake Denesuline First Nation will provide our membership with reliable and functional housing options that meet approved standards and needs, maintenance, and future projections.

GOALS

- Ensure community housing needs are identified and met through implementation of planning and housing program.
- Address renovations and maintenance needs in the community.
- Explore home ownership options for community members.

DATA

- Number of housing units, on-reserve: 244 (INAC, 2017)
- Average persons per household, on-reserve: 6.6 (INAC, 2017)
- Percent of dwellings that are crowded, on-reserve: 37.7% (INAC, 2017)
- Percent of dwellings that are in adequate condition, on-reserve: 77.5% (INAC, 2017)
- Percent of dwellings that require major renovations, on-reserve: 22.1% (INAC, 2017)
- Percent of dwellings in need of replacement, on-reserve: 0.4% (INAC, 2017)
- Occupied on-reserve dwellings without water services: 1 (INAC, 2016)
- Occupied on-reserve dwellings without sewage services: 1 (INAC, 2016)
- New dwellings constructed within the past three (3) years: TBD (Black Lake)
- Number of dwellings with access to oil, natural gas, electric heat and cost: TBD (Black Lake)
- Number of people on housing wait list: TBD (Black Lake)
- Number of major/minor renovations performed annually: TBD (Black Lake)

JUSTICE

Justice has been identified as a key community planning theme for Black Lake. Community members are concerned with safety and have committed to making it a key priority for their community. Issues identified during engagement meetings include graffiti, vandalism, lack of support from police and lag in authority's response to incidents.

Justice themed conferences and workshops held in Black Lake/Stony Rapids in 2015/2016:[33]

- Black Lake Victim services conference
- Domestic Violence workshop – 80 participants

Black Lake is currently participating in the **Aboriginal Community Safety Planning Initiative** with the Government of Canada. Through the project, the community is working to address multiple safety and wellness issues.

POLICY & CAPACITY TOOLS

- RCMP detachment
- Community Safety Plan (underdevelopment in 2018)

POTENTIAL GAPS

- ATV/Ski-doo/Recreation Vehicle bylaws

COMMUNITY SURVEY FEEDBACK

- 23% of respondents do not feel safe while on the reserve due to…
    - Prevalence of drugs and alcohol
    - Violence
    - Bullying
    - Vandalism

[33] *Listing provided in Athabasca Health Authority Annual Report (2015-2016) page 33.*

- Welfare day

- Improve safety by…
  - Restricting drug & alcohol use
  - Increased policing
  - Youth programs
  - Youth curfew

- Emergency service satisfaction:
  - Fire Services – 47% very ineffective
  - Ambulance Services – 35% neutral
  - Police Services – 42% very ineffective
  - Respondents were concerned with slow emergency service response times, or no response at all, and lacking police presence. Additionally, a need for a community ambulance was noted.

VISION

The Black Lake Denesuline First Nation will administer the appropriate bylaws and procedures to ensure the safety and protection of our members.

GOALS

- Improve the effectiveness of community emergency services.
- Address issues of vandalism and improve safety.
- Explore traditional methods of justice that align with Denesuline heritage and culture.
- Establish a committee of members to work with the RCMP to address safety and security issues.

DATA

- Adult correctional services, custodial admissions in Saskatchewan by Aboriginal identity: TBD (Regional data)
- Number of persons accused of homicide: TBD (Regional data)
- Number of homicide victims: TBD (Regional data)
- Missing and murdered Indigenous women and men: TBD (Black Lake)
- Men/women victim of spousal abuse: TBD (Black Lake)
- Homelessness: TBD (Black Lake)

Table 6: RCMP Community Policing Report Data

	March 2015	October 1 - December 31, 2016	March 31 - June 31 2017
Sexual Assaults	1	4	0
Assaults - Spousal/Other	25	82	64
Willful Damage/Vandalism	53	0	299
Break and Enter and Theft	2	13	22
Thefts	8	21	22
Impaired Driving/Over 0.08%	7	27	42
Disturbing the Peace	14	339	118
Other Criminal Code Offences	20	127	0
Possession of Drugs	2	2	3
Trafficking	0	3	1
Liquor Offences	62	31	45
Above Cases Band By-law Related	64	31	339
Traffic Accidents	1	8	3
Traffic Charges	3	10	1
Missing Persons	1	5	1
Sudden Deaths	0	1	0
Assistance - General Public	6	81	12
First Nations By-laws	0	277	339
Other	7	35	0

Source: RCMP Incident Reports

CULTURE

Dene culture and traditions are celebrated and valued by Black Lake. Working together, celebrating together, respecting the land, water, animals and air, and respect for Elders and traditional knowledge are important values shared in Black Lake. Key elements of the community's cultural values include:

- The Dene language
- Traditional hunting, fishing, trapping, gathering
- Culture camps and pilgrimages
- Drumming and dancing
- Culturally significant sites
- Elders knowledge shared with youth
- Religion

The Dene language is very prevalent in the community and is taught to children in the school beginning in grade 3. Data collected in 2016 found that 93 percent of people on-reserve spoke an Aboriginal language at home, and 96.7 percent of people on-reserve had knowledge of the Dene language.[34] Language and storytelling (oral history) are very important to the members of the community, as it is the basis of traditional and cultural practices.

Respect for animals and the hunt are important traditional values of the Dene people. Many members continue to hunt, fish, and trap as their ancestors did and every year, the men of the community travel to the Northwest Territories to hunt for caribou. The meat is then shared with members of the community. Fishing is also a very important skill that is passed down to new generations. When fishing, it is tradition to give the lake a gift for safe travel. Important traditional foods include caribou, fish, bannock and blueberries. Elders have a fundamental role in teaching children how to pick blueberries, what types of berries are safe for eating and important safety practices when picking.

[34] *INAC 2017*

Youth have the opportunity to learn about their culture and traditions at culture camps held annually. Elders teach the youth about traditional hunting methods and survival skills such as preparing a hide for clothing. They also teach about significant traditions such as drumming and dancing. The drum is an important part of the Dene culture. It is used to begin all ceremonies and teaches respect and creates love and friendships. It brings the entire community together including the youth and the Elders. Dancing is also an important tradition, including the "Drum Dance" and traditional hand games are played in the community.

Cultural sites are also prevalent in the community. There are two cemeteries located in the community as well as three culturally significant sites. These include[35]:

- The Shrine, located on the west side of the highway to Stony Rapids, approximately 5.5 km north of the Black Lake Settlement.
- Treaty Day Ceremonial Grounds, located on the east side of the highway to Stony Rapids, located directly across from the Shrine.
- Sweat Lodge Site, located approximately 500 meters east of the highway to Stony Rapids, north of the road to Camp Grayling.

Religion is also an important part of the Dene culture. The Catholic faith is predominant in the community, and each year Dene people of the Athabasca gather at Pine Channel between Stony Rapids and Fond du Lac for a pilgrimage and retreat. Mass is conducted twice a day and children's programs run throughout the week. Black Lake members also celebrate their Catholic faith at masses at their local church, Church of Our Lady of the Cape.

Black Lake Community Cultural Events that take place throughout the year include:

- Community Carnival (annual)
- Culture Camp (annual) – for a duration of two weeks in May
- Pine Channel Pilgrimage (annual)
- Treaty Day (annual)
- Lac St. Anne Retreat/Pilgrimage (annual)
- AHA Youth Conference (annual)
- First Nations Veterans Day (annual)
- Single Mother's Retreat/Elders Retreat

POLICY & CAPACITY TOOLS

- Culture camps
- Dene language class (grades 3 – 12)
- Lac St. Anne Pilgrimage
- Pine Channel Pilgrimage

[35] *Bullee Consulting (2010). Black Lake Community Development Plan: page 24.*

- Winter Festival
- Caribou hunt
- Annual School hunting trip
- Treaty day ceremonial grounds
- Harvesting Protocol between the Athabasca and Manitoba Denesuline

POTENTIAL GAPS

- Dene language instruction for K5 – 2
- More Dene teachers
- Cultural sensitivity training

COMMUNITY SURVEY FEEDBACK

- 48% of respondents are involved in community cultural events
- Respondents are involved in…
    - Culture camps
    - Learning traditional cooking methods
    - Dene culture
    - Keeping our language
    - Sewing
    - Trapping and hunting
    - Hand games
    - Drum making
    - Drum dance
    - Square dance
- 36% of off-reserve respondents indicated that since moving away they have returned to Black Lake for cultural events.
- 43% of respondents are aware of traditional or cultural sites that need to be protected in the community. Community cultural sites identified as requiring protection include:
    - Elders cabins
    - Shrine
    - Fishing and hunting spawning areas
    - Graveyard
    - Seasonal road
    - Elizabeth Falls
    - All lands and water
- Respondents would like to see cultural events/programs/services including…
    - Teaching how to live off the land
    - More culture camps for the whole community
    - More moose hide making

- Making dry meat
- Elder events
- Dene classes
- Hand games every weekend
- Story telling
- Sewing slippers and moccasins
- Arts/crafts classes
- More drumming
- Youth recreation activities
- Drug & alcohol treatment
- More cultural events
- Elders group

VISION

The Black Lake Denesuline First Nation will promote and celebrate our traditional language, northern culture and heritage; ensuring our traditional knowledge and values are passed on from one generation to the next.

GOALS

- Organize cultural programming and events that include all members.
- Develop programming that teaches traditional practices and land use.
- Expand access to Dene language instruction.
- Ensure protection of traditional and cultural sites.
- Establish a historical timeline that showcases key events in Black Lake's history.

DATA

- Aboriginal language as mother tongue: 94.9% (INAC, 2017)
- Speaks an Aboriginal language most often at home, on-reserve: 93% (INAC, 2017)
- Knowledge of an Aboriginal language: 96.7% (INAC, 2017)
- Aboriginal languages spoken: Dene (INAC, 2017)
- Knowledge of English or French: English 97.8%/Neither 2.2% (INAC, 2016)
- Religious Affiliation: Christian 96.2%, No Affiliation 3.8% (Census, INAC, 2011)
- Number of Elders – men and women: TBD (Black Lake)
- Cultural activities and events held in the community: TBD (Black Lake)
- Number of artisans/performers/knowledge keepers: TBD (Black Lake)
- Traditional Land Use: TBD (Black Lake)

SOCIAL

The social aspect of the planning process includes recreation and social support services.

There are many **recreational activities** and programs that extend beyond cultural programming in the community, including sports, camping, and community gatherings. There is an Interagency team that has recently compiled a community events calendar for recreation and social gatherings. Members of the community enjoy several recreational activities including volleyball, hockey, camping, and bingo. The community also hosts an annual fishing derby and baseball tournament, and members of the community have attended both the summer and winter First Nations games. Sharlene Disain is the current Recreation Director for the community.

Social services in the community include the **Athabasca Denesuline Child and Family Services (ADCFS)** facility and **Youth Treatment Centre**. Sharlene Catholic is the current ADCFS Finance Director. In January of 2014, the ADCFS opened a 12 bed youth care home facility located in Black Lake for youth aged 5-14 from communities in the Athabasca region. It provides education, spiritual, recreation services, therapeutic and family counselling, as well as cultural programming to children, youth, and their families who require service and support. These services are open to all residents in the Athabasca communities and allow at-risk youth to receive services right in their home area, rather than travelling to an unfamiliar city. Community members indicated that the job descriptions and certifications for ADCFS workers need to be reviewed to ensure every community member is receiving the support and care they need.

The Social Assistance Administrator is Rosanna Crookedneck who is assisted by Elizabeth Robillard. Due to the confidential nature of the **social assistance program**, information is limited regarding general data. As of January 2018, 386 members were receiving social assistance support. It is suggested that for the purpose of measurement and follow-up of this plan, very general information should be collected to monitor social assistance programming.

The Athabasca Health Authority provides children's services through its "**Growing Great Families**" program. This program offers home visits to families that are prenatal and/or have children from birth to

five years of age.[36] Curriculum offered includes prenatal classes, early years fairs, cooking classes, literacy workshops, and baby cafes.

KidsFirst Program is an 'early childhood development and family support program that seeks to improve the outcomes of children by supporting vulnerable families in building capacity for nurturing their children.'[37] The program began in 2007 and has approximately 30 children in the program, ranging from ages 0 – 5. Ian Donard is the KidsFirst Program coordinator.

Social events held in Black Lake/Stony Rapids during the 2015/2016 year[38]:

- Kids Christmas Party at the Health Centre – 60 participants
- Community potluck supper held twice at the Youth Centre
- Pink Pancake Day – 100 participants
- Literacy Camp/Students Day at the beach – 60 participants
- Family conference for 3 days – 350 participants
- Summer Fun Day for kids – 165 students and parents attended
- Halloween baby show - 60 participants
- Marriage prep group (3 days) – 13 couples
- Youth game night (2x per month) – 16 participants
- Sewing group (2x per month) – 4-6 participants

Black Lake is currently participating in the **Aboriginal Community Safety Planning Initiative** with the Government of Canada. Through the project, the community is working to address multiple safety and wellness issues.

POLICY & CAPACITY TOOLS

- Athabasca Denesuline Child and Family Services (ADCFS) Facility
- Youth Treatment Centre
- Growing Great Families program
- KidsFirst Program

POTENTIAL GAPS

- Further recreational programming for youth, adults
- Arena employees to provide youth activities
- Recreational programming for Elders
- Access to recreational facilities

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[36] *Athabasca Health Authority Annual Report 2015-2016, page 28.*

[37] *Government of Saskatchewan. Building Stronger Families through KidsFirst Press release. 10 September 2014. Available: www.saskatchewan.ca/government/news-and-media/2014/september/10/kidsfirst*

[38] *Listing provided in Athabasca Health Authority Annual Report (2015-2016) page 33.*

COMMUNITY SURVEY FEEDBACK

- Respondents are involved in the following community activities:
    - Fundraising for sports tournaments
    - Exercise programs
    - Family outings
    - Camping
    - Bingo
    - Baseball
    - Hockey
    - Volleyball
    - Community events
    - Long distance walking
    - Healing workshops
    - Mental programs
    - Youth activities
- 40% of off-reserve respondents are involved in recreational activities where they live.
- 27% of off-reserve respondents are interested in volunteering in recreational activities where they live.
- Respondents would like to see recreational facilities/programs/services including:
    - More sports programming
    - Fund raising to buy sports equipment
    - Youth and Elder recreation activities
    - Fishing derby
    - Youth dances
    - Movie night
    - Canoeing
    - Camping
    - Swimming lessons
    - Guitar lessons
    - Dance classes
    - Singing classes
    - Youth centre
    - Arena with artificial ice
    - Sports equipment building
    - Pool hall
    - Large playground
    - Biking
    - Arts, crafts, music, electronics, etc.
    - Bible classes
    - Bowling alley

- Evening activities
- Board games, cards, etc.

- Black Lake Community Recreation Events:
  - First Nations Winter Games (2016, 2017, 2018)
  - Community Carnival (2016, 2017, 2018)
  - Fish Derby/Annual Baseball Tournament (2016, 2017, 2018)

VISION

Black Lake Denesuline First Nation values the importance of our members' social well-being and will strive to offer diverse recreational and social activities that interest all members of the community.

GOALS

- Develop recreational programming accessible to community members.
- Improve community access to recreational facilities.
- Develop and implement programs to help members move from social assistance to self-reliance.

DATA

- Number of children in care: 22 (INAC, 2016)
- Lone parent families (% of families): 11.5% (INAC, 2016)
- Children in lone parent families (% of children): 22.0% (INAC, 2016)
- Listing of annual community recreation/sporting events: TBD (Black Lake)
- Number of members on social assistance – 386 (Black Lake, 2018)
- Income assistance dependency rate: 41.2% (INAC, 2017)

ECONOMY

Black Lake is active in many economic development ventures that create employment and build wealth for the community. Black Lake owns numerous businesses including Black Lake Ventures, Black Lake Development, Waterfound Development Corp, Elizabeth Falls Hydro, and the Tazi Twe Hydroelectric project. Black Lake also holds shares in CanAlaska Uranium.

Black Lake Ventures is the business arm of Black Lake First Nation. It has direct ownership in four companies:

1. Athabasca Basin Development – 23.23%

   Athabasca Basin Development is an investment company committed to building and investing in successful businesses. The company is owned by the seven communities in the Athabasca Basin, with Black Lake Ventures having 23% ownership. Since being established in 2002, the company has grown to include complete or partial ownership in twelve companies providing a wide range of services. The company began with the unity of the seven communities in the Athabasca region who wanted to participate in the local mining industry and create a company that would provide benefits to the communities for generations. Athabasca Basin Development is governed by a board of representatives from the Athabasca community and CEO, Geoff Gay. The company has ownership in Arctic Beverages, Athabasca Labour Services, Athabasca Basin Security, Double Diamond Structures, Flyer Electric, Lonona Contracting, Mudjatik Thyssen JF, Points Athabasca, Points North Group of Companies, Team Drilling, Tru-North RV, Auto and Marine, and West Wind Aviation.

2. Prince Albert First Nation Business Development – 8.33%

   Prince Albert First Nations Business Development Limited Partnership strives to own and operate profitable businesses that create employment opportunities for First Nations people, generate earning for reinvestment in businesses and support First Nations quest for economic self-sufficiency. The company has ownership in Arctic Beverages, Double Diamond Structures, Glenmor Equipment, Points North Group of Companies, Western First Nations Hospitality LP, and West Wind Aviation.

3. Athabasca Catering – 20%

   In 1994 Athabasca Catering evolved from several related joint venture and partnerships and in 2003, the partnership became a 100% Saskatchewan First Nation owned and operated company. The Company specializes in local, First Nation and Aboriginal hiring providing positive influence for regional economic impact commitments. The company has thrived in the remote site catering industry for several reasons; among them are high client satisfaction, high quality food service, qualified and skilled management at all levels and a willingness to do what it takes to get the job done safely, professionally, and skillfully.

4. West Wind Scheduled Services (formerly known as Pronto Airways) – 25%

   West Wind Aviation operates from bases in Saskatoon, La Ronge and Stony Rapids as well as in satellite locations in northern Saskatchewan. The company's diverse fleet of aircraft can accommodate a broad range of passenger and cargo needs. West Wind is proud to be First Nations and employee-owned. Athabasca Basin Development, who represents the seven communities in the Athabasca Basin, is the majority shareholder with 55% of the organization. The Prince Albert Development Corporation has held 25% of the organization since 2002. This alliance, along with employee ownership, has offered West Wind an opportunity for growth and expansion while continuing to build on the company's strengths.

Black Lake also participates in economic development activities through 33% ownership in **Waterfound Development Corporation**. Currently, this development corporation owns 20% of Northern Resource Trucking (NRT). Formed in 1986, NRT is a transport company that includes a large fleet of truck and trailers. It primarily provides transport services to Cameco, AREVA and Claude Resources mines in Northern Saskatchewan, hauling consumables, mining materials, dry or liquid bulk commodities, machinery and over-dimensional loads for the mining companies. Providing training and employment to drivers has been an important part of the NRT culture and continues to be important to the First Nation and Metis owners of the company. NRT has maintained an excellent safety record and its drivers have the training and experience needed to provide transport services across vast and challenging terrain including gravel and ice roads.

The **Elizabeth Falls Hydro Limited Partnership (EFHLP)** was established in October 2015.[39] Key elements of the partnership include:

- 30% Ownership Share Investment Payments (return on investment)
- About $900 million over the span of the project for an initial $42 million investment
- No risk for investment, if the plant shuts down for repairs there is no cost to Black Lake and no impact on the Ownership Share Investment Payments. Community Service Payments, and Land Lease Payments
- Financial Benefit
  - Partnership Signing Bonus: $2 million 30% Ownership Share Investment Payments: about $900 million
  - Community Service Payments: about $65 million

[39] Black Lake members include Rick Robillard, Dan Robillard, Raymond McDonald, Victor Ecodh. External Advisors include Ted de Jong, Jamie MacIntyre, Don Deranger, Yovhan Burega, Geoff Gay.

- Land Lease Payments: $12 million
- Water Rental Payments: up to $300 million (still under negotiation)
- Total Financial Benefit: $1.3 Billion
- Financial benefits in the Community Trust are guaranteed by a legally binding contract
- Tazi Twe Community Trust Agreement
- Chief and council do not have access to the money, now or into the future (Black Lake community desire)
- Community Trustees in charge of finances, expenditures, and reporting

- The Black Lake community decides how the Trust Fund money is spent (survey, meetings, any other means deemed appropriate by the Trustees)

In November 2015, Black Lake voted in favour of proceeding with the $630M **Tazi Twe Hydroelectric project**, a joint venture with SaskPower. In 2007 Black Lake voted for the land to be designated for the hydro project, and for the exploration and development of minerals. The land designated allows for an area in and around Elizabeth Falls to be leased for 99 years for a hydro project, for which Black Lake always retains ownership of the land. The start date of the 99 year lease was in 2009.

The Tazi Twe Hydroelectric project is a proposed water diversion hydroelectric project that will supply 50 megawatts to the provincial power grid. It will be the first new hydro project in Saskatchewan in 30 years, and is expected to bring $1.3 billion into the community over the project's 90-year life span. Benefits of the project include

- Respect for the environment (not a dam project)
  - Financial benefits
  - $2 million at beginning of project
  - Ownership share investment payments
  - Community service payments
  - Land lease payments
- No risk
  - Guaranteed revenue
  - Legal agreement
  - Black Lake always retains ownership of land
- Jobs
  - Construction jobs, preference given to qualified Black Lake community members
  - Hydro plant operation jobs, 3 Black Lake members are currently training to work in hydro plants
  - Opportunities
- Business opportunities during construction and provide services to hydro plant
- At the end of the agreement, Black Lake gets the hydro plant (at no cost to Black Lake) **or** SaskPower will reclaim the land so it can, over time, be returned to its original state in accordance with environmental regulations at that time

Black Lake also has several businesses operating within the community. The Northern Store offers food, merchandise, clothes, fuel, and financial services. The Northern Store is the original core store banner of The North West Company. The store is operated by local business owners and provides jobs for approximately 40 people in the community. Medal Enterprises Gas bar also provides fuel and basic food items as well as automotive and snowmobile parts and general merchandise on reserve. Medal's Contracting provides construction equipment and services including backhoe, loaders, motor graders, tractor truck and trailer configurations as well as service trucks. Robillards Taxi and Sayazie Taxi also provide transportation services in the community.

In terms of workforce development, there is currently a Task Committee focusing on developing partnerships with Career Quest, SIIT, Black Lake Ventures, Black Lake Post-secondary, Northlands College and INAC. The focus is on getting people skilled for future opportunities in fields such as carpentry, chainsaw training, and forest clearing. Also, it has been identified that the community will require more housing, therefore developing community skills for construction is a priority.

POLICY & CAPACITY TOOLS

- Black Lake Ventures LP
- Waterfound Development Corp
- Elizabeth Falls Hydro Limited Partnership
- Tazi Twe Hydroelectric Project
- Employment Training Plan (Workforce development Task Committee)
- Land Use Plan (April 2017- March 2018) in progress
- Community Economic Development Plan (April 2016 – December 2018) in progress
- Community Development Corporation (April 2016 – December 2018)

POTENTIAL GAPS

- Community employment data base
- Community employment centre
- Community local employment or training coordinator
- Public library
- Community cafeteria at the youth centre

COMMUNITY SURVEY FEEDBACK

- The community should invest in…
    - Playground
    - Shopping facility
    - More houses
    - Infrastructure improvements
    - Homes for single parent families
    - Elders home

- Equipment for exploration in drilling
- Community clean up
- Tourism
- Training centre
- Workforce training
- Buy land in the south
- Band store
- Education
- Clean and safe environment
- Gym
- Restaurant
- Hydro plant
- Garbage clean up
- Lumber
- Fishing
- Livestock
- Farming equipment
- Band owned grocery store
- Band owned airport
- Forestry
- Hotel
- Restaurant
- Coffee shops

- 45% of respondents are in favour of both community and privately-owned businesses in the community.
- 47% of respondents indicated that they are comfortable with resource exploration and extraction on community owned lands.
- The community should form partnerships with…
    - Mining companies
    - Government from training
    - Developers

VISION

The Black Lake Denesuline First Nation will continue to build a strong economic foundation for our members that will allow future generations to prosper and grow.

GOALS

- Develop member capacity and interest in economic development initiatives through awareness building and planning.
- Identify gaps in local workforce development and implement employment training programs.
- Form partnerships with companies, government and organizations to build local employment opportunities and businesses.

DATA

- Employment rate: 27.7% (Census, INAC, 2011)
- Employment growth from 2001 -2011: 7.7% (Census, INAC, 2011)
- Percentage of employed individuals working full-time: 62.3% (Census, INAC, 2010)
- Unemployment rate: 37.7% (Census, INAC, 2011)
- Average employment income, full-time, full year workers: $35,251 (Census, INAC, 2011)
- Average total income of the total Aboriginal identity population aged 15 years and over: $16,749 (Census, INAC, 2011)
- Percent earnings as Personal (market) income: 70.9% (Census, INAC, 2010)
- Percent of government transfers as personal income: 29.7% (Census, INAC, 2010)
- Percent of employment in public sector industries: 52.0% (Census, INAC, 2011)
- Percent of self-employment income: 0.0% (Census, INAC, 2011)
- Own source revenue as share of government revenues: TBD (Black Lake)
- Economic development authority: TBD (Black Lake)
- List of policies and procedures: TBD (Black Lake)
- Average commuting distance: TBD (Black Lake)
- Population with driver's license: TBD (Black Lake)
- Population with access to vehicle: TBD (Black Lake)
- Local industry: TBD (Black Lake)
- Barriers to employment: TBD (Black Lake)
- Economic leakage: TBD (Black Lake)
- Listing of member-owned businesses: TBD (Black Lake)
- Listing of skills based training programs, per year: TBD (Black Lake)
- Listing of career fairs, per year: TBD (Black Lake)

COMMUNITY ACTION

UPDATING THE PLAN

The purpose of this project is to provide direction to leadership, staff and community organizations on the goals of Black Lake members. Updating the plan periodically ensures that it remains relevant as projects and priorities evolve.

This plan should be updated annually by the Community Navigator, working in collaboration with the Community Implementation Team, staff, and leadership. The annual update may become an annual report, an updated website, short summary document, or may simply be minor changes to the plan and coordinating tools, such as the Implementation Table. During the development of this plan there was no defined annual report process, rather an openness to try a variety of processes and outcomes to see what works best for the community.

To keep the Implementation Table (described below) and the plan current, the following actions are recommended:

- Update on an annual basis specifically paying attention to:
    - Identifying new funding sources and grant opportunities to leverage funding from multiple sources for high priority projects;
    - Updating projects as they evolve include their priority, costs, and responsibility;
    - Adding new projects as they emerge; and
    - Including new feedback gathered from community meetings.
- Add new community reports to the master copy of this plan, which ensures that a 'library' of documents is maintained and available for leadership and various departments to review.

Every 5 years it may be useful to complete a more comprehensive update of the plan through broad community engagement to ensure goals and priorities are relevant.

IMPLEMENTATION TABLE

There are many identified actions and projects the community would like to undertake over the next 5-10 years. This information is illustrated in the Implementation Table which summarizes community priority areas, describes their relative importance, and identifies what resources are required. The Implementation Table should be referred to and updated often as projects are completed and priorities change.

The Implementation Table, along with community information within this document, should be used when applying for grants and/or project funding opportunities. This ensures leadership, various departments, and community organizations are working towards the same goals. One of the first tasks the Community Implementation Team is to prioritize the community actions included in the Implementation Table.

Theme	Goal	Action	PRIORITY LEVEL Short/Medium/ Long Term	Potential Funding Sources	Responsibility/ Department
Governance	Ensure community by-laws, policies and procedures are developed and enforced to address community needs and concerns.	Develop and enforce a youth curfew.			
		Establish a hiring policy.			
		Enforce a housing policy.			
		Develop an inter-agency committee that is engaged on governance needs and concerns.			
		Finalize and authorize Emergency Preparedness Plan.			
	Build leadership capacity by ensuring members in a leadership role have on-going access to education and training opportunities.	Have leadership attend governance and board training on an annual basis.			
		Formalize training for administrative personnel.			
		Establish a Youth Chief and Council.			
		Establish system for transferring knowledge from former Chief and Council to new Chief and Council.			
	Enhance communication between leadership and community members.	Develop a communications plan to provide guidance on ways to communicate governance information with community members.			
		Set regular band meetings that are open to the community.			
		Establish a webpage.			

Theme	Goal	Action	PRIORITY LEVEL Short/Medium/ Long Term	Potential Funding Sources	Responsibility/ Department
Land & Resources	Formalize planning, roles and responsibilities around land use management in the community.	Establish a Lands Committee.			
		Establish and fill a position for Lands Manager.			
		Develop a Land Use Plan (in progress).			
		Ensure Committee/Manager have access to training in land management.			
		Set communication plan to provide information to members on lands and resources.			
	Address community land use and environmental concerns.	Work on community environmental sustainability planning.			
		Develop a monthly clean-up program to pick up trash/litter in community.			
		Provide forum for community to voice concerns regarding land use and environment i.e. Issues of fuel/sewage spill.			
		Establish a waste diversion system.			
	Explore and pursue land use development opportunities.	Establish working group with economic development representative to explore development opportunities.			

Theme	Goal	Action	PRIORITY LEVEL Short/Medium/ Long Term	Potential Funding Sources	Responsibility/ Department
Health	Develop effective system for communicating health programs and services offered within the community.	Develop a communications plan.			
		Survey community members about how they would like to receive information.			
	Support healthy living options and programming.	Establish healthy eating programs, dietary programs for youth.			
		Exercise classes for members.			
		Consider programs to allow better access to healthy foods.			
	Ensure member access to mental health and addictions programming/ support	Communicate availability of mental health/addictions workers in community.			
		Offer healing workshops to members.			
		Assess needs and ensure access to drug and alcohol addictions treatment.			
	Ensure member access to medical support and services.	Review community medical transportation system for adequacy/potential improvements.			

		Ensure visits from health care specialists are communicated to community members.			
		Explore community ownership in short-term medical accommodation in Prince Albert.			
	Develop healthcare and medical support for Elders.	Develop programs and services specific to Elders needs and ensure information about these programs is communicated to Elders.			
		Develop support group for Elders.			
		Explore Elder's lodge/housing in community.			

Theme	Goal	Action	PRIORITY LEVEL Short/Medium/ Long Term	Potential Funding Sources	Responsibility/ Department
 Education	Address needs and prioritize education infrastructure and transportation upgrades.	Develop plan to prioritize education infrastructure needs and upgrades: • Elementary school expansion • Daycare facility • Adult Learning facility • Post-secondary facility • Library (update collection) • Playground • Teacherage units • Bus shelter			
		Assess need for education transportation, such as vans and buses.			
	Support Early Childhood and Elementary school programming.	Establish an after-school reading program.			
		Organize more activities for kids – sports and recreation.			
		Increase number of teachers to reduce classroom sizes.			
		Encourage parent involvement through volunteer opportunities and events.			
	Support High School education programming.	Establish school counselling program and hire guidance counsellor to assist students.			
		Hire an attendance officer.			

		Recruit more high school teachers, including English and Dene teachers.			
	Support post-secondary education, training and programming.	Offer more workshops on education options.			
		Develop an employment training plan for the community.			
		Explore opportunities to provide post-secondary training in the community.			
	Support Adult Basic Education programming.	Develop regular programming for high school upgrading: • Adult 10 • Adult 12/GED			
	Support general and continuing education programming.	Survey community members to assess interests in general education programing in the community.			

Theme	Goal	Action	PRIORITY LEVEL Short/Medium/ Long Term	Potential Funding Sources	Responsibility/ Department
Infrastructure Development	Update community plans to assess current infrastructure needs and future requirements for facility upgrades, new build priorities and alignment of services.	Update Five-year capital plan and prioritize infrastructure needs and upgrades: • Expand fire hall • Arena – top floor renovation • Expand band office/ AC • Renovate band hall • Public works yard • Community campground • Elders housing			
		Develop inventory and assess needs for community owned equipment (CAIS and ACRS reporting).			
		Explore waste management strategy/waste diversion program.			
		Explore development of new subdivision.			
		Consider upgrades required for water and sewage systems and address issue of boil water advisory.			
		Train local community members to retrieve and assess water samples.			
	Improve and maintain road conditions within the community	Improve road signage (consider signs in both Dene and English languages.			
		Develop plan for regular maintenance.			
		Assess equipment requirements for regular maintenance.			

Theme	Goal	Action	PRIORITY LEVEL Short/Medium/ Long Term	Potential Funding Sources	Responsibility/ Department
Housing	Ensure community housing needs are identified and met through implementation of planning and housing program.	Conduct housing needs assessment: • Single parents • Elders • Multi-dwelling units			
		Establish and communicate Housing Policy, selection criteria, applications for housing, etc.			
	Address renovations and maintenance needs in the community.	Develop training program to educate community members on home maintenance and repairs (plumbing, electric, carpentry).			
		Create a list of contractors to assist with renovations and maintenance.			
		Establish renovations priority list.			
	Explore home ownership options for community members.	Housing coordinator to explore opportunities for community member owned housing.			

Theme	Goal	Action	PRIORITY LEVEL Short/Medium/ Long Term	Potential Funding Sources	Responsibility/ Department
 Justice	Improve the effectiveness of community emergency services.	Establish a working group to address emergency services in community. This could include members of the RCMP, volunteer fire fighters, health services, leadership, Elders, youth.			
		Promote the importance of first responders and recruit new first responders in community.			
	Address issues of vandalism and improve safety.	Develop and enforce bylaws for community: • Youth curfew • ATV/Skidoo/recreational vehicle use			
		Develop Community outreach tools to ensure awareness of bylaws and promote safety in community.			
		Adopt Black Lake Rangers program in community.			
	Explore traditional methods of justice that align with Denesuline heritage and culture.	Organize community workshop to understand and develop traditional methods of justice.			

Theme	Goal	Action	PRIORITY LEVEL Short/Medium/ Long Term	Potential Funding Sources	Responsibility/ Department
Culture	Organize cultural programming and events that include all members.	Develop programming/events for Elders.			
		Develop programming for youth that is delivered by Elders.			
		Expand duration and participation in Culture Camps.			
		Suggested programming includes: • Hand Games/traditional games • Story telling • Sewing Slippers/moccasins • Drumming			
	Develop programming that teaches traditional practices and land use.	Suggested programming includes: • Moose hide making • Making dry meat • Teach how to live off land • Hunting			
	Expand access to Dene language instruction.	Develop plan to expand Dene language access in school: • Offer Dene language classes to students in K - grade 2. • Consider recruitment of more Dene language teachers			
		Develop language program for adults, Elders in community.			
	Ensure protection of traditional and cultural sites.				

Theme	Goal	Action	PRIORITY LEVEL Short/Medium/ Long Term	Potential Funding Sources	Responsibility/ Department
 Social	Develop recreational programming accessible to community members.	Create a 'Recreational Coordinator' position to develop and organize recreational and social activities throughout the year.			
		Organize youth programming, including sports team, swimming lessons, canoeing, camping, skating, arts, music, etc.			
		Organize Elders group and programing.			
		Organize programing for al members including, fishing derby, movie night, dance classes, board games, cards, etc.			
	Improve community access to recreational facilities.	Developing programing that allows members to access recreational facilities including the arena, youth centre, sports equipment building, etc.			
	Develop and implement programs to help members move from social assistance to self-reliance.	Work with economic development body and education committee to develop employment training programs.			

Theme	Goal	Action	PRIORITY LEVEL Short/Medium/ Long Term	Potential Funding Sources	Responsibility/ Department
 Economy	Develop member capacity and interest in economic development initiatives through awareness building and planning.	Create Community Economic Development Plan and communicate information to members.			
	Identify gaps in local workforce development and implement employment training programs.	Develop community employment database.			
		Work with Education committee to identify gaps and training plan.			
	Form partnerships with companies, government and organizations to build local employment opportunities and businesses.	Explore community greenhouse and community gardens opportunity to grow local food.			