



GOVERNMENT OF
NEWFOUNDLAND AND LABRADOR

Department of Health and Community Services
Office of the Minister

MAR 08 2002

Chief Paul Rich
Sheshatshiu Innu Band Council
P.O. Box 160
Sheshatshiu, Labrador
A0P 1M0

Dear Chief Rich:

Thank you for copying to me your letter to Premier Grimes in which you highlight concerns regarding the delivery of child, youth and family services in your community. As these programs fall under the mandate of the Department of Health & Community Services, I am responding to your letter.

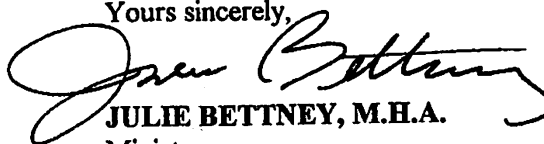
I am aware that you have a positive working relationship with staff of Health Labrador Corporation who provide direct services in your community in partnership with members of the community. While I understand there are many challenges in dealing with the issues concerning children and families, there remains a strong willingness on behalf of the staff of Health Labrador Corporation to work closely with you and your Band Council in this regard. I also wish to commend you for taking the initiative last Fall to request assistance with the children and youth in the community who were involved in gas sniffing behavior. From the time of your request for assistance to the present day the Federal and Provincial Governments in partnership with you have been working together on immediate responses and long term healing strategies to improve circumstances in both Sheshatshiu and Davis Inlet.

The issue of recruitment and retention of staff to work in Child, Youth & Family Services Programs has undoubtedly posed many challenges for Health Labrador Corporation. I understand however that both social worker positions have now been filled and a district manager will also soon commence employment in Sheshatshiu. In the long term the goal of Health Labrador Corporation and both the Federal and Provincial Governments is to see direct delivery of these services devolved to the Band Council.

The on-call system for your community is covered through the Happy Valley District Office. The system is designed to allow for the social workers to contact staff in Sheshatshiu to respond to any emergency call they receive or to actually provide a direct response themselves. If you have specific concerns regarding this I would recommend that you meet with Boyd Rowe, Chief Executive Officer, Health Labrador Corporation to discuss your concerns.

In closing I wish to reiterate that the continued positive working relationship existing between you and Health Labrador Corporation will no doubt assist you in moving the services in your community in the direction in which you would like to see them. There is an ongoing commitment by Governments to work with you in the devolution of programs and services to the Band Council when all parties agree that the capacity is there to enable you to succeed as a First Nations Agency. I wish you well in this regard.

Yours sincerely,



JULIE BETTNEY, M.H.A.
Minister

/db

Department of Health and Community Services
Routing Slip

Date:

Mar. 1/02

Routed To:

Lynn

Code:

2002-03-002

INSTRUCTIONS	COMMENTS
RECEIVED MAR 04 2002 Division of Child, Youth & Family Services No Reply Required (NRR) ☐ Draft Reply for: ▶ Minister's Signature ☒ ▶ Deputy Minister's Signature ☐ ▶ On Behalf of _____ ☐ Priority: ▶ Urgent (within 48 hours) ☐ ▶ Promptly (within 5 working days) ☒ ▶ Routine (within 15 working days) ☐	on Premier's behalf (pls. cc Premier's office) Marilyn for draft response <u>Lynn</u>

02/28/02 12:02



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GOVERNMENT OF
NEWFOUNDLAND AND LABRADOR

EXECUTIVE COUNCIL

CODE # 2002-03-002

C.C. 1. _____ 4. _____

2. _____ 5. _____

6. _____

REGISTRY ☒

P. O. Box 8700
St. John's, NF - A1B 4J6
Phone: (709) 729-3567
Fax: (709) 729-5494
E-Mail: kploughman@mail.gov.nf.ca

RECEIVED

MAR 01 2002

Executive Director Programs
Policy & Program
Planning Branch

TO: Hon G. Bennett FROM: Kim Ploughman
De. Hon E. Maclean Assistant-Social
Policy

FAX: 0121/4900 PAGES: 7DATE: Feb 26

RECEIVED

MAR 01 2002

MINISTER'S OFFICE

***** COMMENTS *****

*Would you please respond
on behalf of Premier, or
prepare a response for his signature -
whatever you deem appropriate...*

NOTE:

T. Lones, Kim

1. In the case of a draft reply for the Premier's signature, you may forward it via e-mail to my associate, Joan Muir.
2. Also, we would appreciate for our files a copy of any responses sent out under the Minister's signature.

02/28/02 12:02 ☎

002/007



**GOVERNMENT OF
NEWFOUNDLAND AND LABRADOR**

EXECUTIVE COUNCIL

February 26, 2002

Chief Paul Rich
Sheshatshiu Innu Band Council
P. O. Box 160
Sheshatshiu, LB A0P 1M0

Dear Chief Rich:

On behalf of Premier Grimes, this will acknowledge receipt of your correspondence, which was received by our office on February 22, 2002, regarding health care services for the Innu in Sheshatshiu.

Your letter will shortly be brought forward for the Premier's attention. I am certain he will appreciate your taking the time to write to express your thoughts on this urgent matter of concern to your community. I note that you have copied your letter to the Honourable Julie Bettney, who I am confident will want to respond on behalf of government to help address your concerns.

Yours sincerely,

A handwritten signature in black ink, reading "Kim Ploughman".

Kim Ploughman
Assistant - Social Policy

02/28/02 12:03
02/21/02 THU 14:38 FAX 709 497 8757*****
INNU BAND COUNCIL003/007
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Sheshatshiu Innu Band Council

P.O. Box 160
Sheshatshiu, Labrador
AOP 1M0Bus: (709) 497-8522
Fax: (709) 497-8757

Office of the Premier "Registry" RECEIVED FEB 22 2002 Doc #: 5158 File #: Assigned To: KIM
--

Premier Roger Grimes
Government of Newfoundland and Labrador
St. John's, Newfoundland

February 21, 2002

Dear Sir,

A letter from the Social Action Committee of the Newfoundland and Labrador Association of Social Workers recently appeared in The Telegram. The letter was captioned "The truth about Davis Inlet; honest answers are key to finding solution for community's pain". This letter asked pointed questions about the services legally mandated by the Child, Youth and Family Services Act which are actually being delivered to Innu children and families to ensure safety of the children. The letter called upon you to let the public know if today, Innu children and families are receiving the necessary services to ensure children's safety and well being. Obviously these questions were asked in the wake of the gas sniffing crises of more than a year ago in both Sheshatshiu and Davis Inlet.

While the Mushuau Innu will speak for themselves and their children, I feel an urgency to advise you of the reality in this community. The same questions asked by these social workers continue to be asked by workers and families here. The questions involve issues that are the focus of a great deal of concern in this community because we are not getting satisfactory answers and this is leading to a great deal of frustration and anger on our part.

We strongly believe that the department of Health and Community Services is not providing the necessary legally mandated services to Innu. Even the principle behind the law, which says that families themselves should be provided with services to enable them to take responsibility for their children, is being violated.

In November 2000 it was this community which insisted that our children who were sniffing gas be taken into the care of the Director of Child Welfare so that their safety could be assured. Innu pushed the Director of Child Welfare to act because we feared another of our children might die as a result of his or her sniffing behavior. We did not congratulate ourselves for doing the job the Director should have done because we took no pleasure in publicly acknowledging the pain in our children's lives and in the lives of their families. We felt we had no choice other than to force the province to act.

We never lost sight of the fact that child protection work, and work with families of children

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INNU BAND COUNCIL

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whose safety is at risk, is the legal mandate of the province. But two facts were clear to us long before the crisis of Nov. 2000. First, we firmly believe that the children themselves are not the problem and that effective child protection work must involve support services to children's families. Secondly, Child, Youth and Family Services simply has not been able to do this work effectively with Innu children and families either in Davis Inlet or here. Consequently we felt obligated to find resources to enable us to work to support families so that they could provide for their children's well being. Long before the crisis of Nov. 2000 we wrote proposals to both the Province and Federal governments and made requests for resources to do this work because we knew that a crisis was inevitable given the inadequate protection and support services provided to children and families in our communities.

Since Nov. 2000, Health Canada has partnered with us to enable our Health Commission to develop family treatment programs and services. These services are aimed at helping to support parents and guardians to understand and work to regain their own health and well being so they can resume their rightful responsibility to ensure their children's healthy development. As I write to you, over forty adults in Sheshatshiu are taking part in programs developed and delivered by this Band Council. These programs and services aim to challenge and then support adults to become healthier, to learn that we have to show through our actions the love that we as Innu parents have for our children.

While I can honestly state that it has been very apparent for many years that Child, Youth and Family Services has not been able to live up to its mandate in this community or in Davis Inlet, I do not blame the individuals who work for CYFS in the communities. I know they are extremely frustrated and share our concern about the inadequate services but they can't speak out for fear of losing their employment. I have no such fear.

I will highlight three significant aspects of service that are critical to fulfilling the mandate to protect children at risk which are not being met by Child, Youth and Family Services.

First, there must be sufficient numbers of caring, competent case workers to work closely with at risk children and families. Individual case workers need the time and energy to effectively address the very challenging needs of families in our communities. However, the social worker's case loads are absolutely unmanageable. Each worker has more than a hundred children and families for whom they are responsible. They can do little other than try and manage the chaos from day to day far less sit down to plan and work with parents to ensure that parents receive the help they need to live up to their responsibilities to their children.

For years the province has not been able to fill social work positions in Sheshatshiu and Davis Inlet so there is a constant shortage of workers. When they do come it is as if they are set up to fail. They are not Innu, they don't speak our language, they don't live in our community and they are not committed to working with us because they don't work for us, they work for the province. They are overwhelmed by the caseloads and often end up angry at those they came to help in the first place. No matter how caring and skilled they may be, they cannot humanly meet the very real, complex needs of these many children and families.

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The second aspect of service not being met is that of an on-call emergency child protection system. There is none in place for Sheshatshiu and there has not been for years. When a child here is at risk, for example sniffing after regular office hours, that is nights and weekends, we are told to phone the RCMP and ask for the social worker on call in Happy Valley - Goose Bay. Unfortunately, after hours calls to the RCMP go directly through to St. John's. There is no one in our community who is legally authorized to apprehend that child to make sure he or she is safe. We believe this could make the difference between the life or death of a child.

Thirdly, there are no safe emergency placements in our community for children in the event that they must be apprehended to ensure their safety. This is most often the case with children sniffing. They have to be kept safe and away from access to gas until they become more stable and other kinds of help can be put in place. Many of our families have already taken in children in foster home type placements but we have reached the limit of our ability to do this. However we don't want to send our children away in order for them to be safe. This somehow says to children that we want to be rid of them, that they are the problem, and this is simply not true.

We passed our own Band Council resolution to emphasize the rights our children have to their own heritage and culture even while ensuring their safety first. Your government has this principle also in the Act respecting Child, Youth and Family Services. But, it remains that Innu children have been apprehended and continue to live away from this community, even when there are Innu who could care for them if resources, along with some imagination and flexibility, were put into resolving this. I think there is no concern about this because it only affects us. If your children had to be removed from your care in order to keep them safe, and if they were placed away from your community in a different culture because resources weren't made available to your community, I know there would be a terrible outcry. If resources can be found to place our children in Goose Bay or elsewhere, those same resources can just as readily be used to create safe placements here in Sheshatshiu.

What distresses me the most about this whole situation, and what is certainly not well known in the public, is that we have brought all this to the attention of Child, Youth and Family Services many times over the past years and yet nothing is changing for the better. There has already been an admission by CYFS that they cannot live up to their mandate with regard to our children and families. They know they are failing to provide the necessary services. Yet when we submitted a proposal to enter a partnership with Child, Youth and Family Services to carry out a pilot project to provide the front line child protection services to Innu children and families, including worker supervision, we were told no, that we did not have the capacity. There was no further discussion about our proposal, no willingness to be creative and work with us to try and address the unique challenges presented in trying to protect children at risk in this community.

On the one hand CYFS say they can't do it, but they won't let us try to do it either. The end result is that our children and families are receiving a second class service.

I also want to be open about issues with financial accountability that are being held up to the band as a roadblock when we have asked to take responsibility for the delivery of child protection services. This is so hypocritical when the government's own administrative agency mandated to

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INNU BAND COUNCIL

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deliver child protection services, the Health Labrador Corporation, is itself operating in a financial deficit. We have acknowledged that we would need and want help with the administrative aspects of the overall delivery of child protection services. We know this is an area where we want to build our capacity, but it should take nothing away from our current capacity to actually deliver the front line services to children and families far more effectively than they are now being delivered. It's as if we have to prove ourselves to be better than you to be given the chance to do only what you're doing now. Once again, Innu are faced with a double standard.

It is inevitable that with registration and reserve creation we will have responsibility for the delivery of our own child and family social services. Your government is in the position now that you could help us to demonstrate our capacity to provide services where the needs of children to be safe are paramount, or you can continue to hinder this process, and in so doing, leave Innu children and families at even greater risk. The choice is yours to make.

Nm,



Chief Paul Rich

c.c. Simeon Tshakapesh, Chief of the Mushuan Innu
Peter Penashue, President of the Innu Nation
Julie Bettney, Minister of Health and Community Services

02/28/02 12:05
02/28/02 INU 14:00 FAX (709) 497-8757*****
INNU BAND COUNCIL007/007
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Sheshatshiu Innu Band Council

P.O. Box 160
Sheshatshiu, Labrador
AOP 1M0Bus: (709) 497-8522
Fax: (709) 497-8757

FACSIMILE COVER LETTER

DATE Feb 21, 02TO (COMPANY): Government of Newfoundland + LabradorFAX NUMBER: 709-729-5875

PLEASE DELIVER THE FOLLOWING PAGE(S) TO: _____

NAME Premier Roger GrimesFROM Chief Paul RichTRANSMITTING TOTAL PAGES INCLUDING COVER SHEET: 5

MESSAGES: _____

IF YOU HAVEN'T RECEIVED ALL THE PAGES, PLEASE DO NOT BE SHY AND CALL US AT THE ABOVE TELEPHONE NUMBER. IF HOWEVER YOU HAVE RECEIVED THE FAXES BY MISTAKE, PLEASE GIVE US A COLLECT CALL TO LET US KNOW. THANK YOU.

REPLY REQUESTED

NO: _____

YES: _____



GOVERNMENT OF
NEWFOUNDLAND AND LABRADOR

Department of Health and Community Services

Child, Youth & Family Programs

TO: Kim Hlaughman
Assistant - Social Policy

DATE: March 8, 2002

FAX NO: 5 494

FROM: Julie Bettaney
Minister

No. of pages (including covering page) 3
Originals to Follow: 1 Yes X No

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729 as soon as
5359
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TIME : 03/08/2022 16:36
NAME : CHILDWELFARE
FAX : 7097296382
TEL : 7097296243

DATE, TIME	03/08 16:35
FAX NO. /NAME	5494
DURATION	00:01:02
PAGE(S)	03
RESULT	OK
MODE	STANDARD
	ECM



GOVERNMENT OF
NEWFOUNDLAND AND LABRADOR

Department of Health and Community Services

Child, Youth & Family Programs

TO: Chief Paul Rich
Sheshatshiu Innu
Band Council

DATE: March 8, 2002

FAX NO: 497-8757

FROM: Julie Bottney
Minister

No. of pages (including covering page) 3
Originals to Follow: ☒ Yes ☐ No

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729-5359

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FAX : 7097296382
TEL : 7097296243

DATE, TIME	03/08 16:33
FAX NO./NAME	917094978757
DURATION	00:01:21
PAGE(S)	03
RESULT	OK
MODE	STANDARD
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FACSIMILE COVER PAGE

Date: March 8/02 FAXED
mar 8/02

Please deliver the following document to:

Name:

Dean Burton

Location:

Labrador & Aboriginal Affairs

Fax Number:

4900

Telephone Number:

6062

From:

LYNN VIVIAN-BOOK, Executive Director, Life Cycle Programs

Location:

Dept. of Health and Community Services, St. John's, NF

Fax Number:

(709) 729-0121

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(709) 729-1574

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Department of Health and Community Services, Confederation Building - West Block, P.O. Box 8700, St. John's, NF A1B 4J6

THANK YOU AND HAVE A NICE DAY



709-729-1574

C.W 503

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GOVERNMENT OF
NEWFOUNDLAND AND LABRADOR

**Department of
Health and Community Services
Child, Youth & Family Programs**

April 23, 2001

Ms Beverley Clarke
Assistant Deputy Minister
Department of Health and Community Services

This correspondence is the final update concerning the Report on the *Safety and well Being Review* completed by Mr. Rick Morris respecting the children/youth and staff at the Grace Facility. This letter follows the responses of March 24, 2001 and March 28, 2001.

On March 30, 2001 I met with Operations Manager, Roxanne Pottle and the Unit Supervisors on her shift. Following the first hour we were joined by the Youth Support Workers who regularly work on this rotation. Ms Deanne Chafe, Project Manager and Mrs. Rosemary Murphy, Administrative Support staff also attended this session. The meeting followed the same format of my earlier meetings with staff where I reviewed the significant findings and recommendations from the Report and then sought staff feedback on the information that was shared. The staff who attended this session felt they had made a lot of gains with the children since their arrival at the Grace Facility and that things had progressed over the course of the past three months. They spoke of learning to work together as a team and of the support they felt they had from their Unit Supervisors and Operations Manager. This group of staff felt they had found consistency since the staff became stable and were assigned to Units on a regular basis. The staff also felt many of the issues highlighted in the recommendations of the Review Report were historical and had been addressed or resolved over time. The staff also felt the people that saw Mr. Morris were most likely the staff who had the most difficulty working with these children and understanding the significance of their earlier life experiences. Of significance was the expressed opinion from these staff that although the work environment had been challenging they felt they had gained valuable learning as a result of this employment opportunity. In fact many of the staff have submitted applications for employment to Health Canada in hopes of continuing to work with the children as they move on to Goose Bay.

The final group of staff were scheduled to meet on April 3, 2001, however, due to inclement weather the meeting was rescheduled to Sunday, April 8, 2001. By this time most staff

at the Grace Facility were aware of the plans to begin moving the children to out of Province placements, to the cultural program in Davis Inlet, and to Goose Bay, Labrador. They nonetheless were interested in hearing the information and in providing feedback to the Department. The final meeting was well attended by the staff on Operations Managers, Bette Davis's team. These staff expressed similar views to those shared by the staff on Roxanne Pottle's team. They felt many of the recommendations from the Report had already been implemented. Similarly they expressed satisfaction with their employment at the Grace Facility and the progress that had been made by the children. This group particularly appreciated the skills they learned from Behavior Management Specialist Ruby Sharpe and her team. They jokingly said "just as we were getting it right and could manage the children better they have to move." These staff seemed to appreciate the challenges being faced by these children but also felt that individually each of the children had made positive gains by being at the Grace. Again many of these staff were interested in continuing to work with the children in Goose Bay and submitted applications for employment there.

In summary I have met with all Operations Managers, Unit Supervisors and Youth Support Workers who attended, in great numbers, the scheduled information sessions. If the decisions on moving the children had not been made when they were I would have continued to have sessions with the kitchen, maintenance, and security staff to solicit from them their experiences and responses. In addition I would have pulled together a team representing each group of staff to identify rules of behavior for the children and the consequences for same. This would have aided in Mr Morris's recommendation for a Zero Tolerance to violence policy. Finally the meeting with the residents would have been taken place. Given however we are now in the final phase of this project there is little use to pursue these initiatives any further.

I think I would be remiss if I neglected to point out the tremendous effort that has gone into operating this residential facility. Ms Deanne Chafe and her management team worked diligently to address every issue that surfaced at the Grace Facility. They implemented policies and procedures in writing and held many sessions with the staff to inform them of the directions and to assist them with their responsibilities toward caring for the children/youth. In addition while Mr. Morris Report points out the need for ongoing training for the staff, I feel the Departments Human Resources personnel as well as other professionals spent an absorbent amount of time teaching skills to the staff. In fact, many staff left their employment at the Grace Facility carrying with them certification for Non-Violent Crisis Intervention training, exposure to progressive discipline management training, training on the Warning Signs of Suicidal Behavior, and Behavior Intervention and Personal Safety Training. These specific training initiatives were in addition to the general orientation sessions held on the Innu culture as well as the skills training provided on the Units as staff worked with the challenging behaviors of the children/youth.

Caring for the children/youth of Davis Inlet who were involved in the use of solvents was as Rick Morris points out an "unprecedented experience". Bringing these children into a locked residential facility in the middle of the City of St John's was perhaps the first challenge to those

involved in this decision. Yet I think we can call the experience a success for many reasons:

- the children/youth have gone successfully through the detoxification process;
- the children/youth have had comprehensive clinical assessments to determine their future treatment needs;
- the children/youth did make personal gains in their physical health and in their personal hygiene;
- the children/youth did show improvement in their social skills;
- the children/youth did attend school at the Grace Facility;
- the children/youth attended many learning experiences at the libraries, museums, parks, and community facilities in the City and its surrounding areas.
- the children/youth benefitted from the care and kindness shown to them by ALL the staff who worked diligently and consistently with them and/or on their behalf.

As the children/youth enter the next phase of treatment I personally remain hopeful that their leaders and their parents will find the strength to heal and to move toward the future with greater optimism than ever before. This is absolutely critical if the Innu people are to have a future for themselves and for the three hundred and two children under age 16 years who are a part of their society. This is by far what makes all the effort that has been invested in this process so important. While we have struggled along the way and no doubt will learn from this experience it was nonetheless a worthwhile endeavor.

I trust this concluding report is satisfactory to you. As usual I am available should you wish to have further discussions or information on this matter

Yours truly,

Marilyn McCormack

MARILYN McCORMACK, M.S.W.R.S.W.

Provincial Director

Child, Youth, and Family Services

cc. Ms Deanne Chafe, Project Manager.



C.W 503

GOVERNMENT OF
NEWFOUNDLAND AND LABRADOR

Department of Health and Community Services
Office of the Minister

March 12, 2001

Mr Jack Byrne, M.H.A.
District of Cape St Francis
House of Assembly
P.O. Box 8700
St. John's, NF
A1B 4J6

Dear Mr. Byrne,

This is in response to your letter in which you advise me of the concerns brought to your attention regarding the Innu children from Davis Inlet who are at the Grace Facility. Thank you for bringing this information to my immediate attention. I have reviewed the information with the staff in the Department of Health and Community Services and am pleased to provide you with some additional information to clarify the situation at the Grace Facility.

The Innu children began arriving at the Grace Facility on January 8, 2001 to begin a detoxification process from solvent abuse and to undergo clinical assessments to prepare them for more intensive treatment. At the present time we have 34 children and youth between ages 11-18 years, receiving care at this facility. The facility is staffed by a variety of professional staff including social workers, addictions specialists, two teachers; a nurse; a behavior management specialist; and a recreation coordinator. There are also four pediatricians involved with the facility providing ongoing medical assessment and follow up care for the children. There has also been a psychiatrist available to the children and youth. In addition to the professional team the facility is staffed by a project manager who oversees the day to day operations of the program, unit supervisors and youth support workers (aboriginal and non aboriginal) who provide direct support to each of the children and youth at the facility. These latter staff have a variety of personal and professional experiences including nursing, child management and sexual work.

To address the specific concerns brought to your attention I can provide the following confidential information. There has been only one Innu youth at the Grace Facility who has been suicidal. This has been followed up by the staff and the youth has been assessed and is currently being followed by a psychiatrist. The youth is constantly supervised and there would be no hesitation in

seeking further direction/assessment by the psychiatrist as needed. Other children have talked about suicide but have made no attempts, and continue to have access to psychiatric services.

The report that there are "no restrictions on the children or consequences for their behavior" is an inaccurate statement. There is in place at the Grace Facility policy related to the management of the children's behavior. In addition many staff are trained in non-violent crisis intervention techniques. There is also, as previously mentioned, a behavior management specialist on site who works with the staff and the children and youth to develop appropriate individual behavioral intervention programs for them.

Many of the older children and youth who were involved in solvent abuse were also smoking cigarettes for a considerable period of time before arriving at the Grace Facility. Following consultation with addictions experts a decision was made to allow the children to continue smoking. This matter was discussed with the parents of the children/youth, those children whose parents did not give permission for their children to continue smoking do not receive cigarettes. Children/youth who are smoking do not receive cigarettes on demand but are provided with a cigarette at scheduled intervals and can only smoke in designated areas under supervision.

With reference to the issue that "there is no operational educational program and the adults responsible for the program are reduced to a "babysitting" function" I wish to inform that there are two teachers employed at the Grace Facility who work with the children/youth on a daily basis. It is recognized that many of these children are unable to attend a full day academic program at this time. The teachers provide academic instruction based on individual capacity and the needs of the children/youth.

In closing I trust this information helps to clarify the situation at the Grace Facility. As you are no doubt aware, caring for children who have very complex needs including solvent abuse, family dysfunction, attachment disorders, and brain damage, to name but a few issues, is an extremely challenging task. It is well recognized by the professional staff involved in the care and treatment of these children and youth that this institutional setting is not the optimal placement. The children's immediate needs are however being met at this facility and every effort is being made to work with the Innu and the Federal Government to provide alternate settings for the ongoing treatment of these children and youth. However until such time as these placements are secured, the Grace Facility is the only option available. Staff will continue to provide the best possible care for the children and youth while they remain at this facility. Again, I thank you for bringing this matter to my attention.

Yours sincerely,


JULIE BETTNEY, M. H.A.
Minister

/db



Jack Byrne, M.H.A.
District of Cape St. Francis

March 8, 2001

Honourable Julie Bettney, M.H.A.
Minister
Department of Health & Community Services
P.O. Box 8700
St. John's, NF
A1B 4J6

Dear Minister:

I received a call this morning from a member of the professional team assigned to work in the addiction treatment program for Innu children at the former Grace hospital. This individual described alarming conditions of general disorder and high risk behaviour in the program which, if left unattended, will render the program ineffective in achieving its purpose and have life threatening consequences for some of the children.

The following description of prevailing conditions presented to me are reproduced directly from the notes I took during the telephone conversation:

1. There were several suicide attempts on Monday night and Tuesday night of this week.
2. There are no restrictions on the behaviour of the children or consequences for their misbehaviour. They are "running wild", there is no protection for workers, who are being "spat on", and used as "punching bags".
3. Workers are instructed to supply children with cigarettes on demand up to 11:30 at night.
4. The children have not been assessed by pediatric psychiatrists, there is no operational education program, and adults responsible for the program are reduced to a "baby sitting" function.

.... 2 /

Page 2 . . .

Honourable Julie Bettney . . .

I am confident that the person who called me is not being mischievous, but is genuinely concerned about conditions at the centre and the risk to the life and safety of the children. I feel certain, too, that you are as disturbed as I am by this description of conditions at the Grace. I urge you to take immediate action to secure the safety of the children, and restore an environment in which the children can receive effective treatment for their addiction and related problems.

Sincerely,



JACK BYRNE, M.H.A.
Cape St. Francis District
Opposition Health Critic

c.c.

Honourable Roger Grimes
Premier of Newfoundland & Labrador

Honourable Kelvin Parsons
Minister of Justice

Honourable Ernie McLean
Minister of Labrador and Aboriginal Affairs

Honourable Gerald Smith
Minister of Human Resources & Employment

Honourable Judy Foote
Minister of Education



MEMORY STORAGE REPORT (DEC 15 '95 02:49PM)

DOSS HEADQUARTERS

(AUTO)

FILE FILE TYPE
031 MEMORY TX

OPTION

TEL NO.
CLARENVILLE PRIM D 0PAGE
03

CW 503.

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REMAINING CALL CAPACITY 255

P.O. Box 8700, St. John's, Newfoundland, Canada, A1B 4J6, Telephone (709) 729-2480, Facsimile (709) 729-0583

ADDITIONAL INSTRUCTIONS:

For your comments as per our discussions. I tried to send it on Email but I was told (later) that you would not get the attachment LIBBY

This message is intended only for the use of the individual or entity to which it is addressed and may contain information that is privileged and confidential. If the reader of this message is not the intended recipient, you are hereby notified that any dissemination, distribution, or copying of this communication is strictly prohibited. If you have received this communication in error, please notify us immediately by telephone or return the original message to us at the address below at our cost.



GOVERNMENT OF
NEWFOUNDLAND AND LABRADOR

Department of Social Services

Child Welfare Division

TO: Wayne Penney DATE: 95 12 15

RM , Doss FAX NO: _____

Clareville

FR: Libby Crawford

No. of pages (including covering page) 3

Originals to Follow: Yes x No

CONFIDENTIALITY CAUTION

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ADDITIONAL INSTRUCTIONS:

For your comments as per our discussions. I tried to send it on Email but I was told (later) that you would not get the attachment LIBBY



GOVERNMENT OF
NEWFOUNDLAND AND LABRADOR

Department of Social Services

December 15, 1995

Mr. Ray Hawco
Assistant Secretary, Native Policy
Intergovernmental Affairs
Executive Council
Confederation Bldg.
St. John's, NF
A1B 4J6

RE: Davis Inlet

Safe House Proposal

Dear Mr. Hawco,

As you are well aware there are numerous problems in Davis Inlet, particularly with regard to children and youth.

In response to addressing the need to provide a safe environment for children and youth in crises a Safe House Committee which is a sub committee of the Management Committee (MIRC) has arranged for the construction of what is being referred to as a safe house for children in the community.

We understand this building is to be ready by mid to end December, 1995. The question of operating funds has yet to be resolved. At the meeting held in Davis Inlet on September 26, 1995 there was a clear indication given by the Committee and the political leadership in Davis Inlet that the Provincial Government will be expected to provide operating funding through the Department of Social Services.

The function of such a house and the services to be provided there are unclear. Some information was received prior to the September meeting, however many questions remained

- 2 -

unanswered. The necessity of submitting a proposal which would clearly delineate the function of the house, how it is to operate and the expectations of the Committee with regard to the Provincial Government was discussed with the larger group and later with the Safe House Committee. To date no formal proposal has been received by the Department of Social Services.

As we anticipate this becoming a public issue in the near future, (i.e., when the house is ready for occupancy) and in view of the jurisdictional issues regarding Davis Inlet, your advice and direction as to Government's position on this matter would be appreciated. I have attached some background material for your reference. My officials and I are available to meet and discuss the matter further if you think this would be useful.

I look forward to receiving your comments on this issue.

Yours truly,

/db

01/22/96 16:11

X 789 478 8922

DOSS DAVIS INLET

P.01

Lilly.
I advised
Kate by microsoft
mail that you would
decide this with her when
you travel to Labrador
next month - she was
fine with this - for your retention
Manulyn (see attached)
96-01-26

GOVERNMENT OF
NEWFOUNDLAND AND LABRADOR

Department of Social Services

apoke to
Kate

File
Davis
Inlet
I think this
file is in
my
Cabinet
J

P.O. Box 102
Davis Inlet, Labrador
AOP 1A0

Ph#:(709) 478-8844 Fax#:(709) 478-8922

Facsimile Transmission Message

Date: January 22, 1996To: Manulyn McCormackHeadquartersFrom: Kate Gray
Davis InletReceiving Facsimile #: 729-0583Transmitting Facsimile#: 478-8922Subject: Birth Parent Selection of Non-relative
Adoption Placements for AdoptionWhen this transmission is completed. You should have 2 pages,
including this cover transmittal.

01/22/96 16:13

2 789 478 8922

DOSS DAVIS INLET

P.02



GOVERNMENT OF
NEWFOUNDLAND AND LABRADOR

Department of Social Services
P.O. Box 102
Davis Inlet, Labrador
AOP 1A0

January 22, 1996

Marilyn McCormack
Dept. of Social Services
P.O. Box 8700
St. John's, Newfoundland
A1B 4J6

Re: Birth Parent Selection of Non-relative Adoption
Placements For Adoption

Dear Ms. McCormack:

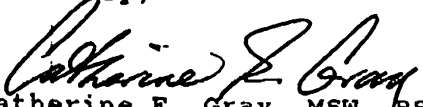
Today, the Davis Inlet office received a copy of the Director of Child Welfare's memorandum, dated January 12, 1996, concerning birth parent selection of non-relative adoption placements for adoption.

I have shared this information with staff and they are interested in knowing the specific reasoning behind the memorandum, as well as the concerns the department would have in actioning such requests from birth parents.

Staff feel that by having a better understanding of the background concerns, they will be better able to explain the department's position to birth parents.

Thank you for your time and assistance in clarifying this matter.

Sincerely,


Catherine E. Gray, MSW, RSW
District Social Worker
Davis Inlet

McCormack, Marilyn SS99

From: GRAY, KATE
To: McCormack, Marilyn
Subject: Reply to Birth Parent Selecti
Date: Wednesday, 1996 January, 24 4:04PM
Priority: Low

*** Original Author: MMCCORMA - McCormack, Marilyn; 01/24/96 12:59pm

With reference to your letter of January 22, 1996 re the above noted I want to let you know that Libby will be travelling to Labrador in February and will discuss this with you at that time. Hope this is satisfactory to you.

*** Comments From: KGRAY - GRAY, KATE; 01/24/96 03:55pm
Thanks, Marilyn. We will look forward to seeing Libby.

Cheers & Happy New Year!

Kate Gray

S:\cw\briefing\clv.int

BRIEFING NOTE**RE: DAVIS INLET SAFE HOUSE****PURPOSE:**

The Davis Inlet Safe House Committee has requested \$14,530.00 to contract with a consultant to produce a comprehensive operating proposal for the Safe House which has been constructed in Davis Inlet.

BACKGROUND:

The Davis Inlet Safe House Committee is a subcommittee of the Mushuau Innu Renewal Committee (MIRC) in Davis Inlet. The Safe House Committee consists of representatives from the Tribal Police, Alcohol Program, Healing Services, Social Services and the Band Council.

The use to which a Safe House would be put has been under discussion for some time. In Sept. 1995 representatives of DOSS and various other services met in Davis Inlet with the MIRC to pursue the issue. A preliminary proposal had been submitted previously and a request was made for funding. At that time, in the general meeting and in a subsequent meeting with the Safe House Committee, DOSS expressed concern regarding the diversified purposes for which the Safe House was to be used. ie. detox for children and youth, child welfare placements, young offender placements, shelter for battered women and their families, alcohol treatment, family and individual counselling, group work etc. There were also questions as to how such a centre fitted with the other services and programs in the community. Operational issues such as staffing, programs, priorities etc., also needed to be further explored and clarified.

The Safe House committee has considered the issues raised and proposed that a consultant from outside the community be hired to complete a service needs assessment, and to research and prepare a comprehensive operating proposal for the Safe House, including an annual operating budget. The proposal must be consistent with legal and departmental requirements, and be consistent with the committee's and the Innu community's vision of how the Safe House should be operated. Part of the consultant's role as outlined in the proposal submitted by the committee, will be to 'Identify and contact government agencies and departments who have a mandate for various Safe House functions, to understand their processes and their funding requirements.' This demonstrates that the committee has been requested through the Department of Social Services, the community recognizes that other departments and agencies will have a role to play. This would include Band run services such as the Alcohol Program.

The term consultant may be somewhat misleading in this context as what is really being proposed is a researcher/program developer to assess the needs and develop a comprehensive proposal to address these needs. The safe house committee sees the Innu community as being at the centre of any programs that are subsequently developed.

It is necessary to hire someone from outside the Department and preferably from outside government to ensure that the person is perceived as independent. Thus, any recommendations that are made are likely to be favourably received by the community. It is not likely this can be achieved through a secondment as the person chosen can be agreed upon up front. From my knowledge of the community, I do not see that there is sufficient

3

trust between the parties to make this feasible. However, I do think a person can be found who is acceptable. An ad would have to be run to identify suitable candidates.

There is no question that the Department has some responsibility for services in Davis Inlet. Government, in its position that it treats all citizens of the Province the same and in providing services there at the present time, has accepted this. A problem for Social Services is that while there are a number of Departments responsible for service provision in Davis Inlet only we actually have staff there. Government sometimes then is defined in the community as Social Services.

It would appear there are monies available through the Provincial Violence Strategy to fund a proposal such as this one. While Drug Dependency may not be a recognized service by Davis Inlet for some time, this does not remove the Department of Health's responsibility to provide a service to the people of Davis Inlet. The Department of Justice has a policing agreement and it has long been recognized that a major problem associated with policing is substance abuse and what to do with young people who have to be detained and who are in need, thus they too have a role.

PROPOSAL:

It is recommended that DOSS agree to fund or to coordinate Government funding for this project. Although DOSS is not the only stakeholder involved, the primary purpose of the safe house for the safe house is the protection of children who are suffering who have no where to go for accommodation; for the care and treatment of children and youth; a shelter for

children whose parents are drinking and/or abusive and who require a safe place in an emergency, accommodation of young offenders so that they may remain in their communities. These matters are under the jurisdiction of DOSS, but it is not appropriate to provide all these services in one house.

The Safe House discussions and proposal show various uses which are outside DOSS's jurisdiction, ie: the detox of young persons, the shelter of abused women etc. The use is being put forth as secondary to its use with children, however, I believe that these will actually be the primary uses.

A consultant will be identified that the multi-uses being proposed are not feasible in one house. The consultant's assessment to be completed will reveal that the primary needs are ones that must be met through other agencies, ie: detox; addictions treatment etc.

It is important to have input into the selection of a consultant, and the terms of reference to be set. The only way to ensure this is through contributing to the selection process.

The following conditions should also apply:

- Monies be contributed and put into the selection of the consultant, terms of reference, and the nature of the research
- Total funding for the project is to be \$14,530.00. Any additional costs are to be covered by the Inlet.

It is our staff's responsibility to work with the community resources/agencies when they are working to solve a problem and to provide services to children and families. We are not a "one-stop" whose goal is also to improve the community. It is our responsibility to work on committees and who the police call when a child is disturbed or in danger. Approval of or arranging funding to

5

hire a consultant will reinforce that, rather than create obstacles, we are prepared to search for solutions, in partnership with the community.

The issue of the Safe House will continue to arise. The house is now constructed and it will be used. We cannot afford to just let it happen. Funding the consultant gives us an opportunity to influence this process from the outset. It is also an opportunity to not "own" the Safe House in the future by stressing through this process, the responsibility of other agencies and directing the Innu to use more appropriate, resources.

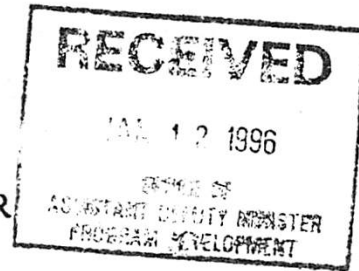


ELIZABETH CRAWFORD

960503

JAN-12-96 13:55 FROM: NATIVE POLICY/HPMC/PROTCL ID: 7097294900

PAGE 1

GOVERNMENT OF
NEWFOUNDLAND AND LABRADORExecutive Council
Native Policy Branch

DATE:

Jan 12, '96

TO:

George Skinner
Social Services

FAX NO:

6996

FROM: DAVID HUGHES, DIRECTOR (ACTING), POLICY & PLANNING DIVISION

PHONE: (709) 729-2859

NUMBER OF PAGES (including this page): 3

MESSAGE/COMMENTS:

George I

As discussed

D.

ATTENTION: The information contained in this transmission, including the documents accompanying this cover page, is **CONFIDENTIAL** and is intended for the exclusive use of the individual or entity to which it is addressed. If you have received this transmission in error, please contact the sender immediately by telephone and return the original to our office by mail at the address below. Thank you.

**FAXED**
12.1.96

GOVERNMENT OF
NEWFOUNDLAND AND LABRADOR

Cabinet Secretariat
Native Policy Branch

January 12, 1996

Mr. George Skinner
Assistant Deputy Minister
Department of Social Services

Subject: Davis Inlet Safe House Proposal

Ray Hawco, Assistant Secretary to Cabinet for Native Policy, asked me to respond to your letter of December 21, 1995 concerning the proposed Safe House for Davis Inlet.

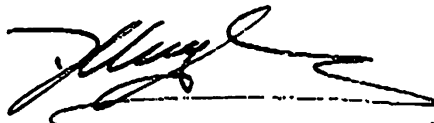
As we discussed, the province took the position that involvement of staff in the activities of the Band Council and the Mushuau Innu Renewal Committee (MIRC) would be limited to the provision of normal programs and services. In particular, involvement in MIRC was to be restricted to its work on the emergency situation in Davis Inlet and not relocation planning. This was the direction provided to staff involved in various MIRC subcommittees, and was discussed with Mr. Wayne Penney, former Regional Director of Social Services in Goose Bay, prior to the letter he wrote to Dr. Paul Wilkinson, on August 16, 1993.

Mr. Penney's letter has been used by Dr. Wilkinson and Chief Katie Rich as a commitment by the province to fund the Safe House. On the contrary, the only commitment Mr. Penney made was to consider a proposal for either a separate facility or other services which would meet the needs of the children in the community. The province's preference has been to contribute financial and program support to families providing emergency shelter and support to children in need. It was certainly never envisioned that the province would contribute \$500,000 in annual operational funding for a Safe House.

- 2 -

Regional Social Services staff, and particularly the social worker in Davis Inlet, are in a difficult position. The Band has not submitted a detailed proposal for funding and clearly will not be satisfied unless the province agrees to contribute operational funding for the new facility. As we discussed, it may be appropriate for either the Minister or Deputy Minister of Social Services to write Chief Rich clarifying the province's position on operational funding for the facility and providing detailed information on those programs and services which are available to the residents of Davis Inlet. Such a letter might take pressure off regional staff who would no longer be obliged to avoid the issue of funding, allowing them to concentrate instead on examining how existing programs and services might be used to help the children in the community.

I am available to discuss at your convenience.



David J. Hughes
Director (Acting)
Policy and Planning



GOVERNMENT OF
NEWFOUNDLAND AND LABRADOR

Department of Social Services
Office of the Assistant Deputy Minister

MEMORANDUM

TO: Elizabeth Crawford
Director of Child Welfare

FROM: George W.N. Skinner
Assistant Deputy Minister - Program Development

DATE: April 8, 1996

- | | |
|--|--|
| ☐ Please draft reply for signature of | ☐ As per your request |
| ☐ Premier ☐ Minister | ☐ Please provide a Briefing Note |
| ☐ Deputy Minister | ☐ Please provide more details |
| ☐ Assistant Deputy Minister | ☐ For your attention |
| ☐ For your information & retention/return | ☒ Please take appropriate action |
| ☐ Please discuss with me | ☐ Please reply directly - referred |
| ☐ Please investigate & report | from this office & forward copy |
| ☐ Please note & return with your | of your reply |
| comments or suggestions | ☐ For approval (and/or) signature |
| ☐ Please attach background | ☐ For assessment and report |
| information and return | |

LETTER DATED: April 4, 1996

LETTER FROM: Nukesh Rich of Innu nation Health Commission

REGARDING: David Inlet Safe House Funding

RESPONSE REQUIRED BY: April 12/96

ADM 

COMMENTS: _____

Response prepared by: _____ Date: _____

Approved by: _____
Director Assistant Deputy Minister Deputy Minister

April 2, 1996

Ms. Kate Gray
District Social Worker
Davis Inlet #64

Re: Davis Inlet Safe House Proposal

Dear Ms. Gray:

The attached has been received from Mr. McNutt regarding the Safe House Proposal. It appears that while some monies may be available, they may not be able to fund the research as requested.

Please advise if your committee still wishes to pursue this research. If you have not been able to obtain the resources elsewhere, I will present it to the Department for consideration again.

I trust this is satisfactory.

Yours truly,

ELIZABETH CRAWFORD, M.S.W., R.S.W.
Director of Child Welfare

/to

SAFE HOUSE COMMITTEE
DAVIS INLET

TERMS OF REFERENCE

The attached paper will briefly present the activities and the background to the Safe House Committee.

The Consultant will produce a comprehensive operating proposal for the Safe House already constructed and ready for use. This proposal will be submitted to the relevant funding agencies for their commitment and financial support. The Safe House Committee represents and incorporates all of the local human service agencies dedicated to treatment of addictions and the protection of children at risk.

The Consultant will:

- who does what now? who pays etc. needs to be broader*
- Task 1) Explore available services to youth in crisis in Davis Inlet and identify the gaps. ✓
- will be going*
Task 2) Research the data to establish the need for a multi-functional Safe House (needs assessment). ✓
- Task 3) Review all existing legislation and regulations surrounding the operation of a Safe House, for example, Child Welfare and Young Offenders Acts, etc. ✓
- time frame that have enough*
Task 4) Identify and contact government agencies and departments, who have a mandate for various Safe House functions, to understand their processes and their funding requirements. ✓
- Task 5) Prepare the annual Operating Budget, and identify what government agencies and departments can contribute as their share. -
- Task 6) Develop and present an Operating Strategy that utilizes existing human resources within the community, in a coordinated manner, for an effective and efficient Safe House operation for Davis Inlet.
- Task 7) Prepare applications for funding that satisfy the requirements identified in Task 4.

what is meant by

Women's groups / interests.

Violence against women.

What

① use information Gail B. Akie has.

② National research missing

③ Assess appropriateness of building

Define purpose of

**SAFE HOUSE COMMITTEE
CONSULTING BUDGET**

Assumptions-

- (1) Consultant will charge 400\$ per day.
- (2) Consultant will be based in St John's
- (3) Legal Counsel will charge 150\$ per hour.

Tasks 1 and 2

Honoraria

Familiarisation with file and preliminary research	1 day
Travel to Davis Inlet to meet the Safe House Committee and to conduct the needs assessment	6 days
Prepare draft report for review by Safe House Committee	2 days
Sub-total 9 days @ 400\$ per day	3 600\$

Disbursements

Travel - local and regional	1 000\$
Food and accommodation	450\$
Telecommunications, postage, delivery	75\$
Photocopies and binding	50\$
Sub-total	1 575\$
Total for Tasks 1 and 2	5 175\$

Task 3Honoraria

Review and report on legislation	2 days
Legal review of draft report	0.5 day
Sub-total 2 days @ 400\$ per day and 0.5 day @ 1 200\$ per day	1 400\$

Disbursements

Telecommunications, postage, delivery	50\$
Photocopies	25\$
Sub-total	75\$
Total for Task 3	1 475\$

Task 4Honoraria

Contact agencies and departments	3 days
Report on results of contacts	1.5 days
Sub-total 4.5 days @ 400\$ per day	1 800\$

Disbursements

Local travel	100\$
Telecommunications, postage, delivery	50\$
Photocopies	25\$
Sub-total	175\$
Total for Task 4	1 975\$

JUN 20 03 WED 9:25

PHILIP WILKINSON & ASSOC

FAX NO. 51448200361

P. 05

Tasks 5 and 6Honoraria

Prepare operations and maintenance budget	1 day
Identify funding sources	1 day
Prepare operating strategy	1 day
Present foregoing to Safe House Committee in Davis Inlet	4 days
Sub-total 7 days @ 400\$ per day	2 800\$

Disbursements

Travel - local and regional	1 000\$
Food and accommodation	280\$
Telecommunications	50\$
Photocopies and binding	25\$
Sub-total	1 355\$
Total for Tasks 5 and 6	4 155\$

Task 7Honoraria

Prepare funding applications	4 days
Sub-total 4 days @ 400\$ per day	1 600\$

DEC-20-95 WED 8:24

PAUL F. WILKINSON & ASSOC

FAX NO. 5144820038

P. 07

Disbursements

Telecommunications, postage, delivery	75\$
Photocopies and binding	75\$
Sub-total	150\$
Total for Task 7	1 750\$
GRAND TOTAL (plus taxes, if applicable)	14 530\$

6/10/95, 6/10/95 to 6/10/95

BRIEFING NOTE

*Minister
Background
file on Davis
Inlet FYI.
26*

RE: DAVIS INLET SAFE HOUSE**PURPOSE:**

The Davis Inlet Safe House Committee has requested \$14,530.00 to contract with a consultant to produce a comprehensive operating proposal for the Safe House which has been constructed in Davis Inlet.

BACKGROUND:

The Davis Inlet Safe House Committee is a subcommittee of the Mushuau Innu Renewal Committee (MIRC) in Davis Inlet. The Safe House Committee consists of representatives from the Tribal Police, Alcohol Program, Healing Services, Social Services, and the Band Council.

In May 1995, the MIRC allotted \$300,000 from its budget to the renovation construction and preliminary operation of a Safe House in Davis Inlet. The construction phase was completed in December 1995.

The use to which a Safe House would be put has been under discussion for some time. In Sept. 1995 representatives of DOSS and various other services met in Davis Inlet with the MIRC to pursue the issue. A preliminary proposal had been submitted previously and a request was made for funding. At that time, in the general meeting and in a subsequent meeting with the Safe House Committee, DOSS expressed concern regarding the diversified purposes for which the Safe House was to be used. ie. detox for children and youth, child welfare placements, young offender placements, shelter for battered women and their families, alcohol treatment, family and individual counselling, group work etc. There were also questions as to how such a centre fitted with

the other services and resources in the community. Operational issues such as staffing, programs, policies, etc., also needed to be further explored and clarified.

Commitment for funding the operation of the centre was requested but no such commitments were made.

The Safe House committee has considered the issues raised and proposed that a consultant from outside the community be hired to complete a service needs assessment, and to research and prepare a comprehensive operating proposal for the Safe House, including an annual operating budget. The proposal must be consistent with legal and departmental requirements, and be consistent with the committees and the Innu community's vision of how the Safe House should be operated.

PROPOSAL:

It is recommended that DOSS fund this proposal for a consultant. Although DOSS is not the only stakeholder involved, the primary purpose being put forth for the safe house is the protection of children who are sniffing gasoline, who have no where to go for accommodation; for the detox and treatment of children and youth; a shelter for children whose parents are drinking and/or abusive and who require a safe place in an emergency; the accommodation of young offenders so that they may remain in their community. These matters are under the jurisdiction of DOSS, but it is not appropriate to provide all these services in one house.

The Safe House discussions and proposals show various uses which are outside DOSS's jurisdiction, ie: the detox of young persons, the shelter of abused women etc. These uses are being put forth as secondary to its use with

3

children, however, DOSS staff believe these this will actually be the primary uses.

It is felt that a consultant would clarify the purposes of the centre, identify the agency/department whose mandate it is to meet the needs, and determine possible funding sources.

A consultant will identify that the multi-uses being proposed are not feasible in one house. The needs assessment to be completed will reveal that the primary needs are ones that must be met through other agencies, ie: detox; addictions treatment; etc.

The DOSS has done very little in Davis Inlet with regards to funding services for children and families. We are now being asked to fund a consultant to satisfactorily address issues which we raised in connection with the Safe House.

It is important that DOSS have input into the selection of a consultant, and the terms of reference for the study. The only way to ensure this is through funding the consultant.

While it may be felt that other government agencies should contribute to this study, it should be recognized that the Innu in Davis Inlet see DOSS as representing the provincial government as we have a presence there that other departments do not have. It is our staff who interact with the community resources/agencies when they are working to resolve issues and to provide services to children and families. We are seen as the "partners" whose goal is also to improve the community. It is our staff who serve on committees and who the police call when a child is discovered sniffing gas. Approval of funding to hire a consultant to:

- complete a needs assessment

4

- explore the proposed used for the Safe House and determine which uses are compatible
- determine operational requirements
- research and funding sources
- develop and cost an operational model
- demonstrate that we are interested in the children and the community.

It will reinforce our previous statements that, rather than create obstacles, we are prepared to search for solutions, in partnership with the community.

The issue of the Safe House will continue to arise. The house is now constructed and it will be used. We cannot afford to just let it happen. Funding the consultant gives us an opportunity to influence this process from the outset. It is also an opportunity to not "own" the Safe House in the future by stressing through this process, the responsibility of other agencies and directing the Innu to other, more appropriate, resources.

FINANCIAL IMPLICATIONS:

The monies being requested are \$14,530.

The goals and work plan are reasonable. Arrangements could, no doubt, be made to provide the bulk of the funding in the new fiscal year (96/97).

RECOMMENDATION:

Recommended that the Department of Social Services fund the consultant requested by the Safe House Committee, Davis Inlet. Funding should be provided through the Social and Strategic Planning Division to ensure that the house is not connected with a specific program area. The following conditions should be applied:

5

- Monies be contingent on input into the selection of the consultant, terms of reference, and parameters of the research
- Total funding for the consultant is to be \$14,530.00. Any additional costs are to be born by Davis Inlet.

Submitted by: Elizabeth Crawford
Wayne Penney
Sharron Callahan
Brendan Mullaly

/to

MEMO

Noel Browne
George Skinner

Re: Davis Inlet

Attached is the most recent correspondence from Davis Inlet. I have spoken to Mr. Brendan Mullaly and Lori Morena regarding this and have been advised that the information is inaccurate in that:

We have only 2 or 3 children who have used this centre;

Most of those using it are parents and their children who self- refer to the service;

We are not satisfied that we can guarantee the safety of any children who may be there and do not intend to use it for placement.

There is some question as to where the money that the band has for its alcohol programs is going and how it is being spent.

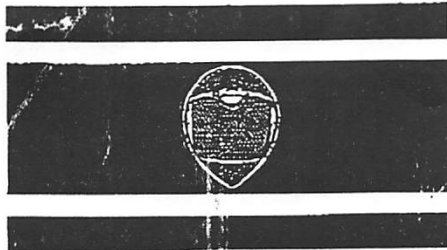
I have requested information from Mr. Mullaly regarding this situation and was advised that the request is still for the consultant and that the band has no problem with the money coming from more than one source. The issue for them is getting the study done. It is also my understanding that this was sent to the Minister without the knowledge/ agreement of Chief Riche.

ELIZABETH CRAWFORD,

04/04/96 13:46 ☎709 497 8396

INNU NATION

001



Innu Nation Health Commission

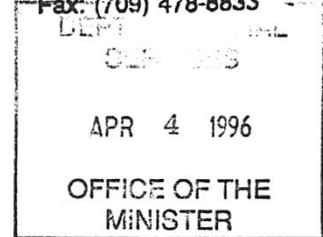
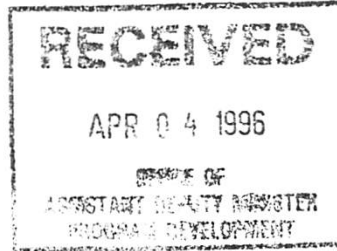
P.O. Box 119
Sheshatshiu, Labrador
AOP 1M0

P.O. Box 13
Davis Inlet, Labrador
AOP 1A0

Bus: (709) 497-8231
Fax: (709) 497-8502

Bus: (709) 478-8943
Fax: (709) 478-8833

Joan Marie Aylward
Minister of Social Services
Box 8700
Confederation Building
St. John's, NF A1B 4J6
Fax (709) 729-6996



April 4, 1996

Sent via fax - 1 page

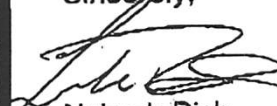
Dear Ms. Aylward,

Davis Inlet is once again on the threshold of crisis. At this point in time 40 to 50 kids roam the streets every night sniffing gas. Throughout the community there are increases in alcohol abuse, vandalism, break-ins and theft.

You may be aware that recently there was a fire in the Mennonite Central Committee's house in Davis Inlet. A group of youths were in the house abusing solvents. Shots were fired off in the house. A fire was started in the house by the youths completely destroying the house. Fortunately there were no deaths but the incident has frightened many people in the community and further speaks to the need for youth programming in the community.

Presently there is programming in place being run in the Davis Inlet Safe House (constructed by the Mushuau Innu Band Council) and a large percentage of the youths using the Safe House are referred to it by Social Services. So far Social Services has not funded this program in any way. We feel that Social Services needs to take financial responsibility for providing a safe haven for children in the community. Funding for the Safe House runs out this week. Now, more than ever we need this program to continue. We are asking that Social Services help fund this program and help Davis Inlet avoid disaster. If you need to contact me about this issue I can be reached at (709) 497-8842/8398.

Sincerely,


Nukesh Rich
Executive Director

cc. Katie Rich

- parents & kids - self-referrals
- we have only 2-3 children who have used it
- questioned where money is going that they are doing with
- not satisfied we can't guarantee safety & accomodate the



GOVERNMENT OF
NEWFOUNDLAND AND LABRADOR

Department of Social Services

April 2, 1996

Ms. Kate Gray
District Social Worker
Davis Inlet #64

Re: Davis Inlet Safe House Proposal

Dear Ms. Gray:

The attached has been received from Mr. McNutt regarding the Safe House Proposal. It appears that while some monies may be available, they may not be able to fund the research as requested.

Please advise if your committee still wishes to pursue this research. If you have not been able to obtain the resources elsewhere, I will present it to the Department for consideration again.

I trust this is satisfactory.

Yours truly,

A handwritten signature in cursive script, appearing to read 'Elizabeth Crawford'.

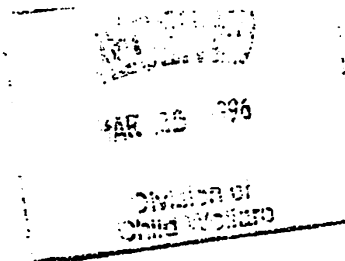
ELIZABETH CRAWFORD, M.S.W., R.S.W.
Director of Child Welfare

/to

*George,
for your
information. It
appears they
cannot find the
research. I think we
should reconsider.*



GOVERNMENT OF
NEWFOUNDLAND AND LABRADOR



Department of Justice
Adult Corrections Division

March 6, 1996

Elizabeth Crawford
Director of Child Welfare
Department of Social Services
P.O. Box 8700
St. John's, NF
A1B 4J6

Libby
Dear Ms. Crawford:

RE: DAVIS INLET, SAFE HOUSE PROPOSAL

I have reviewed the contents of a proposal put forward by the Davis Inlet Safe House Committee, as forwarded to my office with your covering letter on February 21, 1996. While I am quite prepared to view the proposal in more detail at the appropriate time, my immediate observations are as follows:

In the first instance, I should advise that funding available under the Community Contributions Fund administered through Victim Services has been frozen for the remaining portion of 1995/96 as part of the Government strategy to deal with its current fiscal year projected deficit. However, I would expect that the Community Contributions Fund will again be available to be accessed by non-profit community agencies in fiscal year 1996/97.

In the second instance, proposals for funding under the Community Contributions Fund must meet certain standards and comply with certain guidelines as outlined in the attached brochure. We normally call for proposals early in the fiscal year with the usual cut off date being July 15. The process usually entails vetting of the proposals through our Regional Advisory Committees before they are actually reviewed by a three person selection committee comprised of representatives from the Adult Corrections Division. However, in appropriate circumstances, we have been flexible and it is not always an absolute requirement that the proposal be analyzed in the first instance at the regional level. I am not suggesting that this particular proposal would be exempted from the usual review process, since we rely very heavily on input from the local Advisory Committees, but in some cases we do not expect absolute compliance with normal procedure.

2.

As a preliminary observation, I must admit that the proposal as developed in its first draft may not be deemed to comply with the parameters for providing funding under the Community Contributions Fund. While I am not at all opposed, theoretically at least, to the concept of a multi-functional Safe House for Davis Inlet, there are some very complex issues which must be addressed including matters related to safety and security, operational protocols, resource issues, core funding, program management and control, etc. I would also like to point out that the Victim Services Branch had earlier contracted with Ms. Cheryl Hebert and Ms. Phyllis Seymour to develop a discussion document on the concept of Safe Houses for Newfoundland and Labrador as part of our commitment to the Provincial Strategy on Violence. I am attaching for your information, a copy of the second draft of that document. Please do not distribute until I have been authorized by the Executive to do so, but I do believe that a good deal of this report may be valuable to the Davis Inlet Safe House Committee in developing their own model program. I should point out, however, that the report does make it clear that the uniqueness of circumstances in Northern Labrador communities compels caution in attempting to generalize the application of the same model on a universal basis.

The Community Contributions Fund does make available limited funding up to \$500.00 to community agencies who qualify to assist in the development of proposals. The Davis Inlet Safe House Committee may wish to take advantage of such an opportunity by requesting such financial assistance through an appropriate communication with my office. In that event, it will be an opportunity for us to make some determinations with respect to whether or not the proposal may be eligible for funding and/or what adjustments may be necessary to ensure compliance with program parameters. →

I certainly look forward to any comments or observations you may have with respect to the forgoing.

Yours truly,

Marvin

MARVIN J. MCNUTT
Director of Adult Corrections

MJM/cc



(C w 503)

GOVERNMENT OF
NEWFOUNDLAND AND LABRADOR

Department of Social Services

February 21, 1996

Mr. Marvin McNutt
Director
Adult Corrections

Re: Davis Inlet Safe House Proposal

Dear Mr. McNutt:

Attached for your review is the request submitted by the Davis Inlet Safe House Committee for funding for a consultant to study the proposal and to make recommendations concerning its use.

I have discussed the possibility of your funding the consultant with Ms. Gray and she is in agreement with my forwarding the proposal and a copy of her cover letter to you.

Any assistance you can provide will be appreciated.

Yours truly,

A handwritten signature in cursive script, appearing to read "Elizabeth Crawford".

ELIZABETH CRAWFORD, M.S.W., R.S.W.
Director of Child Welfare

/to
cc Kate Gray

GOVERNMENT OF
NEWFOUNDLAND AND LABRADOR

Department of Social Services
P.O. Box 102
Davis Inlet, Labrador
AOP 120

December 22, 1995

Mr. Wayne Penney
Regional Manager
Dept. of Social Services
P.O. Box 220
Clareville, Newfoundland
A0E 1J0

Re: Davis Inlet Safe House Project
Funding for Consultant Hire

Dear Mr. Penney:

As you may be aware, in May, 1995, the Mushuau Innu Renewal Committee (MIRC) allotted \$300,000.00 of its budget to the renovation, construction, and preliminary operation of a safe house in Davis Inlet. Since that time, the Safe House Committee, consisting of representatives from the Tribal Police, Alcohol Program, Healing Services, Social Services, and Band Council, has been working towards the preparation of a proposal for the longterm operation of the facility. The attached report outlines several elements safe house committee members would like to see incorporated into the safe house's operation.

An MIRC meeting in September, 1995, with representatives from the Dept. of Social Services (Ed Hayden, Brian Purcell, and Libby Crawford), the Labrador Regional Health Board, ADDC, and Health Canada; and a subsequent meeting with safe house committee members only, and the Dept. of Social Services (minutes of both meetings attached), left the safe house committee members with the understanding that they needed to learn more about the Child Welfare Act and the Young Offenders Act in order to propose an operation for the safe house that satisfied the needs of both acts, but which still remained consistent with the committee's, and the Innu community's, vision of how the safe house should be operated. As a result of the meetings, committee members also became more and more mindful of the need to produce a proposal written in terms prospective funders could understand, appreciate, and support. To accomplish this, the committee realized that it needed some assistance.

* On December 19, 1995, a meeting with Mr. Peter Garrow, consultant to the Mushuau Innu Band Council, resulted in the committee proposing that a consultant be hired to complete a service needs assessment, review all existing legislation and regulations re the

operation of a safe house, identify funders with a mandate for various safe house functions, prepare an annual operating budget for the safe house, and develop an operating strategy that utilizes existing human resources within the community.

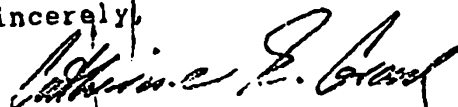
The committee recommended that the consultant would most appropriately be based in St. John's, have considerable knowledge of the Child Welfare and Young Offender's Acts, and be considered neutral in terms of funding agencies. A detailed copy of the consultant's terms of reference are included as well as a detailed consulting budget totalling \$14,530.00.

As the safe house is now completed and ready for use, the safe house committee recommends a consultant be hired within the next month. This way the safe house proposal could be finalized and ready for submission to appropriate funders by early March at the latest.

The safe house committee is requesting that the Dept. of Social Services provide the funds necessary to hire a consultant to prepare the safe house proposal. In these difficult fiscal times, is there any way within the department to access funds to fulfill this request?

I look forward to hearing from you. Have a Merry Christmas and Productive New Year!

Sincerely,


Catherine E. Gray, MSW, RSW
District Social Worker

cc: Safe House Committee

Lori Morina - District Manager

DEPT. OF SOCIAL SERVICE ID:7094661288

JAN 04 '96

12:23 No.003.P.02

**SAFE HOUSE COMMITTEE
DAVIS INLET****TERMS OF REFERENCE**

The attached paper will briefly present the activities and the background to the Safe House Committee.

The Consultant will produce a comprehensive operating proposal for the Safe House already constructed and ready for use. This proposal will be submitted to the relevant funding agencies for their commitment and financial support. The Safe House Committee represents and incorporates all of the local human service agencies dedicated to treatment of addictions and the protection of children at risk.

The Consultant will:

- Task 1) Explore available services to youth in crisis in Davis Inlet and identify the gaps.
- Task 2) Research the data to establish the need for a multi-functional Safe House (needs assessment).
- Task 3) Review all existing legislation and regulations surrounding the operation of a Safe House, for example, Child Welfare and Young Offenders Acts, etc.
- Task 4) Identify and contact government agencies and departments, who have a mandate for various Safe House functions, to understand their processes and their funding requirements.
- Task 5) Prepare the annual Operating Budget, and identify what government agencies and departments can contribute as their share.
- Task 6) Develop and present an Operating Strategy that utilizes existing human resources within the community, in a coordinated manner, for an effective and efficient Safe House operation for Davis Inlet.
- Task 7) Prepare applications for funding that satisfy the requirements identified in Task 4.

DEPT. OF SOCIAL SERVICE ID:7094661288
PAUL F. WILKINSON & ASSOCJAN 04 '96
FHA NO. 514402003012:25 No.003, P.03
1.04

**SAFE HOUSE COMMITTEE
CONSULTING BUDGET**

Assumptions

- (1) Consultant will charge 400\$ per day.
- (2) Consultant will be based in St John's
- (3) Legal Counsel will charge 150\$ per hour.

Tasks 1 and 2Honouraria

Familiarisation with file and preliminary research	1 day
Travel to Davis Inlet to meet the Safe House Committee and to conduct the needs assessment	6 days
Prepare draft report for review by Safe House Committee	2 days
Sub-total 9 days @ 400\$ per day	3 600\$

Disbursements

Travel - local and regional	1 000\$
Food and accommodation	450\$
Telecommunications, postage, delivery	75\$
Photocopies and binding	50\$
Sub-total	1 575\$
Total for Tasks 1 and 2	5 175\$

DEPT. OF SOCIAL SERVICE ID:7094661288
DEC-20-95 WED 8:23 PAUL F WILKINSON & ASSOC

JAN 04 '96
FAX NO. 5144820036

12:23 No.003.P.04
P.05

Task 3**Honoraria**

Review and report on legislation 2 days

Legal review of draft report 0.5 day

Sub-total 2 days @ 400\$ per day and
0.5 day @ 1 200\$ per day 1 400\$

Disbursements

Telecommunications, postage, delivery 50\$

Photocopies 25\$

Sub-total 75\$

Total for Task 3 1 475\$

Task 4**Honoraria**

Contact agencies and departments 3 days

Report on results of contacts 1.5 days

Sub-total 4.5 days @ 400\$ per day 1 800\$

Disbursements

Local travel 100\$

Telecommunications, postage, delivery 50\$

Photocopies 25\$

Sub-total 175\$

Total for Task 4 1 975\$

DEPT. OF SOCIAL SERVICE ID:7094661288
PAUL F. WILKINSON & ASSOC.

JAN 04 '96 12:24 PM 003 P.05
FAX NO. 5144820036 P.08

Tasks 5 and 6**Honoraria**

Prepare operations and maintenance budget	1 day
Identify funding sources	1 day
Prepare operating strategy	1 day
Present foregoing to Safe House Committee in Davis Inlet	4 days
Sub-total 7 days @ 400\$ per day	2 800\$

Disbursements

Travel - local and regional	1 000\$
Food and accommodation	280\$
Telecommunications	50\$
Photocopies and binding	25\$
Sub-total	1 355\$
Total for Tasks 5 and 6	4 155\$

Task 7**Honoraria**

Prepare funding applications	4 days
Sub-total 4 days @ 400\$ per day	1 600\$

DEPT. OF SOCIAL SERVICE ID:7094661288
DEC-20-95 WED 8:24 PAUL F WILKINSON & ASSOC

JAN 04 '96 12:24 No. 005 P. 06
FAX NO. 5144820038 P. 07

Disbursements

Telecommunications, postage, delivery	75\$
Photocopies and binding	75\$
Sub-total	150\$
Total for Task 7	1 750\$
GRAND TOTAL (plus taxes, if applicable)	14 530\$

qjdcvls,ccr10 brcsfhms hnd



**GOVERNMENT OF
NEWFOUNDLAND AND LABRADOR**

Department of Social Services

Office of the Deputy Minister

December 21, 1995

**Mr. Ray Hawco
Assistant Secretary, Native Policy
Intergovernmental Affairs
Executive Council
Confederation Bldg.
St. John's, NF
A1B 4J6**

**RE: Davis Inlet
Safe House Proposal**

Dear Mr. Hawco:

As you are well aware there are numerous problems in Davis Inlet, particularly with regard to children and youth.

In response to addressing the need to provide a safe environment for children and youth in crises a Safe House Committee which is a sub committee of the Management Committee (MIRC) has arranged for the construction of what is being referred to as a safe house for children in the community.

We understand this building is to be ready by mid to end December, 1995. The question of operating funds has yet to be resolved. At the meeting held in Davis Inlet on September 26, 1995 there was a clear indication given by the Committee and the political leadership in Davis Inlet that the Provincial Government will be expected to provide operating funding through the Department of Social Services.

The function of such a house and the services to be provided there are unclear. Some information was received prior to the September meeting, however many questions remained unanswered. The necessity of submitting a proposal which would clearly delineate the function of the house, how it is to operate and the expectations of the Committee with regard to the Provincial Government was discussed with the larger group and later with the Safe House Committee. To date no formal proposal has been received by the Department of Social Services.

- 2 -

As we anticipate this becoming a public issue in the near future, (i.e., when the house is ready for occupancy) and in view of the jurisdictional issues regarding Davis Inlet, your advice and direction as to Government's position on this matter would be appreciated. I have attached some background material for your reference. My officials and I are available to meet and discuss the matter further if you think this would be useful.

I look forward to receiving your comments on this issue.

Yours truly,

GEORGE W.N. SKINNER
Assistant Deputy Minister
Program Development

/db

cc: Mr. Noel Browne,
Assistant Deputy Minister, Client & Community Services

cw
503

GOVERNMENT OF
NEWFOUNDLAND AND LABRADOR

Department of Social Services

Office of the Deputy Minister

December 21, 1995

Mr. Ray Hawco
Assistant Secretary, Native Policy
Intergovernmental Affairs
Executive Council
Confederation Bldg.
St. John's, NF
A1B 4J6

RE: Davis Inlet
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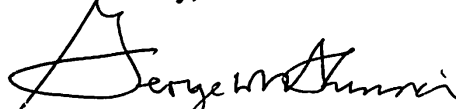
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- 2 -

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I look forward to receiving your comments on this issue.

Yours truly,

A handwritten signature in dark ink, appearing to read "George W.N. Skinner". The signature is fluid and cursive, with a large initial "G" and "S".

GEORGE W.N. SKINNER
Assistant Deputy Minister
Program Development

/db

cc: Mr. Noel Browne,
Assistant Deputy Minister, Client & Community Services

SEP-15-95 FRI 14:11

PAUL F WILKINSON & ASSOC

FAX NO. 514 482 0036

P. 01



PAUL F. WILKINSON & ASSOCIATES INC / ASSOCIATES INC

email: pfwil@nash.puunix.qc.ca

BY TELECOPIER

5800, avenue Monkland
Deuxième étage
Montréal (Québec)
H4A 1G1

Tél.: (514) 482-5887
Fax: (514) 482-0036

TO: Chief Katie Rich

(c.c.) Mr Sebastian Piwas

Mr Gregory Rich

Mr David Nui

Mr George Gregoire (Innu Nation Office)

Mr Cajetan Rich, President, MIRC

Mr Joseph Mark Rich, Associate Project Manager, MIRC, for distribution

to: Mr Tomas Poker, Social Services

Mr George Rich, Innu Nation

Mr Simeon Tshakapesh, Tribal Police

Mr Daniel Poker, Alcohol Program

Ms Kate Gray, Social Services

Mr Clarence MacLennan, Federal Member, MIRC

Mr Mike Samson, Acting Provincial Member, MIRC

Mr Bill Lumsdon, DIAND, Amherst

Mr Joe McKinnon, DIAND, Amherst

Ms Leslie Anderson, DIAND, Hull

Mr Keith Sanford, Labrador Regional Health Services Board

Ms Patsy Foster, Labrador Regional Health Services Board

Ms Delia Connell, Alcohol and Drug Dependency Commission

Ms Krista Locke, Health Canada

Ms Pamela Ryder-Lahey, Provincial Department of Justice

Mr Marvin McNutt, Provincial Department of Justice

Mr Ed Hayden, Department of Social Services

✓ Ms Elizabeth Crawford, Department of Social Services

✓ Ms Sharron Callahan, Department of Social Services

Mr Christine Hoffer, Innu Health Commission

Ms Theresa Baikie, Human Resources Canada

RE: Safe House Project, Designation of Facility

DATE: 15 September, 1995

In a conversation with Pamela Ryder-Lahey, Director of Court Services - Provincial Department of Justice, on 28 August 1995, she mentioned that she was interested in the Safe House being designated as a "Facility of Open Custody" as per the Young Offenders Act (Canada). With such a designation, the court system in Davis Inlet could demand youths that have committed an offence to this facility, as opposed to the current procedure of sending them out of the community. She noted that the department of Social Services would be the group that would have the authority to designate a facility as a "Facility of Open Custody" and suggested that I speak to someone in Social Services.

.../2

SEP-15-95 FRI 14:12

PAUL F. WILKINSON & ASSOC

FAX NO. 5144820036

P. 02

2.

In the absence of Sharron Callahan, Director of Youth Corrections, I spoke to Brian Purcell, Manager of Community Corrections Services (which includes Community Custodial Facilities) on this topic.

In my conversation with Brian, he noted that facilities that have been designated as "Facilities of Open Custody" since the adoption of the Young Offenders Act, were specifically developed as this type of facility using guidelines from their department. Some facilities that existed prior to the Young Offenders Act were later transformed into "Facilities of Open Custody". Traditionally, a "Facility of Open Custody" was developed to serve youth offenders only. Over the last two years, however, their department has discussed the possibility of a "Dual-Designation Facility". Such a facility would contain both open custody and emergency foster care (safe house) functions. At present their department is working out the policy details for a "Dual-Designation Facility" for the village of Nain.

I attach two documents sent to us by Brian:

- 1) an internal Social Services brief describing the legal and policy parameters relative to open custody in the provinces and
- 2) a copy of article 24 of the Young Offenders Act (Canada). This article contains a definition of the two terms, "Open Custody" and "Secure Custody".

yours truly,

UAPINUTAU INNUITS/MUSHUAU INNU RENEWAL COMMITTEE

Andy Kozina

Andy Kozina

Advisor: Relocation Information Center

@ DAVIS CORR AXS 8:01PM 09/15/95

SEP-15-95 FRI 14:13

PAUL F. WILKINSON & ASSOC

FAX NO. 5144820036

P.03

OPEN CUSTODY SERVICES

The youth court may, after a finding of guilt, commit a young person to open custody for any offence for which an adult would be subject to a period of imprisonment. A Pre-Disposition Report must be considered before a disposition of custody is made, except where the Pre-Disposition Report requirement has been waived (Section 24(2) & (3), Young Offenders Act (Canada)).

A committal to custody under the Young Offenders Act (Canada) must be for a specific period, and must not exceed 3 years, except for an offence for which an adult is subject to life imprisonment, in which case the maximum is 3 years (Section 20(1)(k)). Subsequent commitments to custody for new offences may be served concurrently or consecutively to the original disposition, and the combined duration of all the dispositions may exceed 3 years (Section 20(4.1), Young Offenders Act (Canada)).

A custody disposition made under the Young Persons Offences Act (Newfoundland) must not exceed 30 days, and due to the relative lack of severity of offences proceeded with under this legislation, custody dispositions will be rare. Although the Young Persons Offences Act (Newfoundland) makes no distinction between levels of custody, all proceedings under this Act are by way of summary prosecution and all custody dispositions will be considered to be open custody.

A committal to custody is viewed by the Department of Social Services as a means of last resort, where all other efforts to provide services to a young person and his/her family in the home

SEP-15-95 FRI 14:13

PAUL R. WILKINSON & ASSOC

FAX NO. 5144820038

P. 04

2

setting have failed, or are inappropriate. This is consistent with the limitation on custody stated in the Young Offenders Act (Canada) (Section 24(1)):

The youth court shall not commit a young person to custody under paragraph 30(1)(x) unless the court considers a committal to custody to be necessary for the protection of society having regard to the seriousness of the offence and the circumstances in which it was committed, and having regard to the needs and circumstances of the young person.

Open custody is defined by the Young Offenders Act (Canada) as custody in a "community residential centre, group home, child care institution, or forest or wilderness camp, or any other like place or facility designated by the Lieutenant Governor in Council as a place of open custody ..." (Section 24.1(1)).

In Newfoundland and Labrador, there are several types of facilities or settings that may be designated as facilities of open custody:

1. Assessment/Reception Centres
2. Group Homes
3. Community Custody Homes
4. Other specialized arrangements as may be necessary.

All facilities are community-based living environments, in which young people have access to, and are integrated into the community, but are under full-time supervision. However, each type of facility has a different degree of structure, restrictiveness and capability, which provides for the changing and individual needs of residents in open custody.

AUG 30 '95 07:53AM DOSS HEADQUARTERS

reception/assessment centers. Individuals, needs as assessed during the stay at the other specialized placement, depending on the background, and may then be placed in a group home, community custody home, or young person center. After this initial placement, a young person reception/assessment center located in the region in which the young person is placed in open custody placement will be in a individual needs. Where possible, the initial placement for a arrangements/adjusting on their individual backgrounds and community custody home, or other specialized reception/assessment centers, group homes, in open custody reception/assessment centers may be placed young persons serving open custody dispositions may be placed development.

provide the young persons with appropriate opportunities for social their individual needs and characteristics, and the ability to persons in the least restrictive environment, in accordance with disposition of the youth court while placing sentenced young the department's open custody program is to carry out the people from other regions, when necessary. The primary emphasis of Department, however, and must be available as placements for young setting. All open custody facilities are resources of the appropriately placed as near as possible to their home and family young persons who are sentenced to open custody may be providing adequate open custody placements, thus ensuring that The goal of each region should be self-sufficiency in

SEP-15-95 FRI 14:15

PAUL F. WILKINSON & ASSOC

FAX NO. 5144820036

P. 06

4

It is assumed that the community custody home is the least structured and most socially normal setting available in the open custody service system. It is therefore the most desired setting for young people serving open custody dispositions, provided that their needs can be met in such a setting while not posing a threat to the community.

The use of custody must be limited to those situations where the continued provision of services in the home and family environment is inappropriate, in consideration of the protection of society. The placement of a young person in an open custody setting must be guided by the principle of imposing the least restriction or freedom that is necessary to ensure the protection of society, and to ensure that the needs of the young person are met. The provision of integrated services, both to the young person and his/her family must continue, with the goal of placing the young person in less restrictive environments and ultimately returning home as soon as is practically possible.

SEP-15-85 FRI 14:15

PAUL F. WILKINSON & ASSOC

FAX NO. 5144820036

P. 07

18-92.07.01
H-42

Youth Offenders

(Art. 24)

(c) cause a copy of the order to be given to the young person and to a parent of the young person, if the parent is in attendance at the proceedings against the young person.

(4) [Copy of probation order to parent] Where the youth court makes a probation order under paragraph 20(1)(j), it may cause a copy of the report to be given to a parent of the young person not in attendance at the proceedings against the young person if the parent is, in the opinion of the court, taking an active interest in the proceedings.

(5) [Endorsement of order by young person] After a probation order has been read by or to a young person and explained to him pursuant to subsection (3), the young person shall endorse the order acknowledging that he has received a copy of the order and acknowledging the fact that it has been explained to him.

(6) [Validity of probation order] The failure of a young person to endorse a probation order pursuant to subsection (5) does not affect the validity of the order.

(7) [Commencement of probation order] A probation order made under paragraph 20(1)(j) comes into force

- (a) on the date on which the order is made; or
- (b) where the young person in respect of whom the order is made is committed to continuous custody, on the expiration of the period of custody.

(8) [Notice to appear] A young person may be given notice to appear before the youth court pursuant to paragraph (1)(b) orally or in writing.

(9) [Warrant to arrest young person] If a young person to whom a notice is given in writing to appear before the youth court pursuant to paragraph (1)(b) does not appear at the time and place named in the notice and it is proved that a copy of the notice was served on him, a youth court may issue a warrant to compel the appearance of the young person.

1980-81-82-83, ch. 120, art. 23; L.F., ch. 24 (2^e suppl.) art. 16; ch. 1 (2^e suppl.), art. 33

24. (1) [Conditions for custody] The youth court shall not commit a young person to custody under paragraph 20(1)(e) unless the court considers a commitment to custody to be necessary for the protection of society having regard to the seriousness of the offence and the circumstances in which it was committed and having regard to the needs and circumstances of the young person.

c), en faire donner une copie à l'adolescent et, le cas échéant, au père ou à la mère qui suit les procédures menées contre l'adolescent.

(4) [Copie de l'ordonnance de probation au père ou à la mère] Le tribunal pour adolescents qui, en vertu de l'alinéa 20(1)j), rend une ordonnance de probation peut en faire donner une copie au père ou à la mère de l'adolescent qui n'a pas suivi les procédures menées contre celui-ci mais qui, de l'avis du tribunal, s'intéresse activement à ces procédures.

(5) [Assentiment de l'adolescent] Après lecture et explication de l'ordonnance de probation effectuées conformément au paragraphe (3), l'adolescent appose sa signature sur l'ordonnance, attestant qu'il en a reçu copie et que la teneur lui en a été expliquée.

(6) [Validité de l'ordonnance de probation] Le défaut par l'adolescent d'apposer sa signature sur l'ordonnance de probation conformément au paragraphe (5) ne porte aucune atteinte à la validité de l'ordonnance.

(7) [Prise d'effet de l'ordonnance de probation] L'ordonnance de probation rendue en vertu de l'alinéa 20(1)j) devient exécutoire, selon le cas, à compter de:

- a) sa date;
- b) la date d'expiration de la période de garde lorsque l'adolescent a été renvoyé sous garde de façon continue.

(8) [Avis de comparaitre] L'avis de comparaitre devant le tribunal pour adolescents conformément à l'alinéa (1)b) peut être donné oralement ou par écrit à l'adolescent.

(9) [Mandat d'arrestation visant l'adolescent] Si l'adolescent à qui a été donné par écrit un avis de comparaitre devant le tribunal pour adolescents conformément à l'alinéa (1)b) ne comparait pas aux date, heure et lieu indiqués dans l'avis, et s'il est prouvé qu'il a reçu signification de l'avis, le tribunal pour adolescents peut décerner un mandat pour l'obliger à comparaitre.

24. (1) [Conditions du placement sous garde] Le tribunal pour adolescents n'impose le placement sous garde en vertu de l'alinéa 20(1)e) que s'il estime cette mesure nécessaire pour la protection de la société, compte tenu de la gravité de l'infraction et de ses circonstances, ainsi que des besoins de l'adolescent et des circonstances dans lesquelles il se trouve.

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(Art. 24.1)

Jeunes contrevenants

(2) [Pre-disposition report] Subject to subsection (3), before making an order of committal to custody, the youth court shall consider a pre-disposition report.

(3) [Report dispensed with] The youth court may, with the consent of the prosecutor and the young person or his counsel, dispense with the pre-disposition report required under subsection (2) if the youth court is satisfied, having regard to the circumstances, that the report is unnecessary or that it would not be in the best interests of the young person to require one.

(2) [Rapport prédecisionnel] Sous réserve du paragraphe (3), avant de rendre une ordonnance de placement sous garde, le tribunal pour adolescents examine le rapport prédecisionnel.

(3) [Renonciation à l'examen du rapport prédecisionnel] Le tribunal pour adolescents peut, avec le consentement du poursuivant et de l'adolescent ou de son avocat, ne pas exiger le rapport prédecisionnel visé par le paragraphe (2) s'il est convaincu, compte tenu des circonstances, que ce rapport est inutile ou qu'il n'est pas dans l'intérêt de l'adolescent d'exiger un tel rapport.

1980-S1-82-83, ch. 110, art. 24; L.R., ch. 24 (2^e suppl.), art. 17.

24.1 (1) [Definitions] In this section and sections 24.2, 24.3, 28 and 29,

["open custody" "garde en milieu ouvert"] "open custody" means custody in

(a) a community residential centre, group home, child care institution, or forest or wilderness camp, or

(b) any other like place or facility

designated by the Lieutenant Governor in Council of a province or his delegate as a place of open custody for the purposes of this Act, and includes a place or facility within a class of such places or facilities so designated;

["secure custody" "garde en milieu fermé"] "secure custody" means custody in a place or facility designated by the Lieutenant Governor in Council of a province for the secure containment or restraint of young persons, and includes a place or facility within a class of such places or facilities so designated.

24.1 (1) [Définitions] Les définitions qui suivent s'appliquent au présent article et aux articles 24.2, 24.3, 28 et 29.

["garde en milieu ouvert" "open custody"] "garde en milieu ouvert" Garde en tout lieu ou établissement désigné à ce titre, pour l'application de la présente loi, par le lieutenant-gouverneur en conseil d'une province ou son délégué. Peuvent être ainsi désignés les centres résidentiels locaux, les foyers collectifs, les établissements d'aide à l'enfance, les camps forestiers ou les camps de pleine nature, ainsi que les lieux ou établissements qui en constituent des sous-catégories.

["garde en milieu fermé" "secure custody"] "garde en milieu fermé" Garde en un lieu ou établissement désigné par le lieutenant-gouverneur en conseil d'une province pour le placement ou l'internement sécuritaires des adolescents. Peuvent être ainsi désignés les lieux ou établissements qui en constituent des sous-catégories.

(2) [Order to specify type of custody] Where the youth court commits a young person to custody under paragraph 20(1)(k) or (k.1), or makes an order under subsection 26.1(1) or paragraph 26.6(2)(b), it shall specify in the order whether the custody is to be open custody or secure custody.

(3) [Conditions for secure custody] Subject to subsection (4), no young person who is found guilty of an offence shall be committed to secure custody unless the young person was, at the time the offence was committed, fourteen years of age or more and unless

(a) the offence is one for which an adult would be liable to imprisonment for five years or more;

(b) the offence is an offence under section 26 of this Act in relation to a disposition under paragraph 20(1)(k), an offence under section 144 (prison breach) or subsection 145(1) (escape

(2) [Mention du type de garde] Toute ordonnance de placement sous garde rendue en application de l'alinéa 20(1)(k) ou (k.1) et toute ordonnance rendue en application du paragraphe 26.1(1) ou de l'alinéa 26.6(2)(b) doivent porter mention du type de garde imposé: en milieu ouvert ou en milieu fermé.

(3) [Condition de garde en milieu fermé] Sous réserve du paragraphe (4), l'adolescent trouvé coupable d'une infraction ne peut être envoyé en milieu fermé que s'il était âgé d'au moins quatorze ans au moment de l'infraction et que, selon le cas:

a) l'infraction rendrait un adulte passible d'un emprisonnement minimal de cinq ans;

b) l'infraction tombe sous le coup de l'article 26 de la présente loi relativement à une décision rendue en vertu de l'alinéa 20(1)(k), de l'article 144 (bris de prison) ou du paragraphe 145(1) (évasion et liberté sans excuse légitime) du Code

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Young Offenders

(Art. 24.2)

or being at large without excuse) of the *Criminal Code* or an attempt to commit any such offence; or

(c) the offence is an indictable offence and the young person was

(i) within twelve months prior to the commission of the offence, found guilty of an offence for which an adult would be liable to imprisonment for five years or more, or adjudged to have committed a delinquency under the *Juvenile Delinquents Act*, chapter J-3 of the Revised Statutes of Canada, 1970, in respect of such offence, or

(ii) at any time prior to the commission of the offence, committed to secure custody with respect to a previous offence, or committed to custody in a place or facility for the secure containment or restraint of a child, within the meaning of the *Juvenile Delinquents Act*, chapter J-3 of the Revised Statutes of Canada, 1970, with respect to a delinquency under that Act.

(4) [Idem] A young person who is found guilty of an offence and who was, at the time the offence was committed, under the age of fourteen years may be committed to secure custody if

(a) the offence is one for which an adult would be liable to life imprisonment;

(b) the offence is one for which an adult would be liable to imprisonment for five years or more and the young person was at any time prior to the commission of the offence found guilty of an offence for which an adult would be liable to imprisonment for five years or more or adjudged to have committed a delinquency under the *Juvenile Delinquents Act*, chapter J-3 of the Revised Statutes of Canada, 1970, in respect of such offence; or

(c) the offence is an offence under section 26 of this Act in relation to a disposition under paragraph 20(1)(c) or an offence under section 144 (prison breach) or subsection 145(1) (escape or being at large without excuse) of the *Criminal Code* or an attempt to commit any such offence.

L.R., ch. 24 (2^e suppl.), art. 17; 1992, ch. 11, art. 4.

24.2 (1) [Place of custody] Subject to this section and sections 24.3 and 24.5, a young person who is committed to custody shall be placed in open custody or secure custody, as specified in the order of committal, at such place or facility as the provincial director may specify.

(2) [Warrant of committal] Where a young person is committed to custody, the youth court shall issue or cause to be issued a warrant of committal.

criminel ou consiste en une tentative de commettre l'une de ces infractions;

e) l'infraction est un acte criminel et l'adolescent:

(i) dans les douze mois précédant la perpétration de celle-ci, a été trouvé coupable d'une infraction qui rendrait un adulte passible d'un emprisonnement minimal de cinq ans ou a été jugé coupable, pour telle infraction, d'un délit tombant sous le coup de la *Loi sur les jeunes délinquants*, chapitre J-3 des Statuts révisés du Canada de 1970,

(ii) avant la perpétration de l'infraction, a été envoyé en milieu fermé pour une infraction antérieure ou a été placé sous garde dans un établissement désigné pour le placement ou l'internement sécuritaires d'un enfant, au sens de la *Loi sur les jeunes délinquants*, chapitre J-3 des Statuts révisés du Canada de 1970, pour délit tombant sous le coup de cette loi.

(4) [Idem] L'adolescent qui est trouvé coupable d'une infraction et qui, au moment de la perpétration de celle-ci, était âgé de moins de quatorze ans peut être placé en milieu fermé si, selon le cas:

a) l'infraction rendrait un adulte passible de l'emprisonnement à vie;

b) l'infraction rendrait un adulte passible d'un emprisonnement minimal de cinq ans et l'adolescent a été trouvé coupable, avant la perpétration de l'infraction, d'une infraction qui rendrait un adulte passible d'un emprisonnement minimal de cinq ans, ou a été jugé coupable, pour celle-ci, d'un délit tombant sous le coup de la *Loi sur les jeunes délinquants*, chapitre J-3 des Statuts révisés du Canada de 1970;

c) l'infraction tombe sous le coup de l'article 26 de la présente loi, relativement à une décision rendue en vertu de l'alinéa 20(1)f), de l'article 144 (bris de prison) ou du paragraphe 145(1) (évasion et liberté sans excuse légitime) du *Code criminel* ou consiste en une tentative de commettre l'une de ces infractions.

24.2 (1) [Lieu de garde] Sous réserve des autres dispositions du présent article et des articles 24.3 et 24.5, l'adolescent placé sous garde doit être envoyé en milieu ouvert ou fermé, selon la mention de l'ordonnance, au lieu ou à l'établissement fixé par le directeur provincial.

(2) [Mandat de dépôt] Lorsqu'un adolescent est placé sous garde, le tribunal pour adolescents délivre ou fait délivrer un mandat de dépôt.

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(Art. 24.3)

Jeunes contrevenants

(3) [Exception] A young person who is committed to custody may, in the course of being transferred from custody to the court or from the court to custody, be held under the supervision and control of a peace officer or in such place of temporary detention referred to in subsection 7(1) as the provincial director may specify.

(4) [Young person to be held separate from adults] Subject to this section and section 24.5, a young person who is committed to custody shall be held separate and apart from any adult who is detained or held in custody.

(5) [Subsection 7(2) applies] Subsection 7(2) applies, with such modifications as the circumstances require, in respect of a person held in a place of temporary detention pursuant to subsection (3).

(6) [Transfer] A young person who is committed to custody may, during the period of custody, be transferred by the provincial director from one place or facility of open custody to another or from one place or facility of secure custody to another.

(7) [Transfer from secure to open custody] No young person who is committed to secure custody may be transferred to a place or facility of open custody except in accordance with sections 28 to 31.

(8) [No transfer from open custody to secure custody] Subject to subsection (9), no young person who is committed to open custody may be transferred to a place or facility of secure custody.

(9) [Exception] The provincial director may transfer a young person from a place or facility of open custody to a place or facility of secure custody for a period not exceeding fifteen days if

- (a) the young person escapes or attempts to escape lawful custody; or
- (b) the transfer is, in the opinion of the provincial director, necessary for the safety of the young person or the safety of others in the place or facility of open custody.

L.R. ch. 24(2) suppl., art. 17.

24.3 (1) [Consecutive dispositions of custody] Where a young person is committed to open custody and secure custody, any portions of which dispositions are to be served consecutively, the disposition of secure custody shall be served first without regard to the order in which the dispositions were imposed.

(2) [Concurrent dispositions of custody] Where a young person is committed to open custody and secure custody, any portions of which

(3) [Exception] L'adolescent placé sous garde peut, pendant qu'il est transféré du lieu de garde au tribunal ou qu'il est ramené du tribunal au lieu de garde, être placé sous la surveillance d'un agent de la paix ou en un lieu de détention provisoire visé au paragraphe 7(1) selon les directives du directeur provincial.

(4) [Séparation des adolescents et des adultes] Sous réserve des autres dispositions du présent article et de l'article 24.5, l'adolescent placé sous garde doit être tenu à l'écart de tout adulte détenu ou placé sous garde.

(5) [Application du paragraphe 7(2)] Le paragraphe 7(2) s'applique, compte tenu des adaptations de circonstance, à une personne placée en un lieu de détention provisoire en application du paragraphe (3).

(6) [Transfèrement] L'adolescent placé sous garde peut, pendant la durée de la garde, être transféré, par le directeur provincial, d'un lieu ou d'un établissement de garde en milieu ouvert à un autre ou d'un lieu ou d'un établissement de garde en milieu fermé à un autre.

(7) [Transfèrement de milieu fermé à ouvert] L'adolescent placé en milieu fermé ne peut être transféré en un lieu ou établissement de garde en milieu ouvert que conformément aux articles 28 à 31.

(8) [Transfèrement de milieu ouvert à fermé] Sous réserve du paragraphe (9), l'adolescent placé en milieu ouvert ne peut être transféré en un lieu ou établissement de garde en milieu fermé.

(9) [Exception] Le directeur provincial peut, dans les cas suivants, transférer l'adolescent d'un lieu ou établissement de garde en milieu ouvert à un lieu ou établissement de garde en milieu fermé pour une période maximale de quinze jours si :

- a) celui-ci s'évade d'une garde légale ou tente de le faire;
- b) le directeur provincial estime le transfèrement nécessaire pour la sécurité de l'adolescent ou de toute autre personne dans le lieu ou l'établissement de garde en milieu ouvert.

24.3 (1) [Décisions comportant des durées consécutives] Dans le cas où des décisions comportent des périodes de placement consécutives à purger en milieu ouvert et en milieu fermé, l'adolescent doit d'abord être placé en milieu fermé indépendamment de l'ordre des décisions.

(2) [Concurrence des décisions comportant la garde] Dans le cas où des décisions comportent des périodes de placement concurrentes à purger

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Young Offenders

(Art. 24.4-25)

dispositions are to be served concurrently, the concurrent portions of the dispositions shall be served in secure custody.

L.R., ch. 24 (2^e suppl.) art. 17

24.4 (1) [Committal to custody deemed continuous] A young person who is committed to custody under paragraph 20(1)(k) shall be deemed to be committed to continuous custody unless the youth court decides otherwise.

(2) [Availability of place of intermittent custody] Before making an order of committal to intermittent custody under paragraph 20(1)(k), the youth court shall require the prosecutor to make available to the court for its consideration a report of the provincial director as to the availability of a place of custody in which an order of intermittent custody can be enforced and, where the report discloses that no such place of custody is available, the court shall not make the order.

L.R., ch. 24 (2^e suppl.) art. 17

24.5 (1) [Transfer to adult facility] Where a young person is committed to custody under paragraph 20(1)(k) or (k.1), the youth court may, on application of the provincial director made at any time after the young person attains the age of eighteen years, after affording the young person an opportunity to be heard, authorize the provincial director to direct that the young person serve the disposition or the remaining portion thereof in a provincial correctional facility for adults, if the court considers it to be in the best interests of the young person or in the public interest, but in that event, the provisions of this Act shall continue to apply in respect of that person.

(2) [Where disposition and sentence concurrent] Where a young person is committed to custody under paragraph 20(1)(k) or (k.1) and is concurrently under sentence of imprisonment imposed in ordinary court, the young person may, in the discretion of the provincial director, serve the disposition and sentence, or any portion thereof, in a place of custody for young persons, in a provincial correctional facility for adults or, where the unexpired portion of the sentence is two years or more, in a penitentiary.

L.R., ch. 24 (2^e suppl.) art. 17; 1992, ch. 11, art. 5.

25. (1) [Transfer of disposition] Where a disposition has been made under paragraphs 20(1)(b) to (g) or paragraph 20(1)(i), (j) or (l) in respect of a young person and the young person

en milieu ouvert et en milieu fermé, l'adolescent doit les purger en milieu fermé.

24.4 (1) [Garde réputée continue] L'adolescent placé sous garde en vertu de l'alinéa 20(1)(k) est réputé, sauf indication contraire du tribunal pour adolescents, placé sous garde de façon continue.

(2) [Disponibilité d'un lieu de garde discontinu] Avant de rendre une ordonnance de placement sous garde discontinu en vertu de l'alinéa 20(1)(k), le tribunal pour adolescents demande au poursuivant de lui remettre un rapport du directeur provincial sur la disponibilité d'un lieu de garde indiqué à cet effet. Au cas où le rapport conclut à la non-disponibilité d'un tel lieu, le tribunal ne prononce pas la mise sous garde discontinu.

24.5 (1) [Transfèrement à des établissements pour adultes] Le tribunal pour adolescents, sur demande présentée par le directeur provincial à tout moment après que l'adolescent placé sous garde en vertu des alinéas 20(1)(k) ou k.1) a atteint l'âge de dix-huit ans, peut, après avoir accordé à l'adolescent la possibilité d'être entendu, autoriser le directeur provincial à ordonner que la garde ou le temps à courir sur la période de garde s'effectue dans un centre correctionnel provincial pour adultes, s'il estime que cette mesure est préférable pour l'adolescent ou dans l'intérêt public; auquel cas les dispositions de la présente loi continuent à s'appliquer à la personne visée.

(2) [Concurrence du placement sous garde et d'une peine d'emprisonnement] L'adolescent placé sous garde en vertu des alinéas 20(1)(k) ou k.1) et qui se trouve simultanément sous le coup d'une peine d'emprisonnement imposée par un tribunal de juridiction normalement compétente peut, en tout ou en partie, à la discrétion du directeur provincial, purger son temps de garde et son temps de peine dans un lieu de garde pour adolescents, dans un centre correctionnel provincial pour adultes ou, s'il reste au moins deux ans à purger, dans un pénitencier.

25. (1) [Changement de ressort] Lorsque l'adolescent est l'objet d'une décision en vertu des alinéas 20(1)(b) à (g) ou 20(1)(i), (j) ou (l) et que l'adolescent ou l'un de ses père ou mère avec qui

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Ms Krista Locke, Health Canada
Mr. Keith Sanford, Labrador Regional Health Services Board
Ms Delia Connell, Alcohol and Drug Dependency Commission
Ms Pamela Ryder-Lahey, Provincial Department of Justice
Mr. Marvin McNutt, Provincial Department of Justice
Mr. Ed Hayden, Department of Social Services
Ms Christine Hoffer, Innu Health Commission
Ms Theresa Baikie, Human Resources Canada

RE: Elders

DATE: 15 September, 1995

On 14 September, 1995, Chief Katie Rich asked me to add to the agenda of the meeting of 26 September, 1995, a discussion of the question of Elders who require assistance.

There appear to be at least two issues:

- (1) Elders who are sent outside the community for long-term care, raising such questions as: the process by which a decision is made to send an Elder to an institution outside Davis Inlet; the language and other difficulties experienced by such Elders; the possibility of providing the required care in the community, including the physical facilities that might be needed, and training for Innu to give the required care;
- (2) Elders requiring home care within the community, raising such questions as: the availability of programmes and funding; and training Innu to give the required care.

We would be grateful if you would be prepared to describe at the MIRC/MIBC meeting of 26 September, 1995, the programmes already available within your institution and the initiatives that you would be prepared to take to address the problems described above.

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Our hope is that a full exchange of information on 26 September, 1995, would allow us to agree on a plan of action to address the problems that have been raised by the Innu.

Yours truly,

UAPINUTAU INNU TSAMUSHUAAU INNU RENEWAL COMMITTEE


Paul F. Wilkinson
Project Manager

c.c. (by telecopier)
Chief Katie Rich
(c.c.) Mr. Sebastian Piwas
Mr. Gregory Rich
Mr. David Nui
Mr. George Gregoire (Innu Nation Office)
Mr. Cajetan Rich, President, MIRC
Mr. Joseph Mark Rich, Associate Project Manager, MIRC, for distribution to
Mr. Tomas Poken, Social Services
Mr. George Rich, Innu Nation
Mr. Simeon Tshakapesh, Tribal Police
Mr. Daniel Poken, Alcohol Program
Ms. Kate Gray, Social Services
Mr. Bill Lumsdon, DIAND, Amherst
Ms. Leslie Anderson, DIAND, Hull
Ms. Patsy Foster, Labrador Regional Health Services Board
✓ Ms. Elizabeth Crawford, Department of Social Services
✓ Ms. Sharron Callahan, Department of Social Services

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Mr George Rich, Innu Nation
Mr Simeon Tshakapesh, Tribal Police
Mr Daniel Poker, Alcohol Program
Ms Kate Gray, Social Services
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Ms Delia Connell, Alcohol and Drug Dependency Commission
Ms Krista Locke, Health Canada
Ms Pamela Ryder-Lahey, Provincial Department of Justice
Mr Marvin McNutt, Provincial Department of Justice
Mr Ed Hayden, Department of Social Services
✓ Ms Elizabeth Crawford, Department of Social Services
✓ Ms Sharron Callahan, Department of Social Services
Ms Christine Hoffer, Innu Health Commission
Ms Theresa Baikie, Human Resources Canada
Mr Melvin Jesseau, Vice-Chairperson, Roman Catholic School Board
Mr Pat Furlong, Superintendent, Roman Catholic School Board
Ms Diane Gear, Business Manager, Roman Catholic School Board
Mr Peter Garrow, Consultant

RE: MIBC/MIRC Meeting of 26-28 September, 1995; Draft Agenda

DATE: 15 September, 1995

I attach a copy of the above-cited draft agenda.

Would you please advise Talita Franco by 21 September, 1995, of any changes that you would like.

Yours truly,

UAPINUTAU INNUTS/MUSHUAU INNU RENEWAL COMMITTEE

Paul F. Wilkinson
per: Paul F. Wilkinson
Project Manager

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**MUSHUAU INNU BAND COUNCIL
MUSHUAU INNU RENEWAL COMMITTEE**

MEETING OF 26-28 SEPTEMBER, 1995

DRAFT AGENDA

26 SEPTEMBER, 1995, 1:00 p.m.

- (1) Safe House - Inter-Agency Meeting
 - (a) Background to project - Safe House Committee
 - (b) Present status of project:

Renovations	-	Mr J.M. Rich/Mr D. Mews
Operations	-	Safe House Committee
Funding	-	Safe House Committee
 - (c) Future plans and objectives - Safe House Committee
 - (d) Response of outside agencies:

Department of Social Services
Health Canada
Labrador Regional Health Services Board
Alcohol and Drug Dependency Commission
Department of Justice
Human Resources Development Canada
Innu Health Commission
Department of Justice, Government of Newfoundland and Labrador
 - (e) Overview
 - (f) Follow-up
- (2) Elders - Discussion of memo of 15 September, 1995
- (3) Education - Follow-up to letter of 31 August 1995, to Ms Dorice Marcil: Response of Roman Catholic School Board for Labrador
- (4) Health - Follow-up to letter of 31 August, 1995, to Mr Al Garman.

27 SEPTEMBER, 1995, 9:30 a.m.

SEP-18-95 MON 7:35

PAUL F WILKINSON & ASSOC

FAX NO. 5144820036

P. 03

- (1) Approval of Agenda
- (2) Adoption of Minutes
- (3) Report on Progress of Relocation File -Federal Perspective - Ms Leslie Anderson
- (4) Contribution Arrangement for 510 000\$ - Progress Report - Mr Edgar Branton, Mr Clarence MacLennan
- (5) Financial Report - Mr Edgar Branton
- (6) Emergency Measures - Progress Report - Mr Joseph Mark Rich, Mr Don Mews
- (7) Adult Basic Education - Progress Report - Adult Basic Education Committee, Mr Bob Simms
- (8) Recreation Trainer - Recommendation of Candidate from Adult Basic Education Committee
- (9) Ratification Procedure - Follow-up to discussion of 1 September, 1995
- (10) Meetings in Ottawa - Progress Report - P.F. Wilkinson
- (11) Letters of support for relocation - Progress Report - P.F. Wilkinson
- (12) Assistance for disabled Innu - Mr E. Branton
- (13) Fire-Fighting and Fire-Prevention - Response to letter of 9 August, 1995 - Mr Fred Hollett (to be confirmed)
- (14) Education - Follow-up to letter of 31 August, 1995, to Sister Joan Baldwin
- (15) Report on training - Mr Gregory Rich
- (16) Early Childhood Education Programme - Progress Report
- (17) Visit to construction/renovation in progress
- (18) Radio Station -Upgrading and Training - Progress Report
- (19) Music Festival - Financial Report
- (20) Landslide - Letter of 19 July, 1995, to Minister Ron Irwin
- (21) Band Governance Training - Mr P. Garrow

SEP-18-95 MON 7:35

PAUL F WILKINSON & ASSOC

FAX NO. 5144820036

P.04

- (22) Offers of Service: ShawMont Newfoundland Limited; Atlantic Construction Training Centre Inc.
- (23) Training - Overview of potential sources - P.F. Wilkinson
- (24) Report on healing measures - Summary in innu eimun
- (25) Other business

davis.cor9 b:150995.mi



GOVERNMENT OF
NEWFOUNDLAND AND LABRADOR

Department of Social Services

August 28, 1995

Mr. Andy Kozina
Paul F. Wilkinson & Associates Inc.
6800 Avenue Monkland
Deuxieme Stage
Montreal, Quebec
H4A 1G1

Re: Meeting August 31 - September 1, 1995

Dear Mr. Kozina:

I feel I must clarify your comments regarding my participation in the above noted meeting. I expressed an interest in attending the meeting, however, I did not make a commitment to do so. In fact, if I remember our conversation correctly, the date had not even been confirmed when we spoke.

I regret that I am not available on the dates you have set aside.

Yours truly,

ORIGINAL SIGNED BY

ELIZABETH CRAWFORD, M.S.W., R.S.W.
Director of Child Welfare

/jo

cc Chief Katie Rich
Mr. Sebastian Piwas
Mr. Gregory Rich
Mr. David Nui
Mr. George Gregoire (Innu Nation Officer)
Mr. Cajetan Rich, President, MIRC
Mr. Joseph Mark Rich, Associate Project Manager, MIRC
Mr. Tomas Poker, Social Services
Mr. George Rich, Innu Nation
Mr. Simeon Tshakapesh, Tribal Police
Mr. Daniel Poker, Alcohol Program
Ms. Kate Gray, Social Services

737-3651



PAUL · F · WILKINSON · &

A S S O C I E S · I N C / A S S O C I A T E S · I N C

BY TELECOPIER

email: pfwilkin@nash.pubnix.qc.ca

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Fax: (514) 482-0036

TO: Chief Katie Rich
(c.c.) Mr Sebastian Piwas
Mr Gregory Rich
Mr David Nui
Mr George Gregoire (Innu Nation Office)
Mr Cajetan Rich, President, MIRC
Mr Joseph Mark Rich, Associate Project Manager, MIRC, for distribution to:
Mr Tomas Poker, Social Services
Mr George Rich, Innu Nation
Mr Simeon Tshakapesh, Tribal Police
Mr Daniel Poker, Alcohol Program
Ms Kate Gray, Social Services
Mr Clarence MacLennan, Federal Member, MIRC
Mr Mike Samson, Acting Provincial Member, MIRC
Mr Bill Lumsdon, DIAND, Amherst
Ms Leslie Anderson, DIAND, Hull
Mr Keith Sanford, Labrador Regional Health Services Board
Ms Patsy Foster, Labrador Regional Health Services Board
Ms Delia Connell, Alcohol and Drug Dependency Commission
Ms Krista Locke, Health Canada
Ms Pamela Ryder-Lahey, Provincial Department of Justice
Mr Marvin McNutt, Provincial Department of Justice
Mr Ed Hayden, Department of Social Services
✓ Ms Elizabeth Crawford, Department of Social Services
✓ Ms Sharron Callahan, Department of Social Services
Mr Jack Penashuc, Innu Health Commission
Ms Theresa Baikie, Human Resources Canada

RE: Safe House Working Group, Meeting of 31 August - 1 September, 1995

DATE: 29 August, 1995

The Safe House Working Group's Inter-Agency meeting on the Davis Inlet Safe House project scheduled for 31 August and 1 September, 1995, in Davis Inlet has been cancelled. We are proposing that the Inter-Agency meeting on the Safe House be held on 26 September, 1995 in Davis Inlet. The MIRC meeting originally scheduled for 26 and 27 September, 1995, would be held on 27 and 28 September, 1995.

Would you please confirm to our office whether you plan to attend the inter-agency meeting on the Safe House scheduled for 26 September, 1995.

yours truly,

UAPINUTAU INNUTS/MUSHUAU INNU RENEWAL COMMITTEE

Andy Kozina

Andy Kozina
Advisor: Relocation Information Center

2 DAVIS CORR AKS B:01KR2908.95

AUG-15-95 TUE 9:48

PAUL F WILKINSON & ASSOC

FAX NO. 5144820036

P. 01



PAUL · F · WILKINSON · &
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email: pfwilkin@nash.pbnix.qc.ca

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TO: Chief Katie Rich
(c.c.) Mr Sebastian Piwas
Mr Gregory Rich
Mr David Nui
Mr George Gregoire (Innu Nation Office)
Mr Cajetan Rich, President, MIRC
Mr Joseph Mark Rich, Associate Project Manager, MIRC, for distribution
to: Mr Tomas Poker, Social Services
Mr George Rich, Innu Nation
Mr Simeon Tshakapesh, Tribal Police
Mr Daniel Poker, Alcohol Program
Ms Kate Gray, Social Services
Mr Keith Sanford, Labrador Regional Health Services Board
Ms Patsy Foster, Labrador Regional Health Services Board
Ms Delia Connell, Alcohol and Drug Dependency Commission
Ms Krista Locke, Health Canada
Ms Pamela Ryder-Lahey, Provincial Department of Justice
Mr Marvin McNutt, Provincial Department of Justice
Mr Ed Hayden, Department of Social Services
✓ Ms Elizabeth Crawford, Department of Social Services
Ms Sharron Callahan, Department of Social Services
Mr Jack Penashuc, Innu Health Commission

RE: Safe House Working Group, Meeting of 31 August-1 September, 1995

DATE: 15 August, 1995

The Safe House Working Group has scheduled an Inter-Agency meeting on the Davis Inlet Safe House project for 31 August and 1 September, 1995, in Davis Inlet. A charter has been arranged with Labrador Airways to leave Goose Bay on 31 August, 1995, at 10:00 a.m., and to leave Davis Inlet on 1 September, 1995, at 5:30 p.m. Would you please confirm to our office whether you plan to attend this meeting, and whether you will travel by our charter between Goose Bay and Davis Inlet.

yours truly,

UAPINUTAU INNUTS/MUSHUAU INNU RENEWAL COMMITTEE

Andy Kozina

Advisor: Relocation Information Center



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TO:

✓ Mr Joseph Mark Rich, Associate Project Manager, by telecopier, for distribution to:

✓ Chief Katie Rich

(c.c.) ✓ Mr Sebastian Piwas

✓ Mr Gregory Rich

✓ Mr David Nui

✓ Mr George Gregoire (Innu Nation Office, DI)

✓ Mr Don Mews

✓ Mr Edgar Branton

✓ Mr Cajetan Rich

✓ Ms Kate Grey

✓ Mr Jim Nui (for translation and distribution)

Mr Jack Penashue, Innu Nation Health Commission (by mail)

+ Dr Charles Mustard, Health Canada, Ottawa (by mail)

Dr Mary Alton Mackey, Consultant (by mail)

Mr Clarence MacLennan, Federal Member (by mail; for distribution to Mr Bill Lumsdon)

Mr Mike Samson, Acting Provincial Member

Mr Frank Pye, Labrador College (by mail)

Ms Joan Katz, DIAND, Hull (by mail)

RE:

Minutes of Meeting of 25-26 July, 1995

DATE:

31 July, 1995

I attach a draft of the above-cited minutes, on which I would welcome your comments.

I shall send the list of responsibilities to those concerned in the very near future.

Yours truly,

UAPINUTAU INNUTS/MUSHUAU INNU RENEWAL COMMITTEE

Paul F. Wilkinson
Project Manager

08/08/95 11:33

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DOSS DAVIS INLET

P.15

AGENDA

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(6)	Angela Pasteen - Request for Water and Sewage	2
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(10)	Report on Healing Measures	7
(11)	Report on Women's Centre	11
(12)	Adult Basic Education	12
(13)	Music Festival	13
(14)	Next Meeting	13
(15)	Closure	13

@MRC MINUTES b:\350795.mmm



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TO: Mr Clarence MacLennan, Federal Member, MIRC
Mr Mike Samson, Acting Provincial Member, MIRC
Mr Bill Lumsdon, DIAND, Amherst
Mr Joe McKinnon, DIAND, Amherst
Ms Leslie Anderson, DIAND, Hull
Ms Patsy Foster, Labrador Regional Health Services Board
Ms Delia Connell, Alcohol and Drug Dependency Commission
Ms Krista Locke, Health Canada
Mr Ed Hayden, Department of Social Services
✓ Ms Elizabeth Crawford, Department of Social Services
✓ Mr Bryan Purcell, Department of Social Services
Mr Luke Rich, Innu Health Commission
Ms Danielle Descent, Innu Health Commission
Ms Theresa Baikie, Human Resources Canada
Mr Melvin Jesseau, R. C. School Board
Mr Pat Furlong, R. C. School Board
Ms Diane Gear, R. C. School Board
Ms Cynthia Fleet, R. C. School Board
Mr Bob Simms, Labrador Community College
Mr Peter Garrow, Consultant
Mr Fred Hollet, Office of the Fire C



RE: Minutes of Meeting of 26-28 September, 1995

DATE: 11 October, 1995

I attach a draft of the above-cited meeting, on which I would welcome your comments.

yours truly,

UAPINUTAU INNUTS/MUSHUAU INNU RENEWAL COMMITTEE

Andy Kozina

Advisor: Relocation Information Center

Andy Kozina

c.c. (BY TELECOPIER, cover letter only)

Chief Katie Rich

(c.c.) Mr Sebastian Piwas

Mr Gregory Rich

Mr David Nui

Mr George Gregoire (Innu Nation Office)

Mr Cajetan Rich, President, MIRC

Mr Joseph Mark Rich, Associate Project Manager, MIRC

@ DAVIS CORR AK6 B:01CM1110.95

*Pages 1-8
forwarded to
Mr. Hansen*

Copy pages 1-8

Minutes of a Meeting of the Mushuau Innu Renewal Committee Held at the Office of the Mushuau Innu Band Council, Davis Inlet, Labrador, on the 26th Day of September, 1995, at 1:20 O'clock in the Afternoon.

THERE WERE PRESENT

Kate Gray
Bryan Purcell
Krista Locke
Bill Lumsdon
Joan Baldwin
Diane Gear
Bob Simms
Patsy Foster
Danielle Descent
Cajetan Rich
Justine Rich
Joachim Nui
Agathe Piwas
Simeon Tshakapesh
Sebastian Piwas
Daniel Poker
Gregory Rich
Katie Rich
Paul F. Wilkinson

Ed Hayden
Elizabeth Crawford
Leslie Anderson
Theresa Baikie
Pat Furlong
Mel Jesseau
Cynthia Fleet
Delia Connell
Joseph Mark Rich
Elizabeth Rich
Philomena Katshinak
Mary Jane Nui
Peter Garrow
Tomas Poker
Luke Rich
David Nui
Jim Nui
Don Mews (in part)

Chief Katie Rich and Mr Cajetan Rich jointly took the Chair, and Dr Paul F. Wilkinson acted as Secretary to the Meeting.

INTRODUCTIONS

Given the number of new faces at the table, Mr Cajetan Rich suggested that each person introduce himself or herself, which was thereupon done.

APPROVAL OF AGENDA

Mr Jim Nui read out the Agenda in innu eimun, after which it was adopted in the form appended hereto to form part hereof.

SAFE HOUSE

Mr Gregory Rich summarized the background to this file, concentrating on events since the Safe

Minutes of a Meeting held on 26 September, 1995

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House Committee was created in late 1994. He stressed that the Committee included representatives of all interested Mushuau Innu agencies, including the Tribal Police, the Band Council, and the Innu Nation, as well as a representative of the Department of Social Services. Mr Gregory Rich said that the Safe House Committee had devoted considerable time to identifying the needs in the community that could be met by opening a safe house. He distributed copies of the Safe House Committee's report of 25 July, 1995, which he summarized orally. He said that, after considerable reflection, the Safe House Committee had decided to accord priority to the community's young persons. He stressed that the approach that would be adopted in the safe house would be family-oriented, and that it would make efforts to assist parents in assuming responsibility for their children. He stressed that the safe house proposal reflected the strong desire of all the Mushuau Innu that children with problems not be taken out of the community, whether to Nain or to Happy Valley-Goose Bay. He explained that the vision of the Mushuau Innu for the safe house included one-to-one counselling and detoxification efforts. Finally, Mr Gregory Rich tabled plans and drawings of the safe house and described the renovations that had already been initiated.

In reply to a question from Mr Ed Hayden, Mr Don Mews said that the renovations should be completed by mid-December, 1995.

Mr Joseph Mark Rich said that the safe house would be slightly larger than had originally been anticipated, and Mr Don Mews explained that its surface area would be approximately 2 700 square feet.

Mr Gregory Rich noted that many Innu have received training in counselling and related skills over the past two years, but that there would be a need for further training for the staff, especially in the area of treating solvent-abuse. He emphasized that starting the safe house in the near future would bring long-lasting benefits after the relocation of the Mushuau Innu to Little Sango Pond.

In reply to a question from Mr Ed Hayden, Mr Don Mews said that it would theoretically be possible to dismantle the safe house and to reconstruct it at Little Sango Pond. Dr Paul F. Wilkinson added that the decommissioning study carried out by Davis Engineering and Associates Limited had suggested, however, that such a solution would not be cost-effective.

Dr Paul F. Wilkinson explained that the Mushuau Innu Renewal Committee had approved 150 000\$ for renovating the safe house and 150 000\$ for the training and initial employment of the Innu staff. He recalled that, in August, 1993, Mr Wayne Penney, the then Regional Director for the Department of Social Services, had said that his Department would assume responsibility for the capital and operating costs of the safe house, provided that it received a proposal from the Innu. He said that one principal purpose of today's meeting was to seek commitments from the Department of Social Services and other federal and provincial agencies regarding their financial contributions to the renovation and operation of the safe house.

Mr Gregory Rich said that the Safe House Committee estimated that the annual operating budget for the safe house would be approximately 500 000\$, based on experience in similar facilities in

Minutes of a Meeting held on 26 September, 1995

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Québec.

Mr William Katshinak stressed the importance of establishing the safe house. He pointed out that many Innu would benefit from the training, and that that training would be useful even after the relocation. He stressed that young solvent-abusers should be able to stay in the safe house as long as necessary if they have to be detained, and that their parents should be able to visit them at any time.

In reply to a question from Mr Luke Rich, Mr Gregory Rich explained that all concerned Innu agencies would be involved in the establishment and operation of the safe house.

Mr Ed Hayden said that he and his associates appreciated the quality of the work that had been carried out to date by the Safe House Committee. He stressed the desire of the Department of Social Services to work cooperatively and constructively with the Safe House Committee and the community to resolve all of the problems that Mr Gregory Rich and others had identified. He stressed that the mandate of the Department of Social Services focuses on ensuring the protection and safety of children and young persons. He expressed some concern about having very young children in the same facility as older children and youths. He also expressed concern about using a facility providing safe accommodation to young children as a detoxification centre. He stressed that he was not raising his concerns so as to put obstacles in the way of opening the safe house; rather, his comments were made with a view to helping the Innu to achieve their objectives. He expressed the hope that the safe house would make it easier to provide care for children without being forced to have recourse to the criminal justice system. He stressed the importance of finding ways to work with the community to provide children with the protection that they need without involving the court system.

Mr William Katshinak expressed the fear that children needing help might be sent outside the community even after the safe house opened. In that case, the safe house might come to be used mainly by the employees, or it might be deserted.

Mr Gregory Rich replied that it might still be necessary for a few chronic solvent-abusers to be sent outside Davis Inlet, but they would only be sent outside for short-term, intensive treatment.

Ms Mary Jane Nui pointed out that the young Innu who are at present in the country with the Mobile Treatment Centre are becoming stronger every day through the healing circle that is practised in the country. She said that she was very opposed to sending any more children from Davis Inlet to the group home in Sheshatshiu.

Mr Ed Hayden said that the Department of Social Services had little understanding of the physiological reaction of the body to gas-sniffing and of the type of detoxification treatment required.

Mr William Katshinak said that he supported the idea of having a shelter in Davis Inlet for young Innu in crisis, but that it should not be a long-term facility. He said that he liked the group home

Minutes of a Meeting held on 26 September, 1995

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in Sheshatshiu, because parents can visit their children there at any time. He recalled that he had taken three of his grandchildren to the country, and that one of them had withdrawal symptoms from inhaling gasoline. He recalled that he had been unable to do anything except give the child Diavol.

Mr Ed Hayden said that he was interested in the Innu's plans for the relationship between the safe house and the Department of Social Services. He asked whether, for example, the Innu anticipated having a service agreement with the Department of Social Services, as is the case with Libra House in Happy Valley-Goose Bay and the group home in Sheshatshiu. Alternatively, he wondered whether the Innu anticipated having more independence from the Department of Social Services. He asked also how the safe house would fit in with the other agencies and resource persons in the community, such as the drug and alcohol counsellors, the four counsellors of the Department of Social Services, the visiting psychologist, and the Recreation Director. He repeated that the mandate of the Department of Social Services is limited to providing protection and safe accommodation for children in danger, and he said that other proposed activities in the safe house, such as those relating to mental health, detoxification, and drug- and alcohol-treatment, would fall under the authority of the Labrador Health Services Board and, possibly, Health Canada.

Ms Delia Connell asked whether a child who is intoxicated as a result of sniffing gasoline, but who comes from a good home, would be taken to the safe house or would be returned home. In other words, do the Innu see the safe house as being a resource only for those children who do not have supportive families?

Chief Katie Rich replied that distinctions such as supportive and unsupportive families are not really appropriate to the situation in Davis Inlet. She suggested that, using such terms, it would be fair to say that the safe house would target mainly children without supportive families, but that in certain circumstances children from other families might need to use the safe house.

Mr Ed Hayden repeated that he shared the principles or philosophy developed by the Safe House Committee and focusing on the family and on the primary role of parents.

Ms Mary Jane Nui said that she had taken to the country two children who were suffering withdrawal symptoms from sniffing gasoline. One of them had been hallucinating very badly and had felt threatened by imaginary animal-like forms. Ms Mary Jane Nui had told the children that if they started sniffing again, she would take them to the country for a longer time. The Department of Social Services had heard about what she had said and had taken the children out of her custody, because it considered that she had been using threatening behaviour. She said that the lives of Innu cannot be compared to the lives of non-Innu: *"To know the life of an Innu, one must lead the life of an Innu."*

Mr William Katshinak said that, when the Department of Social Services takes children out of the community for treatment, their parents or guardians lose the associated allowances. The children do not, however, understand that, and they continue to insist on receiving money from

Minutes of a Meeting held on 26 September, 1995

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their parents or guardians. That can create serious problems for parents or guardians who do not have the required income.

Ms Mary Jane Nui said that she had been very satisfied with the money that she had received from the Department of Social Services for feeding and clothing the young persons who had been under her custody.

Mr Ed Hayden said that Ms Kate Gray would follow up on the issues raised by Ms Mary Jane Nui and Mr William Katshinak.

Mr William Katshinak replied that he would rather that Mr Ed Hayden addressed those matters personally, since he seemed to be the one who takes decisions.

Mr Ed Hayden said that the Department of Social Services would be as flexible as possible in applying legislation concerning the safety and protection of children. He stressed that the needs of the children must be evaluated on an individual basis, since some of them might indeed need shelter, but others might need different types of response or treatment.

Mr Joachim Nui said that many young persons in Davis Inlet depend on the Department of Social Services for protection, and he expressed the view that it was clearly the responsibility of the Department to fund the safe house.

Mr David Nui expressed his disagreement with some of what the representatives of the Department of Social Services had been saying. He stressed his opinion that it is the responsibility of the Department of Social Services to fund the safe house, and he suggested that obtaining a commitment from the Department to fund it should be a pre-condition for working together. He suggested that the Safe House Committee might be obliged to go to a higher level of the Department of Social Services in order to obtain an appropriate answer to its request.

Mr Ed Hayden reiterated that the Department of Social Services is very interested in working with the Safe House Committee. He repeated that his comments and questions should not be interpreted as being obstacles to establishing and operating the safe house. At the same time, however, the Innu should recognize that the Department of Social Services does not have full responsibility for all the types of treatment that the Innu would like to offer in the safe house, such as medical treatment in the area of detoxification, and treatment for abuse of various kinds.

Mr David Nui said that the Innu hear a great deal of talk about support, but that they see few visible signs of such support from the Department of Social Services.

Ms Elizabeth Crawford repeated that the Department of Social Services is ready to discharge its responsibilities, but she said that the Safe House Committee must recognise that other agencies of the provincial and federal governments also have a role to play. She cited the example of Stephenville, where the Department of Social Services is collaborating with the local school board and hospital to provide a response to a series of cases of sexual abuse.

Minutes of a Meeting held on 26 September, 1995

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Speaking from the perspective of youth corrections, Mr Brian Purcell confirmed his desire to work with the Safe House Committee and the community of Davis Inlet. He explained, however, that he and his associates have to go to senior managers within their department in order to obtain funding. In order for them to do that, they have to have the answers to many questions, such as those raised earlier in the meeting by his colleagues. He stressed that the Young Offenders Act is very flexible, and he repeated the commitment of the Department of Social Services to take full advantage of that flexibility.

Mr Luke Rich asked whether the representatives of the Department of Social Services could give a simple answer to the question whether they would recognize the safe house as constituting an appropriate shelter for young Innu in need of shelter or protection.

Mr Ed Hayden replied that he had understood the purpose of today's meeting to be to provide a forum for a dialogue in which to explore all of the issues raised by the paper prepared by the Safe House Committee in July, 1995. He said that it is too early to predict the outcome of that dialogue, as a result of which it is not possible to say whether the Department of Social Services would recognize the safe house.

Ms Krista Locke said that Health Canada does not believe that it has a major role to play in building or operating the safe house. She noted that the Innu Nation receives funding under the Brighter Futures Programme, and she suggested that the Safe House Committee should explore whether some of that funding could perhaps be assigned to its project.

Ms Theresa Baikie said that Human Resources Development Canada might be able to provide funding to train Innu to work in the safe house. That funding might come from the budget of 1 000 000\$ set aside for Davis Inlet, or from additional funding.

Ms Patsy Foster explained that the Labrador Health Services Board is relatively new, as a result of which not all details of its structure and functioning have yet been worked out. She said that she felt that the Labrador Health Services Board would have a role to play in relation to the safe house in several areas: medical services, such as detoxification; and health promotion, including in the area of mental health. She added that she would have to ask her senior management whether additional funding could be made available for the safe house. Given the shortage of funds, she suggested that the Innu might have to make choices between allocating funding to the safe house and using it in other areas, such as public health services at the clinic in Davis Inlet.

In response to a question, Ms Patsy Foster explained that regional or clinical nurses provide treatment to persons who are ill, whereas public health nurses provide services directed to avoiding illness, such as teaching, health promotion, immunization, and prenatal care. At the present time, Davis Inlet has two clinical nurses, but there used to be one clinical nurse and one public health nurse. The public health nurse should spend two weeks per month in the community, but that has not been the case in the recent past. She suggested that providing more service by a public health nurse might, in the long run, reduce the need for clinical nurses, since there would presumably be less sickness. In summary, Ms Patsy Foster said that the Labrador

Minutes of a Meeting held on 26 September, 1995

7

Health Services Board wishes to have a constructive working partnership with the Safe House Committee and with all of the Innu agencies involved in planning and running the safe house. She would, however, have to check with her superiors before being able to make any financial commitment to the safe house.

Ms Delia Connell explained that the Province of Newfoundland and Labrador has not had an independent Drug- and Alcohol-Dependency Commission for several years. Effective in January, 1996, the Drug- and Alcohol-Dependency Commission will become a part of the Labrador Health Services Board. She undertook to check with her superiors whether some funding could be made available to the safe house. In the past, efforts have been made to provide assistance by means of training and the provision of consultants, and she expressed the hope that that would continue. She recognized that her agency was not the most appropriate one to provide training in an Aboriginal community. Consequently, her agency's preference would be to assist the Innu in obtaining training from better qualified agencies, such as Nechi.

Noting that the Innu were not very satisfied with the way in which the Meeting was unfolding, Chief Katie Rich expressed the desire to hold a brief caucus to discuss several matters with the Elders.

After the caucus, Chief Katie Rich tabled with the Meeting the minutes of the meeting of the Mushuau Innu Renewal Committee of 10 August, 1993, at which Mr Wayne Penney, speaking on behalf of the Department of Social Services, had said that it was clearly the responsibility of his Department to subsidize the establishment and operation of the safe house in Davis Inlet. She also tabled a copy of Mr Wayne Penney's letter of 16 August, 1993, which also appeared to recognize the responsibilities of the Department of Social Services. She recalled that, when those clear commitments had been made, Davis Inlet had been in the media spotlight. She expressed the hope that the positions expressed in 1993 would not change simply because Davis Inlet is no longer receiving a similar degree of publicity. She expressed the view that the plan tabled by the Safe House Committee was well thought out, but that it was not getting the recognition that it deserved. She stressed that gas-sniffing is still a very serious problem at Davis Inlet, and she asked the representatives of each agency to discuss with their superiors as a matter of priority the contribution that each would make to supporting the safe house proposal. She stressed that the Innu would continue with their renovations, and she said that it was inevitable that the safe house would open. She reminded all of the participants at the Meeting that they would certainly see or hear children sniffing gasoline during the night, and she asked them to think carefully about that. She noted that the Innu, especially the Elders, are disappointed and angry at the lukewarm response to the proposal to establish and operate a safe house. She noted with regret that the Innu are often promised support that does not subsequently materialize.

Mr Cajetan Rich noted that Mr Wayne Penney's letter of 16 August, 1993, had referred to two possible options for the safe house: adding extensions to individual family houses, and employing duly qualified Innu parents to provide care and shelter to children in need; and establishing an independent facility. He said that the former option had been discarded, because the Department of Social Services had refused to accredit several parents whom the Innu

Minutes of a Meeting held on 26 September, 1995

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considered to be very well qualified. He noted that, when the Innu had proposed the notion of a mobile treatment programme in the country, many representatives of governments had expressed doubts that it could work. It had, however, been funded, and it had proved to be a great success. In the same way, he suggested, the Innu's special concept of a safe house might not correspond precisely to that of non-Natives, but there was nonetheless a very good chance that it would be a success.

On behalf of their respective agencies, Mr Ed Hayden, Ms Krista Locke, Ms Patsy Foster, and Ms Delia Connell agreed to enter into further discussions about the Innu concept of a safe house and to check with their superiors as to the financial commitments that they would be willing to make.

Ms Danielle Descent said that the safe house offers a good solution for the problem of gas-sniffing in the long-term, but that it will probably not be easy to solve that problem. She said that, in other cases, solutions had been found to such problems, but that they had had to be developed by the persons who were experiencing the problems, mainly the parents and the children. She expressed the view that solutions to the problems in Davis Inlet could only be found in the same way, which meant that outside agencies should give the support and freedom needed to Innu parents, leaders, and children. Although she is a psychologist and has been visiting Davis Inlet for more than one year, she admitted that the Innu counsellors have much more experience than her in treating gasoline-sniffing. She stressed the need for a physical space, in which Innu counsellors could work with children and parents. She recognized the achievements of the Mobile Treatment Programme at Border Beacon, but she said that there is also a need for a permanent facility in the village.

In response to a question from Mr Ed Hayden, it was agreed that the mutual discussions accepted earlier could begin at a meeting between the Safe House Committee and the representatives of the agencies, to be held later in the day.

Mr Peter Garrow said that Ms Mary Jane Nui's initiatives in taking children with problems to the country illustrated that there are adaptive, Innu ways of treating problems. He stressed that all agencies must give appropriate respect to Innu approaches to solving Innu problems.

ADJOURNMENT

Chief Katie Rich and Mr Cajetan Rich adjourned the Meeting at 5:55 O'clock in the Afternoon, to resume at 9:00 O'clock in the Forenoon on 27 September, 1995.

RESUMPTION

The Meeting resumed at 9:30 O'clock in the Forenoon on 27 September, 1995.

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THERE WERE PRESENT

Kate Gray
James Pasteen
Krista Locke
Bill Lumsdon
Joan Baldwin
Diane Gear
Bob Simms
Patsy Foster
Joseph Mark Rich
Elizabeth Rich
Philomena Katshinak
Mary Jane Nui
Peter Garrow
Sebastian Piwas
Daniel Poker
Gregory Rich
Katie Rich

Clarence MacLennan
Joe McKinnon
Leslie Anderson
Theresa Baikie
Pat Furlong
Mel Jesseau
Cynthia Fleet
Delia Connell
Cajetan Rich
Justine Rich
Joachim Nui
Agathe Piwas
Tomas Poker
Luke Rich
David Nui
Jim Nui
Paul F. Wilkinson

ELDERS

Mr Cajetan Rich explained that two Elders had recently been placed in an old age home in Goose Bay. Their families are very unhappy at their isolation. Mr Cajetan Rich explained that home care is provided in other communities on the Labrador Coast, and he asked why it could not be provided in Davis Inlet. He suggested that Elders should be the top priority for assistance. He noted that a survey carried out by the Band Council had revealed that there are 11 Elders who need help of various kinds on a priority basis.

Mr Daniel Poker explained that his grandfather had been taken outside the community some three weeks ago. He said that he felt as if "a part of me is missing," because his grandfather is no longer in the house. He said that he understood why his grandfather had had to be taken out of the community, but that he does not like the fact that he is in an old age home far from his village. He expressed the view that Elders have to be treated with the same degree of care and respect as babies. He noted that it is impossible for Innu to travel regularly to Goose Bay to visit grandparents in homes there. He supported the view expressed by Mr Cajetan Rich that there are many Elders in Davis Inlet who required assistance and support of various kinds, including one Elder who is no longer able to walk. He concluded by suggesting that "if we respect the Elders, we must look after them."

Ms Mary Jane Nui said that the Elders who had been taken out of the community needed short-term medical help for such things as bedsores.

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Ms Agathe Piwas said that the community must find ways to help the Elders.

Mr William Katshinak recommended that 24-hour per day care be available for Elders in need.

Ms Agathe Piwas expressed frustration that the Innu often cannot do much to relieve the suffering of their Elders.

Mr William Katshinak said that Elders who are no longer mobile should be given the kinds of food that they need.

Chief Katie Rich said that the Nursing Station provides home aides to certain Elders for four hours per week, but that is not enough.

Ms Patsy Foster replied that four hours of assistance per week was what had been provided to Mr Daniel Poker's grandfather. The number of hours of assistance provided is based on individual assessments of the needs of Elders. She explained that there are two types of assistance at home: home care, which provides for such things as hygiene, ensuring that patients take medication, and physiotherapy; and respite and attendance care, formerly known as "enriched needs", which addresses such things as preparing meals, helping older persons to walk, and doing house work. She explained that the allocation for home care is usually five hours per person per week on average, whereas the allocation for respite and attendance care might be up to 18 hours per person per week. She noted that the personnel of the Labrador Health Services Board send their evaluation to the Department of Social Services in the form of a recommendation, but that it is the Department of Social Services that takes the decision. She noted that the funding for the above services is at present with the Government, but it is planned to transfer it eventually to the Labrador Health Services Board.

Ms Kate Gray explained that the Department of Social Services does not have a mandate in relation to the health of Elders. The Social Assistance Programme does, however, provide funding, but there has to be an evaluation in order to determine the eligibility of Elders. She confirmed that requests come from the Labrador Health Services Board. In exceptional circumstances in the past, the Grenfell Society provided up to 15 hours of assistance per person per week. If more assistance is required, the cost is evaluated and the proportion of the cost that the family cannot afford is paid by the Social Assistance Programme.

Mr Joachim Nui explained that Elders sent to Goose Bay have great difficulty in adapting to another culture and society and, in particular, in communicating with persons who do not speak their native language. He said that the Innu would prefer to stick to the traditional way, under which Elders were looked after in their homes. A particular difficulty is that Elders sent to Goose Bay are given food that does not suit them and that does not help them to heal or to keep their strength. He explained that store-bought food is not good for the Elders. He noted that, as he grows older, he is starting to find that he himself needs traditional food rather than store-bought food.

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Mr William Katshinak said that Elders who become unable to work or who are disabled find themselves without any source of income. He explained that the doctor who had diagnosed his back problems some two years ago had promised him a source of income, but that source still had not materialized. He concluded by stressing the importance of finding funding to look after the needs of the Elders.

Ms Krista Locke stated that Health Canada had given the Innu Nation some 22 000\$ for home care in the current year, and she suggested that Council seek a portion of that funding for Davis Inlet.

Mr Bob Simms explained that the Labrador College offers a ten- to twelve-week training programme entitled "Home Support Worker Programme." He suggested that that programme could be given in Davis Inlet if the community so wished.

Dr Paul F. Wilkinson noted that the Mushuau Innu Renewal Committee has a training budget from Human Resource Development Canada, a portion of which could be re-allocated to the programme described by Mr Bob Simms if Council and the Committee so decided.

Ms Patsy Foster stressed that persons hired to provide care to Elders must be very reliable and must be able to provide continuity of care. She said that the two Elders who had been sent to Padden House required full-time nursing care.

In reply to a question from Dr Paul F. Wilkinson, Ms Patsy Foster said that she was not aware of any government programme to subsidize visits by family members of persons who have to be hospitalized for long periods.

Elder William Katshinak said that Elders who have to visit sick persons in Goose Bay should be provided with accommodation.

Chief Katie Rich said that the attitude of the Department of Social Services towards the Safe House Programme was similar to the attitude of both levels of government when the Innu first proposed the Mobile Treatment Programme. In other words, the automatic assumption appears to be that something devised and proposed by the Innu will not work. She suggested that older Innu women should be hired to look after the Elders. She urged the Committee to be creative and flexible in its use of its funding. She encouraged the Committee and all of the Innu to make taking care of the Elders a priority, but she stressed that the financial support of the Department of Social Services would also be required.

After further discussion, the Committee decided as follows:

- (1) to ask Mr Bob Simms to submit a costed proposal for a home support worker programme;

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- (2) to ask the Innu Nation to provide Davis Inlet with a share of the 22 000\$ that it had received;
- (3) to set aside 20 000\$ from the unforeseen section of the budget of the Committee, to be devoted to providing care to the Elders;
- (4) to continue efforts to obtain funding for looking after the Elders from the Department of Social Services and the Labrador Health Services Board.

Mr Bob Simms agreed to submit the requested proposal on behalf of the Labrador College, and he stressed that the training would be given in Davis Inlet. Chief Katie Rich said that the budget must include an allowance for the cost of translation, since the course would be followed by several older, unilingual Innu women.

Elder James Pasteen recalled that, in the old days, the Elders used to be much healthier and were able to walk long distances even at a very advanced age. He explained how old and infirm persons were sometimes carried on a sledge pulled by a single dog. He suggested that the Innu age much faster today than they used to, and they are usually less healthy than formerly. He attributed the preceding to a decline in the quality of the food eaten by the Innu, explaining that store-bought food is less nutritious than country food. He expressed regret that younger Innu today eat relatively little traditional food, preferring fast food from the stores. He explained that he does not like canned food. He noted that the Innu had only themselves to blame for their poor standard of health, because the Elders let the younger generation of today adopt non-Innu ways. He expressed his willingness to answer any questions.

After untranslated remarks by Mr Joachim Nui, Elder James Pasteen spoke about an Elder who had continued hunting, fishing, and trapping despite his advanced age and poor state of health. He had used a sledge with a single dog to check his trap line, and he had had to crawl on his hands and knees to inspect his traps. He said that he was using this example to illustrate how strong and determined the Innu used to be and to help people to understand that it was their traditional food that had kept them healthy and made them strong. He recalled that he had been present when the Elder in question had died, and he added that he believed that his widow was now somewhere in Québec. He stressed that he could only talk about what he himself had seen, emphasizing that he would not talk about those things that he had not seen. He expressed the desire, if he ever met representatives of the Federal Government, to tell them how hard the life of the Innu used to be. Long ago, they used to kill caribou with knives and spears, using cartridges only very sparingly. He acknowledged also that sharing used to be a much more important part of the lives of the Innu.

Elder James Pasteen explained to the Meeting that he still longs to be in the country, where the caribou are numerous. When he was a child, his family's only source of income had been from furs, and they had rarely eaten canned food. When his children were younger, he tried to spend as much time as possible in the country, where he could provide his children with traditional food and teach them traditional skills. The little cash income that he had earned had been used to

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purchase such things as sugar and flour. He stressed that Innu babies had traditionally been breast-fed and had never received skim or evaporated milk.

Elder James Pasteen continued by emphasizing the importance of providing money and other support to Elders in Davis Inlet who are no longer fully independent. He explained that such support is provided to Elders at Fort Chimo, now Kuujjuaq, even if they are not old enough to receive their state pensions. He expressed his personal dislike for the old age home in Goose Bay, speculating that, if he had to stay there for a prolonged period without traditional food, he would quickly fall sick. Noting that he is too old to hunt a great deal, he expressed gratitude to those Innu who still provide him with traditional food. He thanked the Meeting for taking the time to listen to him and said that he felt that he should stop talking, because reviving memories was making him feel very angry at the officials of the two levels of government for their lack of support for the Elders.

Elder Elizabeth Rich introduced herself as being a Director of the Mushuau Innu Renewal Committee and an Elder. When she was young, she had had to spent a prolonged period in the hospital in Northwest River, where she was very well treated. She had become so used to white ways that she had started to look down on the Innu and had thought that she would never go back home. Nevertheless, she had eventually returned home and had adapted once again to her own culture. She said that, if ever she fell ill again, she would be happy to go to the hospital, provided that she received good care and the respect that is due to an Elder.

EDUCATION

Mr Cajetan Rich reminded the Meeting that the recent report by Dr Mary Mackey had expressed the view that the school in Davis Inlet was not making a significant contribution to the healing of the Innu. Consequently, he and Chief Katie Rich had written to Ms Dorice Marcil of the School Board, requesting a meeting to discuss how the education system could play a fuller role in the healing process. He thanked the representatives of the School Board for replying so quickly to the letter and for agreeing to be present at today's Meeting.

Mr Mel Jesseau explained that Ms Dorice Marcil is ill and that she had asked him, as Vice-Chairperson of the School Board, to attend the Meeting on her behalf. He thanked Chief Katie Rich and Mr Cajetan Rich for their letter and said that the School Board agrees that the school in Davis Inlet can and should play a significant role in the healing process. He expressed the firm desire of the School Board to assist the Innu in any possible way in their healing process. He noted that the philosophy of the School Board is that parents are the first educators and that they have a right to choose the most appropriate form of education for their children. He stated that his colleagues would address the specific concerns raised by the letter from Chief Katie Rich and Mr Cajetan Rich.

Mr Pat Furlong said that he had reviewed Dr Mary Mackey's report and that he agreed that the school must be an important part of the healing process. With that in mind, he suggested that it would be useful to set long- and short-term objectives that the Innu and the School Board could

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pursue jointly. The long-term measures might include a broad assessment of the school, leading to an identification of the reforms needed to make it more responsive to the needs of the Innu, and a collaborative effort to define the role of all concerned agencies, including the Band Council, the School Board, the Roman Catholic Diocese, the Catholic Education Council, and the Newfoundland and Labrador Teachers' Association.

In the short term, he said that the School Board would be willing to discuss the following issues with the Innu:

- (1) reviewing the curriculum to ensure that it meets the needs of the Innu;
- (2) instituting a mechanism whereby the Innu could participate in the selection of teachers for the school in Davis Inlet;
- (3) involving representatives of the Innu in preparing the budget for the school in Davis Inlet;
- (4) jointly identifying the building and equipment needs of the school;
- (5) elaborating programmes of professional development for the teachers and the teachers' aides;
- (6) any other activities that the Innu would find useful in improving the contribution of the school to their healing process.

Mr Pat Furlong said that he would talk briefly about each of the following topics as they relate to education in Davis Inlet: governance; curriculum; facilities; personnel; and funding.

With respect to governance, Mr Pat Furlong said that, since the mid 1970s, the School Board has publicly and consistently supported the Innu in their aspirations to control their own education. Among other things, the School Board had stated publicly and repeatedly its support for the Innu if they wish to assume full control over their own education system. The School Board would, if requested, be willing to adopt a resolution to that effect at its meeting of October, 1995.

He recalled that the School Board had established a Transition Committee with the Innu of Sheshatshiu in order to plan the transfer to the Band Council of control over education. Unfortunately, progress had been brought to a halt as a result of a dispute between the Innu of Sheshatshiu and Newfoundland and Labrador Hydro concerning payment for certain electricity bills.

He added that the present is probably a good time to be entering into discussions about governments, because of the recent Royal Commission on education, which will almost certainly lead to province-wide changes. He noted that he had written to Chief Katie Rich on 26 September, 1993, asking her to appoint representatives to discuss the report of the Royal

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Commission with the School Board. He noted that the francophones of Labrador West are already in the process of negotiating control over their own schools.

With respect to curriculum, Mr Pat Furlong said that the School Board had suggested to the Innu Curriculum Centre last year that it move from Sheshatshiu to Davis Inlet. Indeed, the employees had been advised that they would have to move to Davis Inlet in September, 1995. Unfortunately, that move had not materialized. The School Board had, therefore, advertised for an expert in Innu Curriculum Development to work at the Nukum Mani Shan School, where he or she would be responsible for developing a small resource centre. No qualified candidate had been found, and a less qualified person had been hired, to work on a part-time basis in curriculum development and as an elementary teacher on a part-time basis. A physical space for the curriculum centre is being renovated in the school and should be finished in one month.

Turning to the question of physical facilities, Mr Pat Furlong reported that there had been a report to the Management Committee in 1988, recommending and requesting funds to expand the school, among other reasons because at that time the school was starting to offer high school grades. Unfortunately, the capital funding requested had not been approved by the Department of Education, although some money had been granted for curriculum development.

With respect to finances, Mr Pat Furlong explained that the Department of Indian Affairs and Northern Development grants 205 000\$ to Davis Inlet and 325 000\$ to Sheshatshiu to supplement the budget provided by the Government of Newfoundland and Labrador. The division of the total budget between the two communities is decided by a management committee composed of three representatives from Sheshatshiu, three representatives from Davis Inlet, and one representative of the School Board.

A small capital grant had been obtained from the Government of Newfoundland and Labrador, totalling 148 000\$, and it had been used to repair the roof of the school and to carry out other minor repairs. He noted that the total capital budget provided by the Government of Newfoundland and Labrador to the Catholic Educational Council had recently been reduced to 4 000 000\$ for between 400 and 500 schools. He stated that the Nukum Mani Shan School has been given priority by the School Board for expansion, but no money is available at the present time, and, given the likelihood of a relocation, it is unlikely that significant funding will be provided in the near future.

In reply to a question from Mr Clarence MacLennan, Mr Pat Furlong said that the last request for capital funding made to the Canada-Newfoundland-Innu Management Board had been in 1988. He noted that the School Board is not systematically informed about the meetings of the Management Board, which complicates communications.

In reply to a question from Mr Cajetan Rich, Mr Pat Furlong clarified that the School Board is not a member of the Management Committee, although the Department of Education is represented on it. In conclusion, Mr Pat Furlong explained that the current shortage of money makes the situation difficult, but he said that the School Board would study the various

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possibilities for improving the situation at Davis Inlet.

Ms Diane Gear provided a more detailed breakdown of the education budget for Davis Inlet, as follows:

	Board Budget	Management Committee Budget	Variants
Innu Language	6 180	6 180	0
Life Skills	2 060	2 060	0
Innu Archival Materials	3 090	3 090	0
Modern Technologies	5 150	5 150	0
Innu Teachers' Aides	163 396	129 162	(34 234)
Professional Development	4 120	4 120	0
Sports Meets/Creative Arts Equipment	5 150	5 150	0
Debt Management	13 043	30 900	17 857
Grant in lieu of Taxes	0	7 725	7 725
Community Use of School	3 090	3 090	0
Teachers' Residences	0	8 652	8 652
Total:	205 279	205 279	0

She explained that Debt Management represents the repayment of expenses incurred for reconstruction and for temporary accommodation after the school burned in 1979.

She suggested that the Innu might wish to take over management of the teachers' residences. The teachers pay a rent for the houses for the full year, and the School Board manages and maintains them.

Ms Diane Gear said that a committee composed of a representative of the School Board, the principal of the Nukum Mani Shan School, and two Innu, formerly Mr Prote Poker and Mr George Gregoire, used to review the school budget on an annual basis, and she offered to resume that practice. She also offered to provide fuller information on the history of the school's budget, although she cautioned that it can be difficult to understand, because the fiscal year of the School Board starts on 1 July of each year, whereas that of the Federal Government starts on 1 April of each year.

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Chief Katie Rich said that she had met Mr Butler of the School Board in 1993 to discuss the budget, at which time he had informed her that Debt Management would cease as of 1993.

Mr Pat Furlong said that he was not aware that such a commitment had been given, and he undertook to obtain further information.

Ms Diane Gear also said that she was not aware of such a commitment. She added that what has happened over the past five years is that the money approved by the Management Committee for Debt Management has in fact been spent largely on the school. She expressed her understanding as being that the debt would be retired in 2000, if annual payments of approximately 30 000\$ were made.

Mr Pat Furlong undertook to ask the Board of Directors of the School Board to consider eliminating the Debt Management from the budget for Davis Inlet.

Ms Mary Jane Nui expressed support for the idea of having annual meetings to review the budget of the school and to discuss other matters of concern to the Innu about the school.

Chief Katie Rich asked for information about the amounts of money spent on the non-Native teachers.

Mr Pat Furlong undertook to provide that information, although he noted that the teachers are all paid directly by the Government of Newfoundland and Labrador, not by the School Board, and that they are all certified teachers.

With respect to personal development, Mr Pat Furlong explained that the School Board had been making significant efforts for several years. He noted that each teacher is allocated only five days per year for personal and professional development, but the School Board has been offering voluntary programmes for the teachers in Summer, which have been well attended. Those programmes may not, however, be well adapted to the needs of the Innu. He said that he would be open to discussing with the Innu the development of personal and professional development programmes adapted to their needs. He undertook to provide a list of the activities that are currently offered to the teachers, and he said that Ms Cynthia Fleet could provide more information on this topic.

Ms Cynthia Fleet described a programme of activities that has been offered to the teachers' aides in Sheshashiu, and she said that a similar programme could be offered in Davis Inlet if the Innu so requested. She also described a proposal developed in 1994 for training language teachers, using techniques and trainers for teaching English as a second language. The school had found that all of its staff could benefit from such an approach, and it was discussing the possibility of teaching Innu teachers' aides to teach reading in innu eimun. Currently, there is a programme to teach non-Native teachers how to use Aboriginal literature to teach Innu children. She noted that the Board is also providing training to its staff in cooperative learning.

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Mr Pat Furlong stressed the need to establish proper communication mechanisms between the Nukum Mani Shan School and the School Board. He described the approach of using a growth team for each school, composed of students, staff, and parents. Noting that the School Board is developing a policy for school counsels, he said that it would be important to discuss with the Innu how that policy could be adapted to Davis Inlet.

Ms Mary Jane Nui spoke of serious difficulties between the school and the community that occurred ten to twenty years ago, when Father Len Paradis was the priest at Davis Inlet. He told the Innu that they were immature, insane, and unfit to work with, contrasting them with non-Innu, whom he described as mature and sane. She said that such a situation must never be allowed to arise again.

Mr Joe Piwas joined the Meeting and complained vociferously and at some length about the recent confiscation of his guns.

After further discussion, the Innu undertook to discuss internally the various suggestions made by the School Board and to formulate a detailed reply in due course.

Mr Pat Furlong said that the representatives of the School Board would be very willing to return to Davis Inlet for further discussions if that would be useful to the Innu. He said that the only urgent matter was to learn before 12 October, 1995, whether the Innu wanted a resolution of any sort tabled at the October meeting of the Board of Directors of the School Board.

RELOCATION - FEDERAL PERSPECTIVE ON PROGRESS

Ms Leslie Anderson introduced herself by providing some information on her personal and professional background. She said that she had been asked in April, 1995, to coordinate the Davis Inlet relocation file within the Department of Indian Affairs and Northern Development. Since that time she had devoted much effort to learning as much as possible about the Innu, Davis Inlet, and the plans for the relocation. She had read all of the minutes of the Mushuau Innu Renewal Committee and several publications by or about the Innu before making her first visit to Davis Inlet. She told the Meeting that she was pleased to have been invited to attend. She recalled that the Statement of Political Commitments of February, 1994, currently defines Canada's partnership with the Innu. She reported that the Government of Canada is well aware of the considerable achievements that the Innu have made in the emergency services that they have been providing for the last two years. The success of the healing efforts of the Innu is also well known within the Government of Canada and much appreciated. She referred to Innu Drum News as having been an excellent initiative by the Innu, of which numerous federal officials were very aware. She stressed that the decision about the relocation to Little Sango Pond would have to be made by the Cabinet; in other words, that decision would require between ten and fifteen ministers to reach a consensus. Her role is to assist in demonstrating to Cabinet that all of the conditions established by the Statement of Political Commitments have been met.

When the Statement of Political Commitments was approved, in April, 1994, Cabinet said that

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the relocation of the Innu would be approved under certain conditions, including the development of a long-term social and economic reconstruction plan in consultation with Canada, the reaffirmation by the Innu of the choice to relocate, a positive outcome to technical feasibility studies, reasonable costs, and the provision by the Government of Newfoundland and Labrador of the necessary land. Noting that the relocation will be very costly, she undertook to put forward the Innu position to the Government of Canada as clearly as possible.

Ms Leslie Anderson said that her objective today was to describe the progress made since March, 1995, by the Federal Government in moving towards a Cabinet decision, and to discuss any matters of interest to the Committee. She said that the types of questions that Cabinet might ask when faced with a request to fund the relocation would be: is it technically feasible at Little Sango Pond to provide all essential services and amenities to the Innu? how will water be provided? how will sewage be treated? what will the cost of the relocation be? She explained that the Federal Government is reviewing the 29 studies tabled by the Committee in order to ascertain the answers to the preceding and other questions that Cabinet might ask. The first stage of that review was carried out internally by specialists in various government departments. That internal review was then given to Sheppard Green, an engineering firm from St. John's, for evaluation. The types of question asked in both reviews are: are the cost estimates accurate and reasonable? do the plans proposed meet federal standards? does the preliminary community design include all necessary buildings? She said that federal officials have been working very hard for many months, even though their efforts may not be very visible from the outside. She explained that the ministers who signed the Statement of Political Commitments are very familiar with the Innu and their achievements, but other ministers are less so, which makes it especially important to provide comprehensive briefing material.

Ms Leslie Anderson said that her office had reviewed the relocation project from two perspectives: 1) the costed proposal submitted by the Mushuau Innu; 2) the buildings and facilities that the Federal Government would normally pay for. For example, she explained, the Federal Government does not normally pay for such things as hotels, churches, and manses. Her department has also compared the costs estimated by the Committee with those actually incurred in other relocated communities. She explained that the internal review being carried out by the Federal Government is complete, while the external review should be completed within a few days. The internal analysis had shown that the quality of the technical studies carried out by the Mushuau Innu is excellent. Those studies have shown clearly that the site near Little Sango Pond selected by the Mushuau Innu is technically feasible. The design of the community plan submitted by the Committee is, of course, only preliminary, and much detailed design work remains to be done if Cabinet approves the relocation. With respect to the economic and social issues raised in the Statement of Political Commitments, she suggested that Cabinet is likely to ask whether the relocation to Little Sango Pond will make the community healthier, will lower rates of unemployment, and will have other beneficial social and economic effects.

The Department of Indian Affairs and Northern Development asked the Rural and Small Towns Programme at Mount Allison University to review the Committee's socio-economic studies, totalling 17 in all. The work of Mount Allison University is still not complete, but it has already

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identified some issues that will have to be addressed.

Noting that much progress has been made in the healing efforts so far, she said that there still remains some concern on the part of the Federal Government that some of the serious social problems that have affected the Innu could be transferred to the new community, since it has not yet been possible to eliminate all of the root causes of those problems. She undertook to forward a copy of Dr Mary Mackey's recent report to Mount Allison University. She stressed that she and her officials would need assistance from the Innu to show how the healing process will be transferred to Little Sango Pond.

With respect to economic development at Little Sango Pond, Ms Leslie Anderson noted that the Innu has proposed many interesting ideas, but that they need to be examined more thoroughly and planned in greater detail. She expressed the willingness of her Department to work with the Innu on both of those tasks.

She said that it would also be necessary to evaluate the implications, if any, of the probable mining development at Voisey's Bay for the new community, particularly to examine whether it might provide tangible benefits. Once again, the Innu will have to participate in the relevant discussions.

In conclusion, Ms Leslie Anderson hoped that the Committee would appreciate that the Department of Indian Affairs and Northern Development has been working very hard on the Davis Inlet community relocation project. Noting that the cost of the relocation would be high, she stressed the importance of persuading Cabinet that investing in the relocation would give good value for money. Once the examination of the various studies is complete, her office will prepare a briefing for Minister Ron Irwin and the Federal Cabinet. She undertook to advise the Committee when Minister Irwin has decided how to proceed with this file. She expressed the hope that it would be possible to take the relocation file to Cabinet in the near future, but she said that priority would have to be given to ensuring that the best and most complete file had been prepared, in order to minimize the chance that Cabinet would reject the request to fund the relocation. Finally, she expressed the hope that it would be possible to integrate her Department's and the Innu's initiatives at both the political and technical levels.

In reply to a question from Chief Katie Rich, Ms Leslie Anderson said that the ministers of Indian Affairs and Northern Development, Finance, and Health would certainly be involved in the Cabinet decision on the relocation. She undertook to submit a list of the members of the Cabinet Committee on Social Policy, which would be tasked with formulating a decision on the relocation.

Mr Cajetan Rich explained that the possible mining development at Voisey's Bay is not in any way related to the relocation of the Innu. When the Statement of Political Commitments was signed, the possibility of mining development at Voisey's Bay was completely unknown. He explained that representatives of the Innu are in negotiations with Diamond Fields Resources with a view to determining whether there are any terms and conditions under which the Innu might

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support the possible mining development at Voisey's Bay. He concluded by noting that it would not be possible to answer the question raised by Ms Leslie Anderson until those negotiations were complete, which might be many months from now.

Mr David Nui also insisted that the Federal Government not attempt to establish a link between the possible mining development at Voisey's Bay and the relocation of the Innu. He said that the comments made by Ms Leslie Anderson almost sounded like blackmail, in the sense that the Innu understood that they were being told to support the possible mining development at Voisey's Bay or the relocation would not be approved.

Ms Leslie Anderson replied that the Statement of Political Commitments does not indeed refer to the possible mining development at Voisey's Bay, although it does refer to the question of addressing the question of unemployment, and the possible mining development at Voisey's Bay may be a part of resolving that issue. She stressed that Minister Irwin and other ministers involved in the Cabinet decision would inevitably be asked about Voisey's Bay, and she suggested that it would be in the best interests of the Innu to make sure that those ministers had the fullest possible understanding of the issue and of the position of the Innu. She stressed, however, that the impression that the Innu were being blackmailed into supporting the possible mining development at Voisey's Bay if they wished to have approval for their relocation was false.

Mr David Nui repeated his view that the Innu must decide their position about the possible mining development at Voisey's Bay on the merits of that issue alone. He explained that the Statement of Political Commitments had referred only to the possibility of creating employment at Little Sango Pond, whereas creating employment at Voisey's Bay was a completely different issue. He noted that many Innu opposed the possible mining development at Voisey's Bay, and he repeated his impression that what Ms Leslie Anderson had said sounded like a threat.

Elder William Katshinak conceded that the Innu do need money in order to be able to survive in the modern world, but he stressed that each Innu must make his or her individual decision about where to find that employment. He confirmed the view that the Innu will never submit to any threats or blackmail.

Ms Leslie Anderson repeated that she was not in any way trying to threaten or blackmail the Innu. She recognized that Voisey's Bay is one of many possibilities of creating employment for the Innu, and she suggested that it would make sense to evaluate all of those possibilities. She explained that she had mentioned the possible mining development at Voisey's Bay, because it has received a great deal of publicity nationally and internationally, and it is inevitable that questions will be asked about its implications for the relocation of the Innu.

Chief Katie Rich asked Ms Leslie Anderson how the estimated costs of the relocation to Little Sango Pond compared with the actual costs of other recent relocations.

Ms Leslie Anderson replied that the comparative cost study of the Federal Government is not yet

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complete. She explained that the capital cost estimated by the Committee was 89 000 000\$, whereas the estimate prepared by the Department of Indian Affairs and Northern Development is 113 000 000\$, which is the figure that will be submitted to Cabinet. The difference between the two estimates is attributable to higher federal estimates for building the school and the water and sewage infrastructure. She undertook to provide the Committee with details on the discrepancies between its cost estimates and those of the Department of Indian Affairs and Northern Development. She noted that both the estimates of the Committee and those of her Department are accurate only to within $\pm 20\%$. That being the case, any Cabinet approval would probably be for a target figure $\pm 20\%$.

In reply to a question from Mr Jim Nui, Ms Leslie Anderson said that she understood that the most expensive relocation in Canada had been that of the Crees of Oujé-Bougoumou, which had cost in the range of 140 000 000\$ and 150 000 000\$, although up to one-third of that amount had been for economic development. She added that some relocated communities had contributed a part of the cost from compensation received under land claims settlements.

In reply to a question from Chief Katie Rich, Ms Leslie Anderson said that she was not aware whether the possibilities of economic development at the new site had been a determining factor in the Federal Government's decision to support financially other relocations.

Citing the examples of Voisey's Bay, Wabush/Labrador City, and Schefferville, Elder James Pasteen explained how the governments had become very rich with resources taken from the lands of the Innu, while the Innu themselves had received virtually no benefits from those resources. He added that, when the resources are exhausted, government and industry disappear, leaving the Innu helpless and impoverished. He expressed the view that, in reality, all levels of governments are stealing from the Innu. He explained how, in times past, the Innu had had no raw materials other than skins for clothing, blankets, and tent covers. They had even cooked their food on open fires, because they had no stoves. In those days the Innu were entirely independent and looked after one another. When the Innu first came into contact with Whites, they thought that their society must be better because it had more resources of various kinds. Some Innu today still think that they are better than the others, because they wear the same type of clothing as White men. In fact, however, the White man thrives on cheating the Innu, and the Innu end up with nothing.

Mr Cajetan Rich said that he understood Mr James Pasteen to be saying that the Innu had been excluded from the benefits of all previous economic development projects in their area, which made them wonder why people would now be so keen to have them involved in the possible mining development at Voisey's Bay. The Innu are particularly concerned that the possible mining development at Voisey's Bay would destroy the land and resources, with the result that the Innu would have nothing on which to depend when the mines at Voisey's Bay eventually closed down.

Ms Leslie Anderson repeated her recognition that it is entirely up to the Innu to take whatever position they consider appropriate in relation to the possible mining development at Voisey's Bay.

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Chief Katie Rich said that the Government of Canada must understand how unprepared the Innu are to deal with an industrial development of the magnitude of that proposed for Voisey's Bay. The Innu have met representatives of Diamond Fields Resources in order to start evaluating whether and how they can become involved in the development at Voisey's Bay, even though they hate having to sit down with representatives of mining companies and fear that they will soon see their land destroyed. She noted that her own maternal grandparents are buried at Voisey's Bay. On the other hand, the Innu recognize that they probably have little choice other than to negotiate with officials of Diamond Fields Resources. Even Little Sango Pond and Iluikoyak Island have been staked. She noted that a delegation of Innu had visited Nain during the preceding weekend to discuss their common concerns about the possible mining developments at Voisey's Bay with the Inuit. She stressed the importance of collaboration between the Innu and the Inuit in formulating joint reactions to the proposed mining development at Voisey's Bay. She noted that many Inuit who had initially been favourably disposed towards the possible mining development at Voisey's Bay are now changing their minds. She added that there has not as yet been a collective decision by the Innu concerning the position that it should take in regard to the possible mining development at Voisey's Bay.

In reply to a question from Chief Katie Rich, Ms Leslie Anderson said that no date has yet been set for a Cabinet decision on the relocation. She said that the issue can be tabled with Cabinet as soon the Minister feels that he is ready to do so, and Cabinet meets every two weeks. She stressed that she cannot promise that the issue will be tabled with Cabinet by a fixed date, but she undertook to inform the Committee as soon as she knows.

Elder William Katshinak explained that water, natural gas, and all other resources come from the Earth, not from the government. Thus, the Innu have a right to benefit from all of the natural resources of their territory. He noted that the wealth of cities depends on the natural resources of small communities such as Davis Inlet. He expressed regret that some of the Elders do not even know that the land is being abused to make other people rich.

Chief Katie asked Mr Bill Lumsdon for his personal view on the likelihood of the relocation's being approved.

Mr Bill Lumsdon replied that, in his opinion, the Innu have made a good case supporting the relocation, but he cannot be sure what the Cabinet decision will be.

Ms Leslie Anderson explained that Mr Bill Lumsdon's role is to coordinate the relocation file within the Atlantic Regional Office of the Department of Indian Affairs and Northern Development.

In reply to a question from Chief Katie Rich, Ms Leslie Anderson confirmed that she was familiar with the McRae Report. She said that she was not aware whether the Federal Government is preparing a response to it; indeed, the Statement of Political Commitments might be seen as being a federal response to the McRae Report.

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Chief Katie Rich said that the Innu would like an official response from the Federal Government to the McRae Report.

Ms Leslie Anderson said that she would convey that message to the Minister of Indian Affairs and Northern Development, but she felt that it would important for Chief Katie Rich to express her opinion in writing to the Minister.

In reply to a question from Mr Cajetan Rich, Ms Leslie Anderson said that none of the relocation studies commissioned by the Department of Indian Affairs and Northern Development could be provided to the Innu, because they have been prepared for Cabinet purposes, and are therefore covered by Cabinet confidentiality. She undertook nevertheless to explain to the Committee the principal features and findings of the studies to the extent that she could do so without breaching Cabinet confidentiality.

ADJOURNMENT

Chief Katie Rich and Mr Cajetan Rich adjourned the Meeting at 5:00 O'clock in the Afternoon, to resume on 28 September, 1995, at 9:00 a.m.

RESUMPTION

The Meeting resumed on 28 September, 1995, at 9:20 O'clock in the Forenoon, the same persons being present as at the time of adjournment.

CONTRIBUTION AGREEMENT FOR 510 000\$

Dr Paul F. Wilkinson reminded the Committee of the background to this issue. He reported that Mr Edgar Branton had submitted a claim for 307 000\$ to the Amherst Office of the Department of Indian Affairs and Northern Development.

Mr Clarence MacLennan said that he and his colleagues had reviewed the claim from Mr Edgar Branton and that they had some questions about it, which they had communicated to Mr Edgar Branton in a letter of 18 August, 1995.

Dr Paul F. Wilkinson added that he had recently discussed the questions from the Department of Indian Affairs and Northern Development with Mr Edgar Branton, who would be replying to them in writing within the next ten days.

EMERGENCY MEASURES - PROGRESS REPORT

Mr Joseph Mark Rich said that renovations were under way on five houses, and that the renovations to one other house had already been completed. The hockey rink is half finished, and the renovations to the safe house are one-third complete. All the necessary materials have been ordered, although some of them have not yet arrived. There are at present, 35 Innu trainees and

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eight Innu assistant trainers, in addition to four trainers from outside the community.

Mr Joseph Mark Rich said that the very poor quality of the original construction of houses in Davis Inlet is very obvious once one begins to renovate them.

In reply to a question from Mr Joachim Nui, Mr Joseph Mark Rich clarified that the equipment needed to jack-up some of the houses has been ordered, but that it has not yet arrived.

Mr David Nui spoke briefly about the efforts that he had been making to explain the nature of the training programmes to some of the Innu and encouraging them to remain on the job.

ADULT BASIC EDUCATION

Dr Paul F. Wilkinson reminded the Committee that the budget that it had adopted in May, 1995, had set aside 115 000\$ for a programme of adult education to be given in Davis Inlet. Council and the Committee had agreed that the project should be given by the Labrador College as a way of initiating the joint Learning Centre that the Innu and the Labrador College had discussed in 1993 and 1994.

Elder William Katshinak observed that even highly educated Innu still experience extreme difficulty in finding employment.

Mr Bob Simms thanked the Committee for the opportunity to take part in its Meeting, observing that he had learned a great deal over the past two days from participating in the Meeting. He noted that the table at which the Meeting was taking place and the scale model of a house in one corner of the room had been built by trainees studying with the Labrador College.

Mr Gregory Rich added that the design of the safe house had also been prepared by students of the Labrador College.

Mr Bob Simms explained that the mission statement of the Labrador College calls upon it to provide training to all of the people of Labrador according to their aspirations. He said that, as far as the College is concerned, the Innu are a very important component of the population of Labrador. He recalled travelling in early 1994 with a delegation of Innu to Desoronto to observe and learn from the training techniques employed by the First Nation's Technical Institute there. He expressed satisfaction that the Learning Centre would be starting in the very near future, even though on a smaller scale than had originally been envisaged. He reported that the Labrador College had advertised for two instructors for the Adult Basic Education Programme and that it was currently screening the applications. He explained that two representatives of the Labrador College would travel to Davis Inlet next week to work with the Innu to select the instructors. All being well, he said that the Adult Basic Education Programme should start on 16 October, 1995, and would last until July, 1996. He noted that the Labrador College, which was founded only in 1988, is still a young institution and is still in the process of learning. He expressed the hope that the Labrador College would be able to grow with the people whom it was created to serve. In

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closing, he noted that he had been raised as the son of a fisherman in a house without water and sewage, which made him very sensitive to many of the complaints that he had heard expressed by the Innu.

Elder William Katshinak said that he could easily understand the difficulties that Mr Bob Simms' family had faced living without water and sewage. He noted that his father, like Mr Bob Simms' father, had been a fisherman, and that he himself is a fisherman.

Mr Gregory Rich reported that there are twenty-nine applicants for the Adult Basic Education Programme. Many of them work during the day, however, and he asked Mr Bob Simms whether the Labrador College was trying to structure the programme in such a way as to allow students to follow it while simultaneously working.

Mr Bob Simms said that, with two instructors, it should be possible to arrange the schedule around the needs of the students. He expressed the hope that after the construction season there could be further adaptation of the time table.

Elder William Katshinak said that he appreciated the sensitivity shown by Mr Gregory Rich to adapting the programme to the requirements of the Innu.

Mr Gregory Rich confirmed that most of the construction and renovation projects should terminate in late December, after which the schedule of the Adult Basic Education Programme could be revised.

Mr Bob Simms explained that Ms Shirley Crewe, who is in charge of Adult Basic Education for the Labrador College, and Mr Frank Pye would visit Davis Inlet to work out the details of the programme with Mr Gregory Rich and the Adult Basic Education Committee.

Mr Gregory Rich said that two houses are available for use as classrooms, but he asked who would pay the rent.

Dr Paul F. Wilkinson replied that the budget of 115 000\$ approved by the Committee is to cover all expenses associated with the Adult Basic Education Programme. He suggested that the details of exactly how it should be spent should be determined by the Adult Basic Education Committee, which has representatives of the Innu and of the Labrador College.

Mr Bob Simms pointed out that much of the 115 000\$ will go towards the salaries and expenses of the instructors. He said that the Labrador College would provide many resources and materials that would not be charged directly to the contract.

Dr Paul F. Wilkinson suggested that the Adult Basic Education Committee try to prepare a detailed budget. If there appear to be difficulties, it could meet the Mushuau Innu Renewal Committee to discuss them.

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Mr Bob Simms reported that he had brought with him a draft contract, which he had shown to Chief Katie Rich, Mr Gregory Rich, and Dr Paul F. Wilkinson, none of whom had any major problems with it. He said that the final draft of that contract would include a detailed budget.

Mr Joachim Nui said that the houses available for use as classrooms belong to Mr Prote Poker and Mr George Rich, but that no rent as yet been fixed.

Elder William Katshinak pointed out that those two persons are living rent-free in houses in Goose Bay that belong to the Mushuau Innu Band Council, which makes it seem unfair that they should want to charge rent to the Mushuau Innu Band Council for use of their houses for community purposes.

Mr David Nui endorsed the suggestion that the Committee and the Council should leave such decisions to the Adult Basic Education Committee. He recommended that the Adult Basic Education Committee begin by inspecting the houses to evaluate their suitability. He noted that the project trainers receive an allowance of 250\$ per week, which they then pay to Mr Don Mews in return for food and accommodation. He expressed the view that that is not fair. He said that he had had discussions with Mr Prote Poker and Mr George Rich, who had agreed that as much of the funding as possible should go to the Adult Basic Education Committee for the direct needs of the programme.

Dr Paul F. Wilkinson said that he was not aware of the arrangement between the trainers and Mr Don Mews. He suggested that it be discussed at the next meeting, and that Mr Edgar Branton be asked to provide the relevant information.

Mr Joachim Nui said that, to the best of his knowledge, each of the trainers in 1994 had paid his own rent. He said that it is sometimes difficult to know where the truth lies.

Ms Mary Jane Nui supported the proposal to pay rent for using houses for the purposes of the Adult Basic Education Programme.

Elder William Katshinak repeated his point of view that rent should not be paid for those houses.

Mr Joachim Nui said that when a White person uses a house, the organization employing him always pay rent. In the same way, if an Innu occupies a house, the organization for which he or she works should pay rent. He asked why Mr Prote Poker and Mr George Rich are following an Adult Basic Education Programme in Goose Bay, when they could be following an identical course in Davis Inlet.

Mr Gregory Rich urged that an appropriate rent be paid to Mr Prote Poker and Mr George Rich as part of the healing measures. If rent is not paid, he suggested that there may be no facilities available for the Adult Basic Education Programme.

Ms Philomena Katshinak pointed out that she is a non-drinker, but she complained that she never

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gets any of the jobs for which she applies. She expressed the opinion that Innu who drink are given preferential treatment.

Mr Gregory Rich replied that all Innu are treated equally.

Ms Philomena Katshinak supported her viewpoint by citing the fact that her house has never been worked on during the last two years of renovations.

Mr Gregory Rich reassured Ms Philomena Katshinak that she will be considered whenever any jobs appropriate to her age and skills become available.

Ms Mary Jane Nui said that a considerable amount of work is needed to keep the houses of the Elders clean. She suggested that a list should be prepared of Elders' houses that need cleaning.

Ms Agatha Piwas recalled that she used to work as a homemaker, but she had never been given a list of her duties.

Mr Cajetan Rich suggested that the Meeting turn its attention to the Adult Basic Education Programme.

Mr Joachim Nui said that his trailer had never been worked on and that it is cracked and very drafty.

Mr William Katshinak suggested that the homemakers who used to be employed had done little more than watch television.

Mr Fred Hollett, Fire Commissioner, jointed the Meeting.

Mr William Katshinak continued by saying that his house had never been on a list of those that should be cleaned. He explained that he is quite old now and unable to do many things that he used to be able to do. Because of his age, he has to sit down on a chair when he cleans the floor of his house. When he has visitors, they sometimes ask him why he has to sit down when he is cleaning, to which he replies that he is old and suffers from back pain. He reported that he had tried to arrange a meeting with Chief Katie Rich to be given some detergent, but he had not been successful.

Mr David Nui reminded the Meeting that Council had already set the date for its annual general meeting, and he suggested that it would be more appropriate to raise the types of issues being discussed at that meeting.

After further discussion, it was agreed that Council should take all decisions relating to the Adult Basic Education Programme.

Mr Cajetan Rich pointed out that there is a lack of communication between Council, the Adult

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Basic Education Committee, and the Mushuau Innu Renewal Committee.

MEDICAL ESCORTS

Ms Mary Jane Nui asked whether adults escorting young children outside the community for medical purposes should be compensated, as they used to be in the past.

Mr David Nui said that trainees employed by the Band who have to attend hospital outside the community are not compensated. He explained that Council has no funds to pay escorts. He added that the Band's personnel policy has provisions dealing with sick leave, which establish the right of employees to compensation under specified circumstances. He explained the danger for Council of giving preferential treatment to certain Innu. He noted that a recent meeting had been held with all the trainees and assistant trainers to urge upon them the importance of wearing safety equipment at all times in order to reduce the chance of accidents. He said that Council had taken the policy decision to compensate only those injured employees who had been wearing safety equipment at the time of accident.

Ms Theresa Baikie pointed out that persons who are injured on the job are entitled to Workers' Compensation.

Mr Peter Garrow said that one of the tasks that he could undertake, if so requested by the Innu, would be to provide advice and assistance in completing and updating various policies. He noted that it is standard practice within governments to provide for sick, personal or family days, and paid vacation. He suggested that one of his roles could be to assist employees in understanding the Band's policies and, if necessary, in standardizing those policies.

Ms Theresa Baikie said that family and personal leave was normally set at five days per year.

RATIFICATION PROCEDURES

Dr Paul F. Wilkinson reminded the Meeting that he had tabled a report describing how other First Nations had ratified important decisions. He noted that formal ratification processes are now a common feature of decision-making by First Nations. He reminded the Committee that reaching a decision on the procedure for ratifying a favourable decision by Cabinet was not very urgent, but it would nonetheless be appropriate to start reflecting on that matter.

Mr Cajetan Rich pointed out that the Innu land claims negotiators had concluded a framework agreement in Ottawa last week, which would require ratification by the populations of Sheshashiu and Davis Inlet. He said that he had reviewed Dr Paul F. Wilkinson's report, and that he had several ideas about an appropriate procedure for the Innu.

Chief Katie Rich noted that there would be separate ratification processes for the framework agreement on land claims and for the relocation. For the ratification of the framework agreement on land claims, representatives of the Innu Nation will come to Davis Inlet to assist.

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DESIRE TO RELOCATE

Mr William Katshinak reminded the Meeting that some Innu do not wish to relocate from Davis Inlet. He promised to submit a more detailed explanation of their position at the next meeting. He explained that, even though he does not want to relocate, he has always been an active member of the Renewal Committee, in order to help the common good of all of the Innu. He explained that he is opposed to the relocation, because he believes that preferential treatment will be given to Innu who drink, which he considers unfair. When he had been asked by someone why he is a member of the Mushuau Innu Renewal Committee even though he is opposed to the relocation, he replied that it is because he knows Little Sango Pond very well.

He suggested that Innu women who are married to non-Innu are the objects of hatred and jealousy, although he himself has no personal hatred for outsiders. In the past, he recalled, the settlers or non-Innu had very often helped the Innu, as a result of which he has no animosity towards them. He described one occasion when two Innu travelling in Winter had been assisted by settlers who lived near Little Sango Pond. Without that assistance, they would probably have died. He concluded by noting that he has no animosity towards those Innu who want to relocate to Little Sango Pond.

Chief Katie Rich said that, to the best of her knowledge, there had never been any discussions about treating drinkers and non-drinkers differently at Little Sango Pond. She encouraged those present not to believe rumours, and she clarified that the Band Council is not opposed to Innu who drink relocating to Little Sango Pond. She pledged that the Band Council would assist in finding solutions for Innu who do not wish to relocate.

Mr William Katshinak said that it was inappropriate for the Renewal Committee to discuss issues relating to alcohol.

Chief Katie Rich agreed with that opinion. She noted, however, that in the past Innu who drank had been elected to the Band Council and had done a very poor job.

Mr William Katshinak suggested that, after the relocation, persons travelling to Little Sango Pond would have their bags searched for alcohol.

Chief Katie Rich replied that that had never been discussed.

Recalling that one of the tribal policemen had once searched the bag of a traveller, Mr William Katshinak asked Chief Katie Rich whether she had given the order in question.

Chief Katie Rich replied that she had, but that she had had good reasons for doing so. She noted that Innu who drink often fight, cause vandalism, or become involved in physical or sexual abuse.

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MEETINGS IN OTTAWA

Dr Paul F. Wilkinson reminded the Meeting that it had mandated him to organize a series of meetings with politicians in Ottawa in order to lobby for a favourable decision on the relocation. He tabled a preliminary schedule of meetings.

After discussion, the Committee nominated the following persons to attend the meetings in Ottawa: Elder James Pasteen, Mr Cajetan Rich, Mr John Nui, Chief Katie Rich, Mr David Nui, Ms Mary Jane Andrew, Elder Elizabeth Rich, Mr Joseph Mark Rich.

Mr William Katshinak asked if he could attend the meetings in Ottawa, and he was told that the Council and the Chairman of the Mushuau Innu Renewal Committee would have to decide.

FIRE PROTECTION

Dr Paul F. Wilkinson recalled that Mr Fred Hollett, Fire Commissioner, had met with the Committee in August, 1993, and had assisted the Committee in obtaining fire-fighting equipment and training for the volunteer fire brigade. In August, 1995, the Committee had written to Mr Hollett, asking if he could provide funding for a new fire pump and some new hoses, as well as supplementary training for the volunteer fire fighters. Mr Fred Hollett had replied that his department did not have any additional funding for such purposes, but he had agreed to come to Davis Inlet again in order to assist the Innu in improving fire protection in Davis Inlet.

Mr Fred Hollett expressed his pleasure at having another opportunity to visit Davis Inlet. He explained that the Innu Fire Department is one of 312 fire departments for which his office is responsible. The quality of those fire departments varies from excellent to poor. He recalled that, when he visited Davis Inlet in 1993, it had been agreed that the Innu would assume responsibility for organizing and operating their own fire department. His Office had provided assistance in obtaining equipment, which had been delivered in April, 1994, and in providing two trainers to train Innu volunteers. He said that he had been advised that the Innu had recently hired Mr Martin Basto as Fire Chief for two hours per day.

Mr Joseph Mark Rich confirmed that Mr Martin Basto had indeed been hired, but that he had had to return to Hopedale for personal reasons, although he should be returning in the near future. Mr Martin Basto is also employed by the Mushuau Innu Renewal Committee as a night watchman at the weekends.

Mr Fred Hollett expressed concern that the Innu fire fighters seem to be poorly organized. He expressed the point of view that Davis Inlet deserves good and reliable fire protection, and he suggested that it was the responsibility of Council and other leaders in the community to make sure that a good organization is put in place to provide fire-fighting and fire-prevention services. He recalled that there had been a very serious fire in Davis Inlet in 1992, and he hoped that such an incident would not repeat itself.

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Mr Fred Hollett suggested that the Innu proceed as follows: they should identify reliable fire fighters and should appoint a dependable Fire Chief, who must be available in the community at all times; the Fire Chief should be given a proper job description, which might include keeping the equipment in good order, organizing practices and drills, inspecting houses, and submitting weekly reports to Council; if sufficient money is available, it might be appropriate to employ the Fire Chief for three or four hours per day. The Fire Chief would clearly need the support of reliable and available volunteer fire fighters.

Mr Fred Hollett recalled that he had visited Davis Inlet briefly in June, 1995, at which time none of the Innu to whom he talked seemed to have any awareness of whether there was a Fire Chief, whether there were fire fighters, or where the fire-fighting equipment was located. He said that he had inspected the fire hall yesterday and had noted that much of the equipment is missing, although the Fire Chief had made a list of needed equipment for Council on 16 August, 1995. He emphasized that all employees must be instructed not to remove any of the fire-fighting equipment. He stressed the importance of keeping all of the equipment permanently loaded on the trailer. The all-terrain vehicle must at all times be attached to the trailer and must be ready for immediate use. Observing that Winter is rapidly approaching, he urged the importance of building one or two sledges to transport the fire-fighting equipment. After the first snow fall, the all-terrain vehicle should be disconnected from the trailer, and the equipment should be loaded on to the sledges, to which the snow machine must be permanently attached.

Mr Fred Hollett explained that the type of system that he had described operates well in other communities in Newfoundland and Labrador. There is no reason why it should not work equally well in Davis Inlet. He said that he had been informed that the fire pump had been shipped to St. John's for repair, and he undertook to check it personally before it is returned to Davis Inlet in order to make sure that it is operating properly. He recalled that he had recommended in 1993 that alternative water supplies be developed at strategic points in the village, using natural depressions where water accumulates or digging wells, and covering them in order to ensure that they do not freeze. He noted that nothing seemed to have been done in that regard.

Mr Fred Hollett said that, if Council has the resources to organize a training programme for its volunteer fire fighters, he would be happy to assist in identifying qualified trainers, who could come to Davis Inlet. He suggested that Mr Jim Saunders, whose father was born in Davis Inlet, would be a good trainer.

Chief Katie Rich said Mr Martin Basto had not appreciated the low salary offered by the Renewal Committee. Another job had been advertised, to which he would have been appointed, but he had left the community before he became aware of that. She suggested that the Fire Department had not been successful because of a lack of funding. She agreed that the Innu should make an effort to follow Mr Fred Hollett's various recommendations.

In reply to a question from Mr David Nui, Mr Fred Hollett explained that the Fire Chief in most community is usually not paid at all.

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Mr Peter Garrow spoke briefly about experience in various Aboriginal communities, where very successful volunteer fire brigades have been organized.

BAND GOVERNANCE

Mr Peter Garrow spoke briefly about some of his experience as a consultant, referring to the development of training programmes, a survey of Aboriginal veterans, a socio-economic plan for Big Cove, the National Committee for Aboriginal Financing, and a book about his grandmother's legal challenge to the Jay Treaty.

He explained that the purpose of his contract with the Council and the Committee was to allow him to provide the types of support and training that the Innu themselves identified as priorities. He noted that he had experience in a wide variety of areas as a result of his term of office as a Band Councillor at Akwesasne, where he was responsible for issues relating to health, education, and pollution, and because of his former association with the North American Indian Travelling College and the Canadian Lacrosse Federation. He pointed out that he had played and coached lacrosse, volleyball, and basketball at every level up to University.

Mr Peter Garrow expressed the hope that he would be able to work constructively for Council and the Committee in such areas as Band governance, structuring and operating committees, and preparing job descriptions. He stressed the importance of having an Innu counterpart whom he could mentor and coach on a one-to-one basis. He noted that he had discussed with Mr Don Rich and Mr Edgar Branton the assistance that he could give in updating and coordinating the Band's various policies. He noted that he could be available to work in the evenings, and he undertook to suggest a schedule in the near future, based on a starting date in mid October. He suggested that one of his first tasks might be to assist Council and the Committee in responding to some of the suggestions made by the representatives of the School Board earlier in the Meeting.

NEXT MEETING

The Committee decided to hold its next meeting on 6 and 7 November, 1995, possibly in the country.

CLOSURE

There being no further business, Chief Katie Rich and Mr Cajetan Rich declared the Meeting closed at 2:15 O'clock in the Afternoon.

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GOVERNMENT OF
NEWFOUNDLAND AND LABRADOR

Department of Social Services
Division of Youth Corrections

MEMORANDUM



TO: George Skinner
ADM, Program Development

Noel Browne
ADM, Client and Community Services

FROM: Ed Hayden
Libby Crawford
Bryan Purcell for Sharron Callahan

DATE: November 14, 1995

RE: **SAFE HOUSE PROPOSAL, DAVIS INLET**

You will recall our earlier discussions concerning this proposal and the meeting we had early in the Fall concerning the MIRC/safe house proposal meeting set for Davis Inlet for September 26, 1995.

Subsequent to the meeting, Ed Hayden agreed to write up a brief summary of the issues as they pertain to DOSS (attached) and it is very clearly obvious that despite the reluctance of other agencies with a mandate for involvement in the problems necessitating a safe house (also reference attached Minutes), the MIRC are looking for a clear commitment from Social Services for operating funding for this initiative.

In view of the current fiscal situation of the province (neither YC or CW have any funding for re-direction), should we be taking any position here? Maybe, until this is resolved or there is a resolution of the principal responsible agency, should we continue to attend any future meetings? Does DOSS need to take any action at a more senior level with other Departments who have a responsibility here? Should you both meet with Libby and myself and the regional managers (Wayne and Brendan) at the next available opportunity to firm up a DOSS position?

-2-

Please provide direction. Thank you.

Sharron
SHARRON CALLAHAN
Director
DIVISION OF YOUTH CORRECTIONS

SC/ldn
/Attch.

c.c. Libby Crawford
Ed Hayden
Wayne Penney
Brendan Mullaly

11/03/95 FRI 16:53 FAX 709 896 0470

DDOSS HAPPY VALLEY

→→→ HDQ NON-EXE

001



GOVERNMENT OF NEWFOUNDLAND AND LABRADOR
DEPARTMENT OF SOCIAL SERVICES
DISTRICT OFFICE
ELIZABETH GOUDIE BUILDING
HAPPY VALLEY, LABRADOR
AOP 1EO

FACSIMILE TRANSMISSION MESSAGE

FAX NO. 896-0470 TELEPHONE NO.: 896-2493DATE: 95.11.02TO: ~~Wool Broune~~

FAX NO: _____

FROM: Lily Crawford
Sharon Collahan
Bryan Purcellcopy
to.

From Ed Hayden

ORIGINAL TO FOLLOW: YES 3NO ✓

NUMBER OF PAGES INCLUDING COVER: _____

COMMENTS:

Doris Inlet Sep House briefing
notes attached (+ minutes for Mr. Broune)
Ed

CONFIDENTIALITY WARNING

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--- HDQ NON-EXE

002

Briefing NotesRE: Safe House

Meeting in Davis Inlet 1995.09.26

Prepared by: Ed Hayden

At the invitation of the Mushua Innu Renewal Committee (MIRC), Libby Crawford, Ed Hayden and Bryan Purcell attended a full day inter-agency meeting at the Band Council Office in Davis Inlet. District Office staff were present, as well, along with Drug Dependency Services, Labrador Health Services Board, Health Canada, Innu Nation, Band Council, Tribal Police, Indian & Northern Affairs, and about 20 other participants (see attached minutes).

I briefed the group on the following concerns that need to be addressed by the Safe House Committee:

- ° Mix of young children with older offenders
- ° How to tie in other resources in the community, eg. alcohol counsellors, psychologist, recreation directors, CSW's.
- ° DOSS responsible for child protection but other agencies responsible for detoxification, drug & alcohol programs, mental health programs.
- ° Criminalization of youths in order to provide service.
- ° Detainment or forcible confinement of gas-sniffing youths who wish to leave the facility.
- ° Relationship between the Board of Directors and DOSS, eg. service agreement?
- ° Guard against the tendency to have a long term care facility vs. crisis shelter.
- ° Safety concerns re using child crisis shelter as detoxification unit.

I expressed support for the work that the community is doing to protect children and to heal families, but could not offer any guarantee of funding.

The construction of the Safe House is due to be completed mid-December and the hope is that DOSS will fund the facility as soon as it opens shortly thereafter.

11/03/95 FRI 16:54 FAX 709 896 0470

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--> HDQ NON-EXE

003

- 2 -

Much anger and disappointment was expressed by the Innu that I had not brought a definite funding approval for the project. As a result, we met with the Safe House Committee that night and listed the concerns above. As well, we stressed to the Committee that these concerns need to be addressed in their forthcoming proposal to government.

Chief Katie Rich issued an ultimatum that she expected a response in three weeks. Later, at the Safe House Committee meeting, however, it was agreed that the Innu would submit a funding proposal to government. That proposal has not yet been received.

It was pointed out by several participants that Mr. Penney had earlier promised funding for capital and operating costs of a safe house. I have since clarified with Mr. Penney that he had assured MIRC that he would seek funding for a facility if the community wished to submit a proposal.

In summary, participants expressed disappointment in hearing of concerns that need to be addressed when they wished to hear of a definite financial support for the facility.

Upon clarifying the funding process, it was agreed that the Safe House Committee would prepare a proposal for government and that the concerns raised by Ed Hayden would be addressed in the proposal.

Minutes of a Meeting held on 25-26 July, 1995

ADJOURNMENT

Mr Cajetan Rich adjourned the Meeting at 4.35 O'clock in the Afternoon, to resume at 9:30 O'clock in the Forenoon on 26 July, 1995.

RESUMPTION

The Meeting resumed on 26 July, 1995, at 9:35 O'clock in the Morning.

THERE WERE PRESENT

Chief Katie Rich
Jim Nui
Joseph Mark Rich
Joachim Nui
Jack Penashue
Mary Georgette Mistenapeo Sr
Jerome Rich
Toon Rich
Toby Noah
Daniel Poker
Gregory Rich
Peter Pastoon
Mary Mackey
Don Mews
John Nui
Sebastian Piwas
Clarence MacLennan
Bob Piwas
Charles Mustard
Paul F. Wilkinson

Cajetan Rich
Justine Rich
Phillip Rich
Mary Jane Nui
John Nui
Edward Mistenapeo
Patrick Rich
Theresa Baikie
Bernadette Nui
Garfield Rich
Joel Rich
Joseph M. Gregoire
Mary Kateri Gregoire
David Nui
Agathe Piwas
Toon Tshakapesh
Edgar Branton
Sara Rich
Kate Grey

RADIO STATION - TRAINING

Dr Paul F. Wilkinson reminded the Committee that it had approved a budget of 15 000\$ for training the operators of the community radio station and for up-grading the equipment at the radio station. He tabled a proposal dated 21 July, 1995, from Raycom Consulting Inc to provide the required training for a maximum of 8 056\$.

After discussion, the Committee approved the training programme, but it decided to defer it until the radio station had been up-graded. Dr Paul F. Wilkinson said that a proposal to up-grade the radio station would be received from Mr Joe Smith in the near future.

Minutes of a Meeting held on 25-26 July, 1995

SAFE HOUSE

Mr Gregory Rich provided a report on the recent work of the Innu Safe House Committee. He said that the safe house was still at the planning stage, and that the Committee was addressing such basic issues as whether it should be used by children, by women, or by both. He tabled a progress report, which he promised to have translated into innu eimun as quickly as possible. He also tabled drawings of the proposed facility that had been prepared by Innu students. He noted that the thinking of the Committee had been influenced by information that it had collected about two safe houses in Maliotnam, Québec, one for children, the other for women. He reported that the Committee is inclined to give priority to using the safe house to meet the needs of children. He stressed that maintaining and operating the facility would be labour-intensive and expensive. He noted that the Committee's decision to favour children took into account the fact that women have access to a facility in Happy Valley, Libra House, but that children have no similar resource.

He stressed that the role of the safe house would not simply be to provide a secure facility for children abusing solvents or other drugs or who were suffering from abuse or neglect, but that it would also be a place where intervention at the family level could be practised, so as to discover and eliminate the causes of the aberrant behaviour by the children.

He described the various facilities that were needed in the safe house, including observation rooms, where children high on drugs or gas could be allowed to calm down under observation, a conference room for meetings of the workers or for meetings between children, workers and their families, bedrooms, and play space. He stressed the importance of involving in the running of the safe house all Innu and non-Innu services devoted to children, including Social Services, and the Tribal Police. He suggested that the staff would have to include a coordinator, a senior counsellor, six counsellors, and an intervention/outreach officer. There would also be a Board of Directors, composed of volunteers. He noted that the staff would require training.

Mrs Mary Jane Nui asked what would be done with the children if they did not respond to treatment at the safe house. Mr Gregory Rich replied that such children might have to be sent outside, rather to Sheshatshit or to St John's. He noted that Judge Dave Power had expressed the desire to see a safe house in Davis Inlet, since the court does not like being obliged to send children outside the community.

Mrs Mary Jane Nui asked what was the Safe House Committee's attitude to sending children to the country. Mr Gregory Rich replied that the Committee considers sending children to the country to be a very important part of their treatment.

Mr Joseph Mark Rich reported that he and Mr Don Mewa had made a list of materials that would be needed to renovate the two buildings identified by the Council for use as the safe house. The approximate cost of materials would be 75 000\$, while labour would also cost about 75 000\$. He stressed the need to make sure that the facility would respect all fire and other regulations.

Minutes of a Meeting held on 25-26 July, 1995

Mr Gregory Rich stressed that the long-term successful operation of the safe house would require the renovation of the two houses identified by the Band, and assistance from the Department of Social Services, Health Canada, the Drug Dependency Commission, and others.

In response to a question, Dr Charles Mustard said that the ideas for the safe house seemed excellent and that he supported the idea of a cooperative effort, but that he was not aware of any obvious source of funding for the safe house.

Dr Paul F. Wilkinson reminded the Committee that, when the idea of a safe house was first discussed approximately two years ago, Mr Wayne Penny, who at that time was the representative of the Department of Social Services, had appeared to be supportive and had indicated that there was a good possibility that his Department would provide funding. He asked Ms Kate Gray if she could provide information on the current attitude of the Department of Social Services. *

Ms Kate Gray replied that she had been in communication with her Deputy Minister, who seemed to support the idea, but who had not made any firm commitment. *

In reply to a question from Dr Paul F. Wilkinson, Ms Kate Gray said that she felt that an inter-agency meeting would be the best way to move this project ahead as fast as possible.

In reply to a question, Mr Gregory Rich stated that the Safe House Committee would appreciate receiving assistance from the Mushuau Innu Renewal Committee in organizing the inter-agency meeting.

Mr Don Mews was mandated to order the necessary materials as quickly as possible. Mr Edgar Branton was mandated to conclude the necessary arrangements with Human Resources Development Canada as quickly as possible.

Mr Gregory Rich undertook to keep the Committee informed of progress on this file.

In reply to a question from Mrs Mary Jane Nui, Mr Gregory Rich stated that it had not yet been decided who would be responsible for admitting children to the safe house.

Mrs Mary Jane Nui observed again that sending children to the country in a very good form of treatment. Mr Gregory Rich agreed, adding that the long-term objective was to integrate the safe house in the community with other forms of country-based treatment, such as the Mobile Treatment Centre.

In reply to a question from Mr Joachim Nui, Mr Gregory Rich explained that the Safe House Committee meets whenever possible and whenever there is need to meet. He repeated his commitment to sending children to the country as a form of treatment whenever appropriate, noting that there should be a programme to that effect that would use Elders as instructors.

Minutes of a Meeting held on 25-26 July, 1995

Mrs Agathe Piwas asked whether having separate rooms for children intoxicated with solvents or other drugs is the proper method of treatment. Mr Gregory Rich reassured her that it is part of the proper way of treatment, but he repeated his insistence that full treatment requires involving the parents and other family members, so that an understanding can be reached of the causes of the problems of which solvent- or drug-abuse is a manifestation. He emphasized that involving the parents is a part of the healing process, and he suggested that many of the children's problems would not be solved until the parents had reached a proper awareness of why it is that their children were behaving in certain ways.

In reply to a question from Mr Cajetan Rich, Mr Gregory Rich clarified that the safe house would be for all children with problems, not just for those abusing solvents.

Mr Daniel Poker said that the Safe House Committee had made numerous requests for support from outside agencies. In particular, it had spoken to a solvent-abuse treatment centre in Manitoba, which had offered to provide training in Davis Inlet if Health Canada would cover the cost.

Mr Joseph Mark Rich observed that there would probably be a high turnover of workers at the safe house unless those workers themselves could receive support and counselling.

Mr Gregory Rich noted that the monthly visits of Ms Danielle Descent, a clinical psychologist, had been of great value for the Nechi Trainees.

In reply to a question from Mr Gregory Rich, Dr Paul F. Wilkinson clarified that the most support that the Committee could give to the safe house was 150 000\$ towards the capital costs and 150 000\$ towards the operating costs. Noting that the estimate of the operating costs was 500 000\$ per year, he said that the inter-agency meeting should clearly be held as soon as possible.

COMMUNITY SERVICES

Mr Joseph Mark Rich submitted a proposal to hire a Fire Chief on a part-time basis for 150\$ per week and to purchase an additional fire pump and hose for an approximate cost 12 000\$.

After discussion, it was decided: to approve 8 500\$ from the budget for contingencies for the salary of the Fire Chief; to ask the Office of the Fire Commissioner to provide funding for the pump and the hose; failing approval from the Office of the Fire Commissioner, the Committee would approve the funding necessary for the pump and the hose.

2 copies

GOVERNMENT OF
NEWFOUNDLAND AND LABRADOR

Department of Social Services

Happy Valley

August 11, 1995

Noel Browne
Assistant Deputy Minister
Client and Community Service
Dept. of Social Services
P.O. Box 8700
St. John's, NFLD



Re: Safe House in Davis Inlet, Labrador

Dear Mr. Browne:

Attached is a report from the Safe House Committee in Davis Inlet that was presented to the Mushua Innu Renewal Committee (MIRC) July 25, 1995. Minutes of that meeting are also attached, along with a covering letter from Kate Gray.

The concept of safe house has been expanded to include open custody for youth and a safe shelter for children in need of protection, as well as being a community detoxification unit for youth and a counselling and treatment centre, with an outreach counsellor/family worker attached. Funding would be similar to the other group homes, at approximately \$500,000 annually, and paid staff reporting to a Board of Directors in much the same way as other community agencies are operated throughout the province.

The community of Davis Inlet is making efforts to respond to a severe need with regard to children and youth in their community who are sniffing gas and who are in need of protection.

While Tribal Police, Social Services and Alcohol Centre workers are cooperating a great deal after hours to ensure that children and youth are kept safe, the case for a safe house to which children and youth can be taken in an emergency is being made.

-2-

The next step of MIRC will be to organize an inter-agency meeting in Davis Inlet. I understand that the Directors of Child Welfare and Youth Corrections, as well as the Regional Manager for Labrador, are being invited to attend. As we discussed by telephone yesterday, perhaps we could arrange an internal meeting when I come to St. John's during the week of August 22-24 to discuss the concept further.

Sincerely,



Ed Hayden
Regional Manager (Acting)

cc. Libby Crawford
Sharon Callahan

/ATT.



GOVERNMENT OF
NEWFOUNDLAND AND LABRADOR

DEPT. OF SOCIAL SERVICES
P.O. BOX 102
DAVIS INLET, LABRADOR
AOP 1A0

FACSIMILE TRANSMISSION MESSAGE

Date: August 8, 1995

To: Ed Haysler

From: Kate Gray

Receiving Facsimile Number: 896-0470

Transmitting Facsimile: 478-8922

Subject: Safe House

When this transmission is complete. You should have 19
pages, including this covering transmittal.

08.09 TC of Andy Kazina
- at Paul Wilkinson's office

Agencies invited:

- Health Bd (Lab)
- DD S
- Health Com.
- DOJS
- Inner Health Comm.
- Justice (Provincial)?
- Safe House Working Grp
- MIRC.

Safe House Grp
2005

Bond
I. Nation
Trib Police
Alcohol Centre

Dept. of Social Services
P.O. Box 102
Davis Inlet, Labrador
AOP 1A0

August 4, 1995

Mr. Ed Hayden
Regional Manager (A)
Dept. of Social Services
Elizabeth Goudie Bldg.
215 Hamilton River Road
Happy Valley-Goose Bay
AOP 1E0

Re: Davis Inlet Safe House Project

Dear Mr. Hayden:

Attached you will find a copy of "Davis Inlet Safe House Project: Report to Mushuau Innu Renewal Committee from Safe House Committee", including proposed drawings for the safe house, as well as minutes concerning the safe house taken from the Mushuau Innu Renewal Committee's minutes of it's most recent meeting on July 25 and 26, 1995.

As you are aware, the Mushuau Innu Renewal Committee(MIRC) was formed in 1993 to plan and organize all aspects of the Innu community's move from Davis Inlet to Sango Bay. This has involved the commissioning of numerous environmental, economical, and social feasibility studies of the Sango Bay site, as well as the coordination of training programs in Davis Inlet to upgrade and develop the skills of community members in the areas of addiction counselling and carpentry. The MIRC incorporated the carpentry training into its emergency measures projects which have seen the building of several new houses in Davis Inlet plus the renovation of existing houses in order to bring them up to acceptable building standards. The MIRC is planning similar emergency measure projects this coming fall, as well as continuing the overall planning for the community's proposed move.

Part of the planning for this fall includes the building of a safe house for community youth in crisis. The MIRC committed \$300,000 for this purpose at the urgence of concerned community members and agencies including Innu Nation, Healing Services, the Alcohol Program, Tribal Police, Band Council, and Social Services. Representatives from these agencies and the community formed a safe house committee and, since the commitment of funds from the MIRC, have been developing an operating plan for the safe house.

As stated earlier, the MIRC held a meeting on July 25 and 26, 1995. At that meeting, Mr. Gregory Rich, Band Council member, and chair of the safe house committee, presented the attached report outlining the safe house committee's progress to date. The report

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was well received by the MIRC. It was noted that longterm funding for the operation of the safe house would have to be found. As well, Mr. Rich indicated that the safe house committee would now like to consult with agencies and government departments such as ADDC, Health Canada, Social Services, and the Labrador Regional Health Board in order to gain their assistance in the further development and successful planning of the safe house. To this end, it was agreed that an inter-agency meeting would be organized to bring all these parties together. Mr. Paul Wilkinson, consultant to the MIRC, will be contacting these agencies/departments in the near future to arrange a suitable time and place to meet.

You will note from the safe house committee's report that the proposed safe house involves initiatives relating to both child protection and youth corrections and, as a facility, would call for dual designation. Accordingly, it would seem appropriate that the department have representation from both of these programs present at the inter-agency meeting.

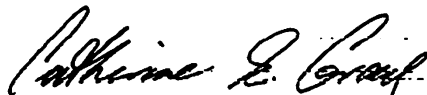
I am aware that the Director of Child Welfare, Ms. Elizabeth Crawford, and the Director of Youth Corrections, Ms. Sharron Callahan, are currently members of the Innu Justice Initiatives Task Force which is working towards the development of a more culturally sensitive justice system for the Innu people. The Davis Inlet safe house project is very much part of this process. Therefore, direct input from Ms. Crawford and Ms. Callahan at an inter-agency meeting concerning the safe house would be most valuable. It would also provide consistency throughout the development of Innu justice initiatives for both the community of Davis Inlet and the department.

Also important to an inter-agency meeting concerning the safe house would be the Regional Manager for Labrador and a representation of local office staff.

This information should bring you fully up-to-date regarding the safe house in Davis Inlet. As discussed with you by phone, it is my hope that you will be able to copy this information to Ms. Crawford and Ms. Callahan, as well as Assistant Deputy Minister, Mr. Noel Browne, for both their comments and anticipated involvement.

Mr. Paul Wilkinson will likely be in touch with you shortly to make arrangements for the meeting. I look forward to your comments.

Sincerely,



Catherine E. Gray, MSW, RSW
District Social Worker

DAVIS INLET SAFE HOUSE PROJECT

Report to
Mushuau Innu Renewal Committee
from
Safe House Committee

July 25, 1995

DAVIS INLET SAFE HOUSE PROJECT

Introduction:

The concept of a "Safe House" for the community of Davis Inlet is one that has been suggested and discussed on a general level for a number of years. Only recently, however, has this discussion been able to move towards more specific definition and description, according the term "Safe House" more clarity and shape.

In May, 1995, in response to the request of several concerned community agencies and members, the Mushuau Innu Renewal Committee (MIRC) committed \$300,000.00 for the renovation, construction, and preliminary operation of a safe house in Davis Inlet. The MIRC identified two vacant and adjacent houses in the community that could be put together to create one facility for this purpose.

A committee comprised of representatives from Innu Nation, Band Council, the Alcohol Program, Tribal Police, and Social Services was given the responsibility of defining and providing direction as to the purpose and operation of the safe house. This committee began meeting on a regular basis in June, 1995. What follows is an outline of the committee's progress to date.

Who is in Need?:

The work of defining how a safe house in Davis Inlet is to be used began by identifying who needs the safe house. To this end, youth and women in violent situations were identified as those in the community in need of alternate shelter. However, after some discussion, it was decided that the needs of women and youth need to be dealt with separately and that for the purposes of this safe house, the community's priority must be to focus on the needs of the youth.

What are the Needs of Youth?:

Helping professions in the community, such as the Alcohol Program, Tribal Police, and Social Services, have indicated a strong need to have a place to take youth in times of crisis.

There are a number of youth in Davis Inlet who are in need of community support and protection. Many are abusing solvents, alcohol, and occasionally drugs, and have no safe environment in which to make sense of their lives. Many have no place to go to get away from turmoil at home, nor do they have role models to teach them healthier ways of dealing with the stresses in their young lives. Similarly, many of the community's youth who find themselves involved in the correction system do so as a result of problems at home as well as their addiction to solvents and

alcohol. The root problems of Davis Inlet youth, whether they find themselves inside or outside the correction system, are essentially the same and can be addressed in a similar manner.

Although it can be argued that the current practice of sending youth out of the community to treatment centres and open custody group homes is sometimes necessary, it cannot be our community's only alternative. Treatment and custody outside Davis Inlet does not allow for direct family and community involvement in the rehabilitation/healing of the youth. Any longterm success with youth is dependent on such involvement, particularly when family and community are at the root of a youth's particular problems.

It is time for Davis Inlet to take responsibility for its youth and begin dealing with their problems within the community itself. The safe house project is an opportunity to do just this. Youth need rehabilitation and care. They need workers committed to facilitating that care for them and a community that recognizes that working with these youth requires patience, love, and care 24 hours/day.

Elements of Safe House:

The safe house must do more than just babysit youth. Accordingly, intervention and prevention programs must be established as an integral part of the safe house. The intent should be to develop programs which meet the needs of youth and their families such as:

- * shelter
- * detox when abusing solvents
- * one-to-one counselling
- * group and family therapy
- * traditional/non-traditional activities for youth & parents (ie. hunting, wooding, snowshoeing, volleyball, hiking &/or floor hockey)
- * education on solvent abuse & alcohol addiction
- * parenting skills

Also vital to the running of the safe house is a strong connection to, and involvement with, other community agencies - Tribal Police, Nursing Station, Alcohol Program, Social Services. Equally important is the need for parents to play a primary role in the activities of the safe house and every effort should be made to plan programming with this in mind.

In order to appropriately meet the needs of youth, the safe house's scope of intervention has to cover two areas. One area of intervention must be inside the safe house itself, providing detox services, counselling, group therapy, and case planning. The other area is out in the community with the families of youth, raising

3

awareness of youth needs and encouraging increased family responsibility and involvement in the lives of their children. To accomplish this, two different groups of staff will be necessary. These two groups will work closely together developing appropriate case plans for individual youth. For the purposes of discussion, staff working primarily inside the safe house are identified as "staff" and those working primarily outside the safe house are identified as the "intervention team".

Basic Philosophy of Safe House:

Planning for the safe house is based upon the following principles:

The desire to:

- * maintain the unity of the family
- * facilitate communication
- * focus on the family

How the Safe House will be Used:

The following scenario illustrates how the safe house is intended to be used:

- * Youth found sniffing/drunk in community on a Saturday night at 4:00am
- * Youth taken to safe house by tribal police/community service worker
- * Youth placed in special room for calming kids who are high on gas/alcohol - detox room; this room would need to be ventilated to diminish strong gas/alcohol fumes; it would also need to be in close proximity to water and toilet facilities
- * Youth remains in detox room under supervision by safe house staff until effects of gas/alcohol wear off
- * Youth then moved to a bedroom to sleep
- * On the following day, the safe house intervention team would visit the youth's family, explain the circumstances which brought them to the family, assess the family situation, and invite family members to come to the safe house to be involved in the defining of their child's needs and the development of a constructive case plan

*Approached
or
arrested?*

4

- * While intervention team visits family, staff talk with the youth, assess his or her situation and needs, inform him/her that intervention team is visiting family, invite youth to participate in case meeting with parents, staff, intervention team, appropriate community agencies, other concerned family members, and/or people of significance to the youth
- * Intervention team and staff meet to share information regarding their assessments of the family and youth situations
- * Intervention team and staff plan for case meeting based on information shared
- * Youth, parents, staff, intervention team, appropriate community agencies, other concerned family members, and/or people of significance to the youth meet to assess case and plan what is to be done
- * If parents refuse, and continue to refuse, involvement with the youth and safe house interventions for more than a week after the youth has been brought to the safe house, protection concerns would be raised and staff and intervention team would need to address alternatives for the youth's care - alternatives should still take into account the parents' responsibility to their child; i.e. what needs to be addressed so that parents can support the youth?

For youth who might find themselves residents in the safe house under a court order of open custody, a similar scenario applies in terms of programming, case planning, and family involvement, with the addition of adherence to the youth's conditions of custody as set by the court.

Safe House Design:

Plans for the physical layout of the safe house are currently being prepared by Mr. Don Mews under the direction of the safe house committee. Students from the Construction Supervisory course were also asked by the committee to contribute to the safe house design. Their suggestions are being incorporated by Mr. Mews into the final draft. To date, plans include 5 bedrooms, two bathrooms, a large kitchen, recreation, and common room area, two offices, two ventilated detox rooms, and a large case conference room for case planning. }

ing house

*need
Schedule etc*

Organizational Structure:

Organization of the safe house will consist of a voluntary Board of Directors and approximately ten paid staff. The Board of Directors will develop the mandate and overall guiding principles of the safe house. It will also set policy and procedure as well as decide on staffing and budget allocation. It will consist of an elder, a community member, (a financial advisor?) and one representative from each of the following community agencies - Innu Nation, Innu Health Commission, Healing Services, the Alcohol Program, Band Council, Nukun Mani Shan School, and Social Services. Paid staff will be responsible for implementing Board policy and conducting the day-to-day running of the safe house in keeping with the facility's overall mandate and guiding principles. *

Staffing & Estimated Budget:

For the operation of the safe house as outlined by the safe house committee, the following has been suggested as an appropriate arrangement of staff:

- * 1 Coordinator
- * 1 Senior counsellor
- * 6 Staff counsellors (2 per 8hr shift; 3 shifts per day)
- * 1 Intervention/Outreach worker
- * 1 Book keeper (question as to whether this role could be covered by existing Band Council financial administrators or if a separate individual would need to be hired)

*Temp &
Annual etc
positions are
usually for 40 hrs.*

A breakdown of specific salary levels is still to be done. However, preliminary comparisons with the budget requirements of three group homes within the Labrador region indicates that yearly operational costs, including salary, programming, and maintenance, would fall in the region of \$500,000.00.

What Training is Required?:

The following areas of training have been identified:

- * Solvent/alcohol addiction and the detox process
 - * Behaviour management
 - * Non-violent crisis intervention
 - * Individual, group, & family counselling
 - * First aid
 - * Program development/planning
 - * Board of Directors - role/function
 - * Scheduling related to programming & staff
 - * Case assessment skills
 - * Case record keeping
 - * Case management
 - * Communication & writing skills
-

Who Needs to be Involved over Longterm?:

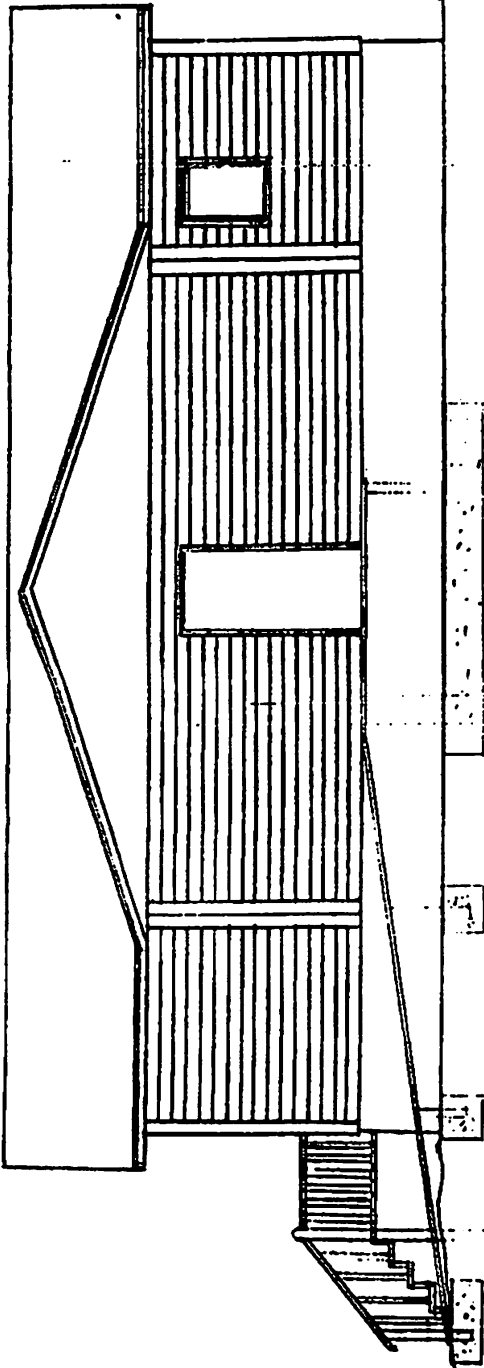
The safe house as outlined by the safe house committee involves child protection, open-custody, mental health, and the treatment of solvent/alcohol addiction. There are a number of government departments and organizations at both the provincial and federal level which have mandates in these four areas. The Department of Social Services, through the Division of Child Welfare and the Division of Youth Corrections, has a responsibility for the protection of children and the fulfillment of court ordered open custody. Health Canada, the provincial Department of Health, and the Alcohol and Drug Dependency Commission (ADDC) are mandated around the provision of mental health services and the treatment of addiction. It is therefore clear that each of these has a role to play in the development and planning of the safe house in Davis Inlet. Consequently, the safe house committee would now like to receive input and involvement from these departments/organizations in terms of program development, operational resources, licensing, and funding.

08/08/95 11:24

2 709 478 8922

DOSS DAVIS INLET

P.12



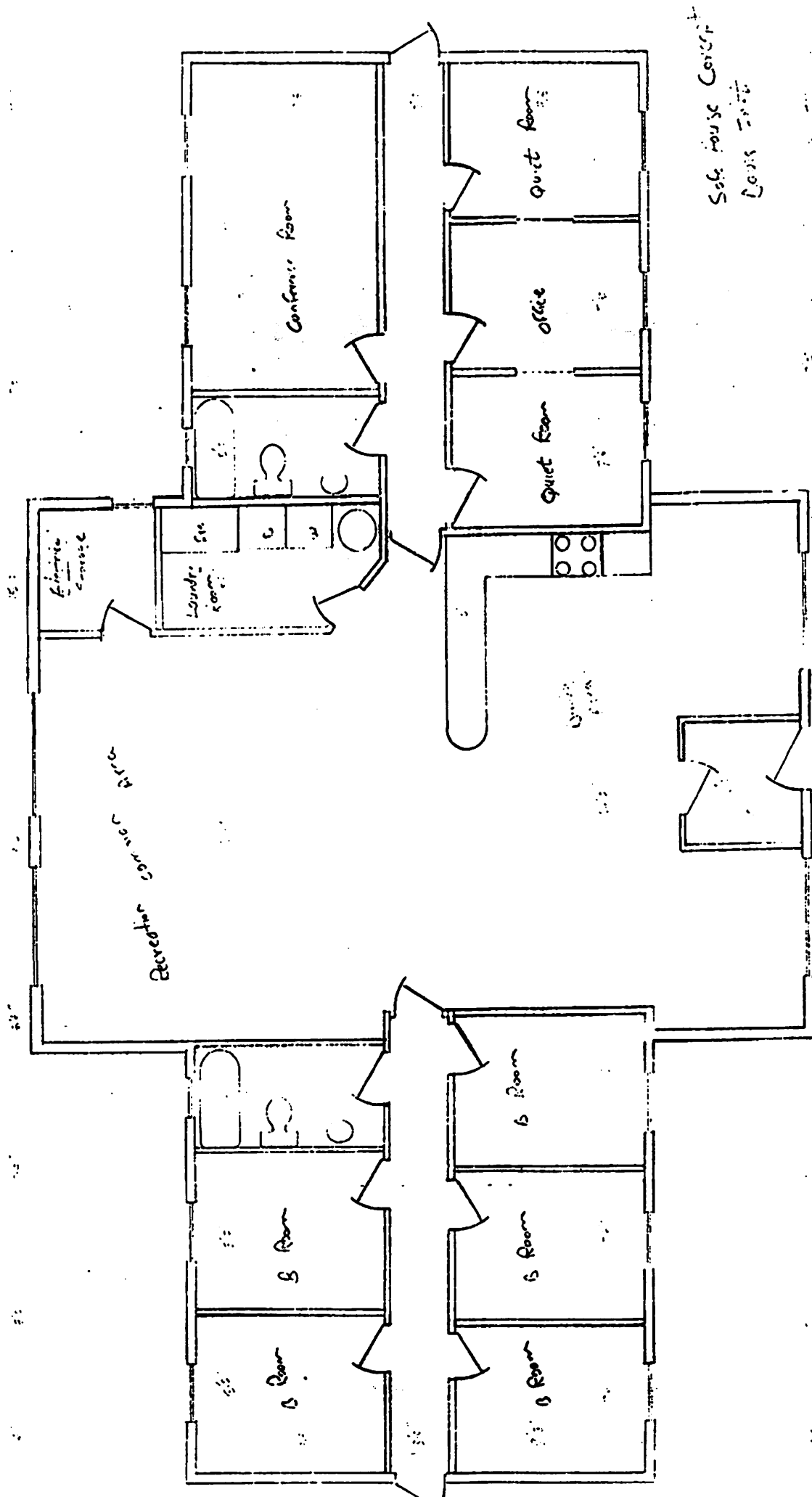
See House Concept
Davis Inlet
East Side Elevation

08/08/95 11:27

2 709 478 8922

DOSS DAVIS INLET

P.13



See house concept
Davis 2/1/96

See 2/1/96

Lilley,

95-12-28

Wanda Browne called re: the fax to Mr Ray Hawco - dated December 21st. Apparently the background material on the safe house which was referenced on pg 2 was not copied. I looked through this file but could not find the material except a letter written by Wayne Penney on Aug 16 1995 which asks really about the 'model' the committee ~~planned~~ planned to pursue. Do you have any other info? I told Wanda you would be in tomorrow & the info could be forwarded then. You obviously have more knowledge of this than I do. Shx.
Marilyn

Crawford, Libby SS99

From: Crawford, Libby SS99
To: Callahan, Sharron SS99
Subject: RE: Innu Alternative Justice Task Force
Date: Thursday, 1995 November, 16 12:55PM

This is fine with me. I am not really comfortable going without some response to the alternatives sent to Justice so we can at least make the proposal to the Innu. I think we will be up to our eyes between now and Christmas and I would rather be in town if possible. Libby

From: Callahan, Sharron SS99
To: Crawford, Libby SS99
Subject: Innu Alternative Justice Task Force
Date: Thursday, 1995 November, 16 12:33PM

I talked with Marvin yesterday re: whether the meeting will be going ahead in Labrador the beginning of December. He said he had been talking with Paul Sonnichsen and the feds would not be available the first week due to a F/P/T Deputies meeting in Regina, to which Lynn Spracklin and Bruce Peckford are expected to attend. I told him you and I would not be available the next week due to Strategic Planning and that given all of this, it would be better to look at early January. He also felt that was best, considering we are all probably going to be up to our armpits with the Budget measures by that time. I hope this is ok with you.

Crawford, Libby SS99

From: Crawford, Libby SS99
To: Browne, Noel SS99; HAYDEN, ED
Cc: Callahan, Sharron SS99
Subject: RE: Safe house
Date: Thursday, 1995 September, 21 10:31AM

I really am confused about Pam Ryder Lahey's role in all this. The mix of children and its use as a detox center are only part of the concerns. Sharron is trying to arrange a Telephone conference for Monday. We should discuss this at that time. Libby

From: Browne, Noel SS99
To: HAYDEN, ED
Cc: Crawford, Libby; Callahan, Sharron SS99
Subject: RE: Safe house
Date: Wednesday, September 20, 1995 8:47AM

the volume and mix of children and services become the issue here.

From: HAYDEN, ED
To: Browne, Noel; Purcell, Bryan
Subject: Safe house
Date: Tuesday, September 19, 1995 6:06PM

To: Noel Browne
From: Ed Hayden

A fax from Paul Wilkinson's office to Chief Rich and others, and copied to me, today advised that :
"Pamela Ryder-Lahey, Director of Court Services, provincial Department of Justice, on August 28, 1995, mentioned that she was interested in the Safe house being designated as a Facility of Open Custody as per the Young Offenders Act. With such a designation, the court system in Davis could remand youths that have committed offences to this facility, as opposed to the current procedure of sending them out of the community."

I am faxing you the letter today. We will be asked to respond to this in the meeting of September 26 in Davis. Ed cc. Scallahan, bpurcell

When do they go from here.

- ① set up their board ^{identifies}
- ② develop mandate ^{desired}
- ③ develop policy, process, procedures ^{outcomes}
- ④ develop budget
- ⑤ integrate services from other groups & how to do this into a program
- ⑥ assessment of ^{ten} problems and appropriate response -

Police & arrest and detain
& more useful than custody facility

When do you get authority to hold.

- ① What do they want?
- ② What mix of clients
- ③ Partnerships role with govt or hand over?
- ④ Assuming they are going to pursue Partnerships role what needs to be done
- ⑤ P

Policing - agreement -

- Police much larger presence & role

~ Serious

Initial response -

Official res

OCT-27-95 FRI 10:01

PAUL F WILKINSON & ASSOC

FAX NO. 5144820036

P. 01



PAUL · F · WILKINSON · &
A S S O C I É S · I N C / A S S O C I A T E S · I N C

BY TELECOPIER

email: pfwilkin@nash.pubnix.qc.ca

5800, avenue Monkland
Deuxième étage
Montréal (Québec)
H4A 1G1

Tél.: (514) 482-6867
Fax: (514) 482-0036

TO: Mr Clarence MacLennan, Federal Member, MIRC
Mr Mike Samson, Acting Provincial Member, MIRC
Mr Bill Lumsdon, DIAND, Amherst
Mr Joe McKinnon, DIAND, Amherst
Ms Leslie Anderson, DIAND, Hull
Ms Patsy Foster, Labrador Regional Health Services Board
Ms Delia Connell, Alcohol and Drug Dependency Commission
Ms Krista Locke, Health Canada
Mr Ed Hayden, Department of Social Services
✓ Ms Elizabeth Crawford, Department of Social Services
Mr Bryan Purcell, Department of Social Services
Mr Luke Rich, Innu Health Commission
Ms Danielle Descent, Innu Health Commission
Ms Theresa Baikie, Human Resources Canada
Mr Melvin Jesseau, R. C. School Board
Mr Pat Furlong, R. C. School Board
Ms Diane Gear, R. C. School Board
Ms Cynthia Fleet, R. C. School Board
Mr Bob Simms, Labrador Community College
Mr Peter Garrow, Consultant
Mr Fred Hollet, Office of the Fire Commissioner

RE: Next MIRC Meeting

DATE: 27 October, 1995

Please be advised that the next MIRC meeting, originally scheduled for 7-8 November, 1995, has been postponed. We shall advise you, in due course, of the revised dates for the meeting.

yours truly,

UAPINUTAU INNUTS/MUSHUAU INNU RENEWAL COMMITTEE

Andy Kozina

Advisor: Relocation Information Center

c.c.

(BY TELECOPIER)

Chief Katie Rich

(c.c.) Mr Sebastian Piwas

Mr Gregory Rich

Mr David Nui

Mr George Gregoire (Innu Nation Office)

Mr Cajetan Rich, President, MIRC

Mr Joseph Mark Rich, Associate Project Manager, MIRC

@ DAVIS CORR AK6 B:01CM2710.95

SEP-14-95 THU 13:32

PAUL F WILKINSON & ASSOC

FAX NO. 5144820036

P. 01



PAUL · F · WILKINSON · &

A S S O C I É S · I N C / A S S O C I A T E S · I N C

BY TELECOPIER

email: pfwilkin@nash.pu.bix.qc.ca

5900, avenue Monkland
Deuxième étage
Montréal (Québec)
H4A 1G1

Tél.: (514) 482-6887
Fax: (514) 482-0036

TO: Mr Clarence MacLennan, Federal Member, MIRC
~~Mr Bill Lumsdon, DIAND, Amherst~~
~~Ms Leslie Anderson, DIAND, Hull~~
~~Mr Keith Sanford, Labrador Regional Health Services Board~~
~~Ms Patsy Foster, Labrador Regional Health Services Board~~
~~Ms Delia Connell, Alcohol and Drug Dependency Commission~~
~~Ms Krista Locke, Health Canada~~
~~Ms Pamela Ryder-Lahey, Provincial Department of Justice~~
~~Mr Marvin McNutt, Provincial Department of Justice~~
~~Mr Ed Hayden, Department of Social Services~~
~~Ms Elizabeth Crawford, Department of Social Services~~
~~Ms Sharron Callahan, Department of Social Services~~
~~Ms Christine Hoffer, Innu Health Commission~~
~~Ms Theresa Baikie, Human Resources Canada~~
~~Mr Melvin Jesseau, Vice-Chairperson, Roman Catholic School Board~~
~~Mr Pat Furlong, Superintendent, Roman Catholic School Board~~
~~Ms Diane Gear, Business Manager, Roman Catholic School Board~~
~~Mr Peter Garrow, Consultant~~

RE: Charter for Safe House/MIRC meeting

DATE: 14 September, 1995

A charter has been arranged with Lab Air for the upcoming Safe House and MIRC meetings scheduled for 26-28 September, 1995 in Davis Inlet. The charter will leave Goose Bay on 26 September, 1995, at 10:00 a.m., and will leave Davis Inlet on 28 September, 1995, at 2:30 p.m. If attending the meeting(s), would you please confirm to our office whether you plan to travel by our charter between Goose Bay and Davis Inlet?

yours truly,

UAPINUTAU INNUTS/MUSHUUAU INNU RENEWAL COMMITTEE

Andy Kozina

Advisor: Relocation Information Center

c.c. ~~Chief Katie Rich~~

(c.c.) ~~Mr Sebastian Piwas~~

~~Mr Gregory Rich~~

~~Mr David Nui~~

Mr George Gregoire (Innu Nation Office)

~~Mr Cajetan Rich, President, MIRC~~

~~Mr Joseph Mark Rich, Associate Project Manager, MIRC~~

@ DAVIS CORR AKS B:01CM1509.95

Elis Rich

Jim (Translator)

Bob Simmons
Labrador College



GOVERNMENT OF NEWFOUNDLAND AND LABRADOR
DEPARTMENT OF SOCIAL SERVICES

Labrador Regional Office
215 Hamilton River Road
c/o Elizabeth Goudie Building
Happy Valley/Goose Bay, LB
A0P 1E0

1993-08-16

Paul F. Wilkinson & Associates
5800, avenue Monkland
Deuxieme etage
Montreal (Quebec)
H4A 1G1

Dear Mr. Wilkinson:

RE: **SAFE HOUSE FOR CHILDREN
DAVIS INLET**

Thank you for your recent fax together with the proposed design models for the emergency housing to be constructed in Davis Inlet shortly.

As I outlined during our most recent meeting on August 10, 1993, the Department recognizes the need to develop and support some type of facility/service to respond to the immediate shelter needs of children specially late in the evening/night. However, I have emphasized the need for the community to identify the direction of this development. Two options have been raised to date; a separate facility staffed 24 hours a day or identifying one or two families in Davis Inlet willing and able to offer this type of emergency shelter and supporting these families financially and with appropriate supports, i.e. respite programming. Obviously the second option would also include an expansion to this family/families homes.

My understanding is that this is being pursued and a proposal will be forwarded to the Department for funding. My staff and I

*Safe House
not an
option to
have
one or
two families
licensed.*

.../2

- 2 -

are certainly available to discuss this in further detail and assist in any way in developing this service.

Yours truly,



WAYNE PENNEY
Regional Director

WP/de

cc: Chief Katie Rich
cc: Mr. Prote Poker
cc: Mr. John Graham

MINUTES of a Meeting of the Mushuau Innu Renewal Committee held in Davis Inlet on 10 August, 1993 at 11:15 O'clock in the Forenoon.

THERE WERE PRESENT

K. Rich	A. Rich
D. Rich	L. Rich
P. Poker	L. Andrew
W. Jennings	C. Adey
T. Poker	B. Knockwood
G. Steele	J. Graham
D. Charbonneau	B. Pelley
S. Kendall	M. Hodgson
D. Poker	P. F. Wilkinson
M. Bromley	

Mr. P. Poker took the Chair, and Dr. P. F. Wilkinson acted as Secretary to the Meeting.

INTRODUCTIONS

The visitors introduced themselves and explained their affiliations.

APPROVAL OF AGENDA

The Agenda was approved in the form appended hereto to form part hereof.

SOCIAL COORDINATORS

Mr. P. Poker informed the Meeting that he and Ms. Lyla Andrew would be acting as Social Coordinators. Ms. L. Andrew undertook to submit a draft budget and work plan in the near future.

SAFE HOUSES

Mr. W. Penny said that the Department of Social Services was willing to fund the capital and operating costs for one or more safe houses, but that it required a detailed proposal from the Committee.

The Committee was disposed to favour adding extensions to existing houses to serve as safe houses rather than building new homes. Ms. Maggie Hodgson suggested that the Committee consider the long-term implications of this choice.

Ms. L. Andrew suggested that the group home at Sheshatshui had not been very successful.

Dr. P. F. Wilkinson reminded the Committee that its proposal to the Department of Social

Uapinutau Innuts / MIRC
Tshekuaia tshe animuatats/ Draft agenda
Uskau Pishum / September
Nishunu ashu ashutash / 26th
Nishunu ashu Nishautash / 27th
Nishunu ashu Nianeu / 28th

Uskau pishum Nishunu ashu ashutash

- 1/ **Mitshuapinu auasits tshetats**
Safe house - renovation, operation, financing
 - 1.1/ **Espinats**
Background to project: Safe House Committee
 - 1.2/ **Tante etaiants / tshekuaia etuskatakantshi**
Present status of project:
 - 1.2.a/ **Tsheushitakan mitshuap:**
Renovation: Joseph Mark/Don Mew
 - 1.2.b/ **Tshenishipinitakan:**
Operation: Safe House Committee
 - 1.2.c/ **Shuneau**
Funding: Safe House Committee
 - 1.3/ **Tshekuaia tshetutakantshi:**
Future plans and objective: Safe House Committee

Handwritten notes in blue ink:

30
350.000
30.000
- 35.000

1.4/ **Esishuets katakats auentshi:**
Response of outside agencies:

Mitshimitshimau / Department of Social Services ✓

Tshe utshimau umishinanikantshuap
Health Canada

Tukutshuapa: Auentshi nakutuapatats
eshipipinitakantshi mak tshetshi minukuakanitshi
kaiakusintshi.
Labrador Regional Health Services Board

Mishinanikantshuap enauitshakanits auentshi
uauitshinukushits.
Alcohol and Drug Dependency Commission

Tshekamakunueshits ushipipiakanits /
kamakunueshits.
Department of Justice (Ottawa)

→ **Mishinanikantshuap ueshipintshi ustikuanisha**
Human Resources Development Canada

Innu Neishin / Innu Nation Health Commission

Not Present
Tshekamakunueshits ushipipiakanits /
kamakunueshits (ute Nipunent)
Department of Justice, (Nfld)

1.5/ **Mishiue tshekuan tshatapatakan/eshinakuash.**
Overview

1.6/ **Minuats tshekuan tshika nisishuanu auentshi**
uanisishuets.
Follow-up

2/ **Tshenuts** Elders

- 3/ **Kauishemakan tshetshi mitshikats uta kanimuanua Utshimau
pepinitats Kaskutimatsheutshiuapish: (Nukum Mani-Shan)**
Education: Follow up to letter of 31st, August 1995, to Ms Dorice
Marcil: Response of the Roman Catholic School Board.
- 4/ **Kauishemakan tshetshi mitshikats uta kanimuanua Tshe
Utshimau ukakuseshima enu tshetshi animuata
kanishiminuitshakanua Innua nakushintshi.**
Health: Follow-up to letter of 31 August, 1995, to Mr. Al
Garman.



GOVERNMENT OF
NEWFOUNDLAND AND LABRADOR

Department of Social Services

MEMORANDUM

TO: Mr. Ed Hayden
Ms. Kate Grey
Ms. Elizabeth Crawford

FROM: Bryan Purcell

DATE: September 25, 1995

SUBJECT: Preliminary Draft:
"Aboriginal Young Offenders and the Youth Justice System in Canada"

For your information and in preparation for the discussions concerning services in Davis Inlet, I am attaching a copy of a DRAFT entitled *"Aboriginal Young Offenders and the Youth Justice System in Canada"* prepared by Rita Dagenais, of Justice Canada. This document may provide you with some useful information on services to aboriginal children, youth and families.

As the document is, at this stage, an internal draft report prepared as part of the work of the Federal/Provincial/Territorial Task Force on the Young Offenders Act and the Youth Justice System, I would ask you to treat it as highly confidential and not share it with anyone else.

A handwritten signature in cursive script, appearing to read "Bryan", written in black ink.

BRYAN PURCELL, MSW ; RSW
Administrator
Community Corrections Programs
DIVISION OF YOUTH CORRECTIONS

BP/jmh
Attch.

cc Ms. Sharron Callahan

CONFIDENTIAL

ABORIGINAL YOUNG OFFENDERS
AND THE
YOUTH JUSTICE SYSTEM IN CANADA

PRELIMINARY DRAFT

JUNE 20, 1995

RITA DAGENAIS
DEPARTMENT OF JUSTICE
OTTAWA

INTRODUCTION

For the past two decades, virtually everything written and discussed in the area of aboriginal people and the criminal justice system has used as its starting point the over-representation of aboriginal people in the system. Most research literature concludes that aboriginal peoples are differentially impacted by the operation of the justice system as it now exists, that the effects are adverse, and that systematic discrimination is prevalent.

Over-representation has been used to describe the percentage of aboriginal people in federal, provincial and territorial correctional institutions as compared to the percentage in the general population. Over-representation figures emerge from information collected routinely on admissions to correctional institutions and based largely on self-identification. Because information is collected routinely only at the corrections admission level, it is the one consistent source of data.

For example, aboriginal people comprise approximately 1.5-2% of the Canadian population but make up approximately 8-10% of the federal correctional institutional population and considerably more in provincial and territorial institutions, particularly in northwest Ontario and the western provinces, although the exact percentages are unclear. Research data suggests that for certain aboriginal groups, such as women and juveniles, the rates may be even more extreme.

Carol Laprairie has identified three competing but not mutually exclusive explanations for the disproportionate representation of aboriginal people in correctional institutions. These are:

- a) differential treatment by the criminal justice system (i.e. something different is happening to aboriginal people in their contacts with the various components of the criminal justice system: police, charging, prosecution, sentencing and parole);
- b) differential commission of crime (i.e., aboriginal people are committing more crime due to attributes which place them at risk for criminal behaviour, such as socio-economic marginality, substance abuse, etc.);
- c) differential offence patterns (i.e., aboriginal people commit more crimes that are more detectable (more serious and more visible) than those committed by non-aboriginals.

- 2 -

This discussion paper attempts to explore these particular issues in relation to aboriginal young offenders. The logical starting point for this exploration is the analysis of research knowledge regarding aboriginal young people and the criminal justice system. Considerable anecdotal data exist regarding the treatment of aboriginal people by the justice system but very little empirical data has been collected in a systematic way, particularly in regard to young people.

Prior to 1981, there was almost no empirical research dealing with aboriginal delinquency in Canada. It has not been a priority item of either government or aboriginal associations. The lack of data is also due to the methodological difficulties in undertaking research on the topic.

The definition of who is aboriginal is clearly problematic. The term "aboriginal" or "native" is a generic term which refers to status Indians, non-status, Metis and Inuit. Status or registered Indians are easily identifiable and "quantifiable" because of official information maintained on this group. The non-status and Metis groups are enumerated largely by "self-identification" or "self-definition" which means that the estimates of this population size vary with people's willingness to identify themselves as being of aboriginal ancestry.

The Inuit appear to be excluded from most research data referred to in this paper. It is probably preferable to deal with this group separately since they are a very distinct group of aboriginal people whose culture and history are very different from the Indian or the Metis. The Inuit culture has been undergoing dramatic changes in the last 40 years. The culture shock resulting from living thorough profound changes in a short time period is reflected in the alarming rates of suicide and violent crimes in many Inuit communities across the country.

As problematic as is the category of "aboriginal", the comparison group, in this case, "non-aboriginal" people, is also rather arbitrary. Some researchers compare native or Canadian Indian crime rates to "total" rates and sometimes to "white" or "Caucasian" figures. There is clearly no single correct comparison group just as there is no single "correct" definition of who is an aboriginal person.

Often it is left to the police forces or government officials to identify who is of aboriginal descent. In its 1987 "Young Offenders Incarceration Issues Paper", the Ontario Native Council on Justice referred to a research project carried out by the Ontario Federation of Indian Friendship Centres on the issue of the identification of aboriginal young offenders. It was found that in many instances young offenders known by the Centre's workers to be aboriginal had not been identified and reported as aboriginal.

- 3 -

the Ministry.

The Canadian Centre for Justice Statistics bases its research data largely on police statistics; we do not know the outcomes from court processing. This is one of the major problems with information on aboriginal involvement in the youth justice system. While police may collect information on the "ethnicity" of persons with whom they come in contact, the courts do not do so. Thus, we have some limited information on the "front end" of the system - the number of Aboriginals suspected of crimes by police as well as on the "back end" - the number of Aboriginal young persons admitted to custody. However, we lack information on the court process experienced by aboriginal young persons.

As a result, there is a lack of systematic, comprehensive information on the nature and extent of crime among aboriginal youth over different time periods. The available data are sketchy and offer only a preliminary basis for assessing the scope and magnitude of comparative delinquency involvement. However, over the past 4 or 5 years, there has been an increasing body of research on aboriginal young offenders from various locales across the country. The various aboriginal justice inquiries in Alberta, Saskatchewan and Manitoba have provided some useful data.

Socio-Economic Context of Aboriginal Delinquency

The social, economic and political context in which aboriginal delinquency occurs is directly related to the situation of aboriginal people within the dominant non-aboriginal Canadian society. The dual processes of colonization and under-development have created a status of social, political and economic marginality for the majority of aboriginal people. This status is exhibited by high rates of unemployment, suicide, alcohol abuse and illness. The generally disorganized state of many communities is seen in family violence, sexual abuse and the breakdown of traditional gender and leadership roles and social relations.

Whether on reserves or living in rural or urban areas, life for most aboriginal youth is bleak. Many face a host of difficulties in everyday life that are not normally encountered by the majority of non-aboriginal youth. The decline in aboriginal culture and community cohesion has meant that for this group, life is often confusing, with little hope or expectation for change. Incidents of violence, alcohol abuse and suicide are common in many contemporary communities, as is the general lethargy that accompanies widespread and prolonged unemployment, and the lack of recreation and other activities. Research on aboriginal delinquency has pointed to culture conflict, boredom, loss of parental discipline and feelings of hopelessness on the part of aboriginal youth as the primary causes of delinquency.

- 4 -

Clearly, one must be careful about making broad generalization of this nature, particularly in light of the cultural regeneration that has occurred over the past two decades and the fact that in some communities, tradition and culture have prevailed. Furthermore, aboriginal people are not a homogenous group; they differ along a number of socio-economic dimensions. However, the effects of years of colonization and underdevelopment are not easily or quickly dispelled. For many aboriginal communities, the effects have been, and continue to be, devastating.

The effects of the loss of traditional activities and the general exclusion of aboriginal people from mainstream economy and society is compounded by the geographic isolation of many aboriginal communities. Communities are often either too isolated to become economically self-sufficient in the modern sense or are ghettos within urban cores. Research literature suggests that the very nature of economically deprived and marginal community life suggests the potential to adopt deviant or delinquent values.

The general situation in which Canadian aboriginal youth find themselves may best be summarized in the following description provided by McCaskill back in 1970 (p.26):

It would appear that a profile of the typical native young offender would include: a community of origin which is economically impoverished, an unstable family background, a high degree of contact with social service agencies (particularly white foster homes), limited knowledge and participation in Indian affairs, a low degree of Indian culture and a great sense of alienation from mainstream society.

There is little reason to believe that this situation is very different today.

In 1994, Carol Laprairie undertook a comprehensive study of aboriginal people living in the inner core of 4 Canadian cities: Regina, Edmonton, Toronto and Montreal. Entitled "Seen but Not Heard: Native People in the Inner City", the study focuses on the group most vulnerable to the commission of crime, victimization and criminal justice processing - the marginalized and impoverished of the inner cities.

From the total sample of 621 respondents (aged 16 and over), four variables were found to be significantly related to the number of juvenile charges. The most significant is being male, followed by child abuse, violence in the home community and child sexual abuse. Two variables are significant for males: child abuse and

- 5 -

family violence. This suggests that male respondents who had more juvenile charges were more likely to be victims of moderate or severe child abuse or child sexual abuse, or severe family violence. None of the variables were significant for females, probably because the numbers were small.

The respondents with the most "total charges" (including all Criminal Code offences, public drinking and juvenile charges) at the time of the interview were most likely to be males, raised in unstable families (especially in foster families), who moved around and whose parents (particularly mothers) had a drinking problem. Further they were more likely to be victims of severe family violence, moderate or severe child abuse, began drinking at less than 10 years of age, were first charged with an offence at 16 or less, and were first in detention at 20 years of age or less.

What clearly emerges from the inner city data is that childhood factors are indicative of family disruption and appear to be strongly related to involvement in the juvenile justice system in early life, and problems with alcohol in later life. One important finding was that the age at which a young person is first involved with the criminal justice system predicts duration and intensity of involvement in the adult system.

Aboriginal Youth and Crime

Age differences

Aboriginal youth appear to experience conflict with the law at marginally younger ages than do non-aboriginal youth. According to the CCJS Homicide Survey covering the period 1985-1993, 65% of aboriginals suspected of homicide were 12 to 16 years of age, compared to 59% of non-aboriginals.

Research conducted by the Manitoba Metis Federation in 1991 indicated that the average age of first conviction for Metis children is 14.2 years, compared to 15 years for non-natives. Manitoba Metis youth are admitted to probation at a (mean) rate of 15.6 years, compared to 16.1 for non-aboriginal. This may reflect the loss of traditional activities in the social life of the community and meaningful work and recreational opportunities.

Characteristics of Aboriginal Youth Crime

Two studies produced by the Canadian Centre for Justice Statistics, one published in 1991, and the second in 1993, provide

- 6 -

limited information on the nature and incidence of aboriginal and non-aboriginal crime in western Canada. The 1991 CCJS study in Saskatchewan revealed that the nature of crime on reserve differs markedly from that which characterizes other rural communities and urban centres. Most striking is the higher proportion of violent offences reported on reserve. Violent offences account for about one-quarter of all Criminal Code offences on reserve, compared to less than 10% in other rural and urban areas. Offence rates per 100 population are considerably high on reserve (5.1) than in other rural areas (0.6) and urban areas (1.0).

For aboriginal young offenders, the type of offences committed is consistent with that of non-aboriginal youth; that is, the offenses are predominately property offences, usually theft, break and enters and public mischief. However, the aboriginal rates for these offences are higher than those for non-aboriginal youth. For example, the CCJS study in Saskatchewan revealed that the youth rate on-reserve was nearly twice as high as the non-aboriginal youth rate off-reserve, and the youth rate on reserve was three times higher for property offences than was the adult rate on reserve.

This situation appears to be similar for aboriginal offences off-reserve. The 1991 CCJS report disclosed that the off-reserve aboriginal crime rate was greater than that for non-aboriginals, a finding which is particularly important considering the transiency on and off-reserve and the increasing number of aboriginal people migrating to urban areas in search of greater opportunities.

The revised Uniform Crime Reporting survey is based on data provided by participating police forces who are asked to specify the race of persons suspected of crimes. The categories are non-aboriginal, aboriginal and unknown. Unfortunately, in some jurisdictions, a very large proportion of suspects are coded as having "unknown" race and the data obtained the survey are of little assistance. However, the Quebec and Vancouver data appear sufficiently reliable in terms of identifying the race of suspects.

Quebec is the jurisdiction with the highest participation in the revised UCR survey. The survey indicates that crimes allegedly committed by aboriginals are quite different from those involving non-aboriginals. Proportionately fewer aboriginal youth were suspected of serious offences against the person: 3% compared to almost 6% of non-aboriginals. Aboriginal young persons were much more likely to be apprehended for break and enter (40% versus 22%) and administration of justice offences such as bail violations, failure to attend court and failure to comply with a community disposition (11% versus 4%). Conversely, non-aboriginal youth were more likely to be apprehended for minor property crimes such as theft under \$1,000 and mischief (42% compared to 25% of aboriginals).

- 7 -

Vancouver city police reports covering the years 1992 and 1993 revealed that the most noticeable difference by race is in the less serious property category. More non-aboriginals were apprehended for theft under \$1,000 and other minor property crimes than were aboriginals. The latter were somewhat more likely to be suspects in administration of justice offences, and marginally more likely to be apprehended for other indictable offences such as break and enter and theft over \$1,000.

Findings from the Quebec James Bay research conducted by Carol Laprairie in 1991 were similar. In that region, break and enters and mischiefs comprised the majority of offences involving youth in virtually all the Cree communities. The research also indicated a general disproportionate rate of crime, particularly crimes against the person and the "other" category of offences including mischief and disturbances as compared to communities of a similar size in Quebec.

There were similar findings in research carried out by Mary Hyde who analyzed police occurrence reports for a five year period (1978-1983) on 25 Indian reserves in Quebec policed by a semi-autonomous police force. Hyde concluded that aboriginal criminality was characterized by higher than Canadian average rates of violent and other Criminal Code offences, and a lower than average rate of property crime. The majority of violent offences consisted of assaults and family violence and rarely involved weapons for inflicting injuries. Public disorder offences, interpersonal disputes, and liquor and drug offences were the main types of offences in the "other" Criminal Code category.

In 1992, Makivik Corporation and the Inuit Justice Task Force undertook a research project concerning crime, sentencing and recidivism in Nunavik. The report draws a profile of criminality in Nunavik for the years 1989, 1990 and 1991 based principally on regional court data. Statistics were also obtained from the Quebec Department of Public Security and the Sureté du Québec.

In 1991, the total population of Nunavik was almost 7700 individuals, 88% of whom reported their ethnic origin as Inuit. Nearly half of the population of Nunavik (46%) is under twenty years of age.

The average crime rate in Nunavik was found to be 46% higher than the Canadian average and 84% higher than the average rate for Quebec. Youth crime in Nunavik surpassed the Quebec average by 46%. Among young offenders, property offences were the most dominant. Property offences accounted for 69% of crime by adolescents, a figure which reflects the national average for the years 1989-1991.

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What is startling is the rate of violent crime in Nunavik. In the report, the term "violent crime" is simply defined as "crimes against people". The report claims that the violent crime rate was 400% higher in Nunavik than in Canada as a whole, and 588% higher than in Quebec. The rate of violent crimes committed by young offenders was 133% higher in Nunavik than in Quebec but 59% lower than the rate for the Northwest Territories and 48% lower than the rate for the Yukon.

The vast majority of crimes of all types were committed by young adults between the ages of 18 and 29 years of age. For the period 1989 to 1991, individuals between the ages of 18 and 24 were responsible for 73% of property offences and 45% of violent crimes.

It was found that in 85% of violent crimes, the apparent motive was emotional and involved personal or family conflicts. This is not surprising since, in most communities, everyone knows each other. Arguments which escalated were the cause of three out of five crimes resulting in death. According to information compiled from Surete du Quebec files, sexual desire, jealousy and arguments were the main reasons cited in cases involving violence against women. In cases involving violence against men, the motives most often given were anger and settling of accounts.

The disproportionate rate of aboriginal youth crime may be related, in part, to the disproportionate number of youth and young adults in aboriginal communities. While aboriginal people comprise approximately 2% of the total Canadian population, aboriginal youth represent 5.8% of the total number of young persons across the country. As mentioned previously, nearly half of the population in Nunavik is under twenty years of age.

Age distributions for aboriginal and non-aboriginal groups are quite different. In 1986, 58% of the aboriginal population was under 25 as compared to 38% of the non-aboriginal population. With respect to the group most likely to be involved in the criminal justice system, that is, those between 15-24, 21% of the aboriginal population fell into that age range as compared to 16% in the non-aboriginal population.

The disproportionate rate of crime committed on reserve may be partly attributed to the nature of policing in these communities. The research conducted by Carol Laprairie and Mary Hyde in Quebec suggests that many aboriginal communities are over-policed. In many reserve communities as well as in northern and Inuit communities, there is often a dependency on police for services which are not otherwise available. Compared to the conventional law enforcement practices of the RCMP or provincial police forces, police in aboriginal communities are called upon more often to fulfil a variety of social service and crisis-intervention roles. This leads to a greater number of police occurrence reports, upon which

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most crime data is based. Combined with relatively high police to population ratios, this increases the likelihood of police interventions and criminalizes behaviours that would not necessarily be considered criminal if other agencies were involved.

Homicides

Data from the Homicide Survey maintained by CCJS clearly indicate that aboriginal young persons are suspected of homicide in much larger proportions than their representation in the total Canadian population.

As indicated earlier, aboriginal homicide suspects tend to be marginally younger than non-aboriginal suspects. For the time period 1985-1993, 65% of aboriginal suspects were 12 to 16 years of age, compared to 59% of non-aboriginals.

From 1985 to 1993, there were a total of 419 homicide suspects of youth court age: 8% were of unknown ethnicity, 27% were aboriginal and 65% were non-aboriginal.

This rate has not changed significantly from the earlier findings of the Homicide Surveys. Aboriginal young persons accounted for one-third of all juveniles suspected of homicide during the period 1962 to 1984 over-all.

From 1985 to 1993, 13% of both aboriginal and non-aboriginal youth suspects were female. From 1962 to 1984, 23% of aboriginal suspects were girls or young women, compared to 9% of other suspects.

In a study in 1992, Sharon Moyer reported that, for the time period 1962-1984, 70% of aboriginal homicide incidents allegedly involved alcohol, while only 25% of other homicides did so. The homicide database does not differentiate between victim and suspect consumption of alcohol.

Of the information available from the Homicide Survey, the victim-suspect relationship shows the largest difference by aboriginal versus non-aboriginal status. Although one out of five of both groups were alleged to have victimized members of their immediate family (parents, spouses, siblings), aboriginal suspects are very much more likely to be suspected of killing their more distant relatives. At the same time non-aboriginals were alleged to have killed acquaintances in much larger proportions and strangers in moderately larger proportions. This difference may well be related to differences in the social interaction patterns of aboriginals and non-aboriginals. Aboriginal young persons may associate with extended family members more often than do non-

- 10 -

aboriginal youth.

In an article entitled "Aboriginal Homicides in Ontario", Anthony Doob and Michelle Grossman examined in some detail the rate and characteristics of aboriginal homicides from 1980 through 1990. The source of their data was also the CCJS Homicide Survey. The authors found that aboriginal suspects tended to be younger and were more likely to be female than were non-aboriginal suspects of homicides. The data showed that aboriginal people who are suspected of killing on reserve tend to be younger than those suspected of killing off-reserve (or non-aboriginal suspects). Almost 70% of the aboriginal people suspected of killing on a reserve were 25 year old or younger. This compares to only 41% of aboriginal suspects who were accused of killing off-reserve or non-aboriginal suspects.

The reported rate of alcohol involvement in homicides was dramatically higher for aboriginal people both on and off reserve than it was for homicides involving non-aboriginal victims. Over the 10 year period studied, 67% of homicide cases involving aboriginals on-reserve involved drinking. This rate was 65% for aboriginals off-reserve. In all cases involving non-aboriginals in the province, the alcohol involvement rate was 20%. These findings are similar to the national rates reported by Moyer for the time period 1962-1984.

Doob reports that aboriginal homicides are considerably less likely than are homicides involving non-aboriginal victims to be described by police as constituting first degree murder. Aboriginal homicides appear to be only rarely the result of a premeditated act. Homicides involving aboriginal victims were more likely to have occurred after a non-violent social encounter, a verbal argument or a fight "gone bad". Aboriginal victims and suspects were roughly three times as likely as non-aboriginals to be engaged in a normal non-violent interaction immediately before the homicide took place. The aboriginal homicide victim and suspect were twice as likely to have been engaged in an argument that escalated.

According to Doob, the pattern of aboriginal homicides in Canada looks very similar to that of other traditional cultures in various countries around the world.

Doob found that the nature of homicide incidents involving aboriginal victims are generally the same whether they take place on reserve or off. It would appear that the factors that are responsible for the high level of aboriginal homicide relate to the overall position of aboriginal people in Canadian society, and not to the specific conditions which occur on or off reserve.

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CRIMINAL JUSTICE PROCESSING

A. Custody

Bail and Pre-trial Detention

The Aboriginal Justice Inquiry of Manitoba (AJI) found that aboriginal young offenders are not provided with the earliest possible opportunity to obtain bail and are frequently denied bail. According to their analysis of Provincial Court study data, 59% of non-aboriginal youth who spent time in pre-trial detention were released in less than three days, while the comparable figure for aboriginal youth was 35%. 16% of non-aboriginal youth spent more than 28 days in custody; 34% of aboriginal youth spent more than 28 days.

The AJI found that more than 90% of female young offenders held on remand were aboriginal. Half of the male young offenders held on remand were aboriginal. Census figures indicate that in 1994, 17% of the youth population in Manitoba was of aboriginal descent.

The Native Counselling Services of Alberta undertook a Youth Courtwatch Study in 1989 and 1990. "Docket" and scheduled trials were observed in three communities: one urban, one economically prosperous aboriginal community and one economically depressed aboriginal community.

The Study found that more aboriginal than non-aboriginal accused were held in custody before trial. Aboriginals with no prior records charged with summary offences were held in custody over 18% more often than non-aboriginals. Aboriginals accused with prior records and charged with an indictable offence were detained in custody over 33% more often than non-aboriginals.

Slightly more aboriginals than non-aboriginals appeared in court with no counsel. 14% more aboriginals than non-aboriginals pled guilty.

The AJI identified a number of factors related to the high pre-trial detention rate for aboriginal youth. A major problem are the criteria that are used by youth court judges in deciding whether to grant bail. The court considers whether the young person has a job or is involved in an education program and whether the young person's parents are employed. The court considers that perceived "stability" and resources of the family and the community, the presence of alcohol or drug problems, whether the youth has a fixed address and, if so, how long they have lived at that address. The AJI considers that decisions made on the basis

- 12 -

of these criteria discriminate against aboriginal people, because these factors are linked directly to their marginal social, cultural and economic situation.

Other factors identified include:

- * there are too few officials in aboriginal communities who are authorized to release young persons on bail; there is also a tendency among the RCMP to transport the youth to an urban centre, rather than appear in front of a local judicial officer;
- * the lack of detention facilities in aboriginal communities results in youth being transported to an urban centre; long distances may make provisions for parental involvement and supervision meaningless;
- * difficulty in obtaining appropriate legal counsel; few lawyers living in rural or northern aboriginal communities;
- * there is a general unwillingness on the part of youth court judges to grant bail to youth who will be released into a situation with little or poor adult supervision;
- * there are no aboriginal youth court workers, or workers with community-based organizations, who can assure the court that work, a place to live or a responsible adult supervisor can be found for youth charged with offences;
- * there are few community-based programs to provide youth bail supervision;
- * youth court judges are sometimes reluctant to grant bail to aboriginal youth without the preparation of a bail assessment report, which often results in aboriginal youth being held in custody for inexcusable periods of time. According to the AJI, bail assessment reports should only be done in situations where bail would likely have been denied in their absence.

The AJI makes the following recommendations:

- * accused youth who must be held in pre-trial detention be held in detention facilities in their own communities;
- * aboriginal communities be provided with resources to develop bail supervision and other programs that will serve as alternatives to detention;

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* young offenders be removed from their community only as a last resort and only when the youth poses a public danger.

The AJI endorses the Judicial Release Supervision Program operated by the Ma Mawi Chi Itata Centre in Winnipeg. The objective of the program is to have aboriginal youth released from custody, rather than being held on remand. The Centre works with youth and court authorities to develop bail conditions. If bail is granted, the youth is monitored. The Centre also tries to rehabilitate the young person by encouraging further education and training and assisting the youth to find a job.

Custodial Dispositions

In a count of inmates on October 1, 1990, the AJI found that aboriginal youth accounted for 64% of the inmates at the Manitoba Youth Centre and 78% of the inmates at the Agassiz Youth Centre.

Their analysis of Provincial Court study data concluded the aboriginal young offenders received open custody sentences that were, on average, twice as long (242 days vs. 109 days) as those given to non-aboriginal young offenders. In addition, 18% of aboriginal offenders received closed custody sentences, compared to 11% of non-aboriginal youth.

A research study conducted by the Manitoba Metis Federation Justice Committee in 1989 provided data regarding the Metis and Indian admission rates for youth corrections referrals in 1987. According to this study, Metis youth constituted:

- * 14% of those receiving diversion from court;
- * 18% of those receiving probation;
- * 30% of those receiving secure custody;
- * 35% of those receiving mixed custody dispositions; and
- * 38% of those receiving open custody.

The report claims that Metis admissions to open custody since the implementation of the Young Offenders Act in 1984 exceed all non-aboriginal admissions and Indian admissions. The percentage of Metis admissions to secure custody is only 9% less than the percentage of all non-aboriginal admissions.

The Report of the Task Force on the Criminal Justice System and its Impact on the Indian and Metis People of Alberta (March 1991) found that ~~an~~ aboriginal young offenders were more likely to be admitted to a young offender facility than their non-aboriginal counterparts. In 1989, 39% of aboriginal young offenders were admitted to young offender centre facilities compared to 21% for non-aboriginal young offenders.

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The Alberta Task Force found that while the sentenced admissions for non-aboriginals dropped by 8% between 1986 and 1989, those for aboriginal youth increased by 18%. As a consequence, the proportion of aboriginal young offenders admitted into custody increased from 30% in 1986 to 35% in 1989. This compares to 29% aboriginal adult admissions to correctional facilities in Alberta in 1989. According to the 1994 Census, 9% of all young people in Alberta are aboriginal.

The Alberta Task Force Report revealed the following statistics regarding young offenders:

- * aboriginal males spend a longer time in custody (94.4 vs. 92.8 days) and get longer aggregate sentences (167 days vs. 143 days);
- * aboriginal males spend proportionately less time in custody (57% vs. 65%);
- * aboriginal females spend a longer time in custody (60.7 vs. 57 days);
- * aboriginal females get shorter aggregate sentences (90 vs. 95 days);
- * aboriginal females spend proportionately more time in custody (76% vs. 60%).

In the Youth Courtwatch Study referred to earlier, it was found that twice as many aboriginal accused as non-aboriginal ended up serving time in a closed custody institution. However, the most frequent closed custody sentence length for aboriginals was 2 weeks or less and was 1 month for non-aboriginals.

The Saskatchewan Indian Justice Review Committee found that in June 1991, aboriginal youth constituted 45% of all young offenders receiving some form of disposition under the Young Offenders Act. They represented 72% of those in custody programs as opposed to 29% of those dealt with under alternative measures. According to 1994 census figures, aboriginal youth comprised almost 16% of the total youth population in Saskatchewan.

Alternative Measures

The Alberta Task Force underlined its concern regarding "the persistent lack of involvement of native young offenders in the Alternative Measures Program". Their research indicated that the Program accounted for 34% of non-aboriginal young offender new

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cases and only 11% of aboriginal young offender new cases.

The research conducted by the Manitoba Metis Federation indicated that in 1987, only 14% of alternative measures participants were Metis, whereas Metis youth constituted 17% of the youth probation caseloads, and 30% of the secure youth custody population. Their figures also indicate that 16% of alternative measures participants were Indian and 70% non-aboriginal in 1987.

Impact of the Young Offenders Act on Aboriginal Youth

The lack of an adequate long-term statistical information base prevents a accurate assessment of the impact of the Young Offenders Act and its administration on aboriginal young people and hampers program development to meet the needs of aboriginal young offenders. Certainly, there is a need for a greater body of reliable data to better inform the issues.

Race and culture are the most obvious factors used when attempting to understand and explain many of the criminal justice issues involving aboriginal peoples in Canada. However, as indicated by Carol Laprairie in the inner-city research, aboriginal peoples are not equally at risk for the commission of crime and criminal justice processing. The individual's class, as measured by socio-economic levels, may diminish the importance of race. Carol suggests that the criminal justice system responds to disadvantaged aboriginal people as it probably does to any similarly disadvantaged group - as "grist" for the criminal justice mill.

The fact remains, however, that culture and socio-economic marginality in regard to aboriginal populations in Canada (as in Australia and New Zealand) are often interchangeable.

Clearly, any attempt to examine the application and effect of the YOA on aboriginal youth requires taking into account the environmental factors of geographic isolation, socio-economic marginality and the socially disorganized state of many aboriginal communities.

The potential for geographic isolation to affect the fair and equitable treatment of aboriginal juveniles has been identified by a number of researchers. Living in areas of geographic isolation is, in some respects, tantamount to being aboriginal in Canada. For the administration of criminal justice, geographic isolation often means that aboriginal people have only limited access to justice services. Attempts to redress the difficulties with circuit courts and courtworkers services have been only partially

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successful.

In 1986, R. Kueneman examined northern and rural juvenile courts in Manitoba and found a strong correlation between the remoteness of communities and the quality and availability of service. Some of the major problems identified were:

- lack of criminal justice and social services;
- lack of experienced local legal counsel;
- lack of local detention facilities;
- too much work and too little time for court officials to handle cases most effectively;
- lack of knowledge on the part of youth about their rights.

Researchers have pointed out that the adequacy of legal counsel is particularly critical to aboriginal youth. In his study on youth justice in the Northwest Territories, D. Miller identified the following reasons:

- the greater emphasis on legal rights in the YOA;
- possible cultural and linguistic differences among aboriginal youth that must be interpreted for the courts;
- the formality of the justice system under the YOA;
- the need to raise all legal defences on behalf of the youth;
- the need to ensure that the disposition involves the least possible interference with the young person's freedom.

The effects of socio-economic marginality may be most critical with respect to those sections of the YOA that rely on a determination of community or parental suitability for supervision upon release. For example, pursuant to sections 7 and 8 of the Act (judicial interim release), judges have the discretion to place the young person in the care of a responsible adult as an alternative to detention. Responsibility would likely be decided on the basis of parental employment, perceived stability of family and community surroundings and a number of other environmental factors. It may be difficult for many aboriginal parents to pass the responsibility "test" given their socio-economic circumstances and the state of many of their communities. We are faced here with the problems inherent in "treating unequals equally."

It is in the area of community alternatives to incarceration where the socially disorganized status of many aboriginal communities create the greatest potential for inaction. Non-custodial dispositions assume the availability of support services and resources, which are generally absent in these kinds of communities.

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Kueneman noted that in many of the aboriginal communities studied, there were major deficiencies in the ability of the communities to develop alternatives to incarceration. For example, youth justice committees are difficult to establish when apathy and general social disorganization inhibit organized social action. It would appear that those communities most in need of resources and services are the least able to develop or sustain them.

The impact of these environmental factors on aboriginal youth may well result in aboriginal youth being more vulnerable than non-aboriginal youth to justice processing and to the harsher effects of certain YOA provisions.

The social and economic marginality of aboriginal people is the fundamental problem resulting in their disproportionate involvement in the criminal justice system both as offenders and victims. As pointed out by Carol Laprairie in her study on sentencing, "the criminal justice system is not a vehicle for social restructuring; neither should it be a storage receptacle for social problems".

This seems to leave juvenile justice matters affecting aboriginal people at the level of redressing the structural imbalance as far as possible by facilitating community efforts to assume more control over criminal justice matters. This would likely enable the youth justice system to better reflect the community context from which delinquency originates and within which it can be best resolved.

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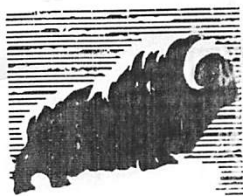
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✓ Ms Elizabeth Crawford, Department of Social Services

Ms Sharron Callahan, Department of Social Services

Mr Jack Penashue, Innu Health Commission

Ms Theresa Baikie, Human Resources Canada

RE: Safe House Working Group, Meeting of 31 August - 1 September, 1995

DATE: 29 August, 1995

The Safe House Working Group's Inter-Agency meeting on the Davis Inlet Safe House project scheduled for 31 August and 1 September, 1995, in Davis Inlet has been cancelled. We are proposing that the Inter-Agency meeting on the Safe House be held on 26 September, 1995 in Davis Inlet. The MIRC meeting originally scheduled for 26 and 27 September, 1995, would be held on 27 and 28 September, 1995.

Would you please confirm to our office whether you plan to attend the inter-agency meeting on the Safe House scheduled for 26 September, 1995.

yours truly,

UAPINUTAU INNUTS/MUSHUAU INNU RENEWAL COMMITTEE

Andy Kozina

Advisor: Relocation Information Center

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MIRC - established

Nov 94 - Chief Jacobish organized a meeting of service providers to discuss "safe home" what does it need.

What came out is need for emergency placements for children & detox.

Alcohol Services - said they would get more involved. Went to community to find a home.

No response - no one ready to open their home to youth as a detox

- ① youth under influence hard to handle & (smell, aggressive)
- ② fear of retaliation from other community members.
- ③ frustration with service providers / with children.

- Other issues took precedence for community and it was hard to get a meeting going until April. In the mean time - a # of children were very actively sniffing & breaking laws etc. A # were sent out to jail, Whitehouse & Shes.

April 95 - Safe Home Committee formed

(2)

again. ① Wanted a safe house

May 95 - Renewal committee meeting in Community & Safe house committee presented a very strange case to have MIRC become involved in helping to resolve the housing issue. MIRC agreed to renovate 2 houses & join them together as a safe house.

Monies to come from training monies Feds give to MIRC.

300,000 has been allocated of which 150,000 for renovations and 150,000 for training & initial operations.

Primary focus on youth
Delinquent focus - somewhere to bring children / youth and their families to work with them.

Issues - revolving around gang for youth. Behavior / family issues.
- looking for open custody to be in the community also.

Real Problem many serious needs - how do we address them in one place.

Focus on youth not on abused women.

Involvement of Drug Dependency - not involved to date.

native

- Federal, alcohol case planning
Local NADAF are on the committee

- child protection
- youth custody
- alcohol treatment
- family counselling / treatment etc

Can't do all this ^{through} ~~the~~ Doss. Health

Initially safe house was to be a place where children ^{women} can go in the middle of the night

- Detox is not our
- ↳ amador Health Services Board
- ⇒ We have to be careful not to accept resp.

→ Tuesday / Wednesday / Thurs -

Alex Clark }
Billie Sue }
IGA }

Meet with them
before meeting with
Province

Fri after 3:00 Monday

NADAP

Detox & mental health outreach are
= major components.

1st Provincial govt Lab. HSB
NADAP H
Health Canada.

Crawford, Libby SS99

From: Crawford, Libby SS99
To: HAYDEN, ED
Subject: RE: emergency shelter DI
Date: Wednesday, May 24, 1995 8:40AM

Ed Please give me a call . I am going with Sharron and the Justice task Force to Davis tomorrow. I will be in Goose around 4:00 today. I'd like to discuss this with you before I go to Davis. Libby

From: HAYDEN, ED
To: Crawford, Libby
Subject: emergency shelter DI
Date: Tuesday, May 23, 1995 4:52PM

To: Brendan Mullaly
From : Ed Hayden

MIRC and Band Council in Davis agreed today that they would proceed to allot funds from MIRC to fund an emergency shelter for youths. Two houses are being provided by Band Council along with MIRC funds for renovations. It is not clear at this time what our involvement will be or what the vision for this facility will be. Kate Gray and I have discussed what is happening several times today and meetings are on-going with the local group, George Rich and others as it unfolds.

We are hoping that the community will do some development work around developing a vision for the facility prior to bringing the agencies together to determine what each agency can contribute to the development of this community initiative.

Paul Wilkinson from MIRC (Mushua Innu Renewal Committee) will put together something in writing to us in the near future which may make the request more clear. Meanwhile we have made it clear to the Band Council and Innu Nation that we are prepared immediately to respond to emergency placements through foster licensing and appropriate supports while working on the development of this larger initiative.

Apparently, MIRC is prepared to allot funds for 4 new houses to this facility, instead, and for maintenance costs, as well. Of course, these funds will be for a limited duration. The figure of \$470,000.00 is being discussed but nothing is firm on this. These funds are for training programs in the community through MIRC, I understand.

I will keep you apprised as information becomes available.

Ed Hayden cc Libby Crawford, Sharron Callahan

August 25, 1993

Wednesday, August 25, 1993

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Innu leaders say province doesn't know what's best

Despite the disastrous reloca-
tions of the 1940s and 1960s, the
Newfoundland government still
believes it knows what's best for
the Labrador Innu.

And if they think that, they're
wrong, say Innu leaders.

Last week the provincial govern-
ment walked away from talks
aimed at relocating the Innu com-
munity of Davis Inlet, with Pre-
mier Clyde Wells saying the gov-
ernment could not be part of
relocating the town to a "pre-de-
termined site."

In a statement Tuesday, Innu
Nation president Peter Penashue
said these latest actions show the
Newfoundland government is try-
ing to deny its past mistakes and
avoid any future responsibility for
the Innu.

"It is no coincidence that the
province withdrew from negotia-
tions on the very day that the Ca-
nadian Human Rights Commission
released its report on the examina-
tion of Innu complaints," Pena-
shue said.

That report slammed the dis-
criminatory treatment of the Innu
people by governments since New-
foundland joined Canada in 1949,

stating governments have violated
Innu human rights, impaired their
political and economic devel-
opment and knowingly shirked
constitutional and financial re-
sponsibilities to the Innu — all of
which have "contributed to the
misery of the Innu," Pensahue
said.

"It was the government of New-
foundland in 1948 and 1967 who re-
located the Innu," he said. Now the
province is refusing to talk about
moving Davis Inlet to a new site at
Sango Bay, a site chosen by the
Innu.

In February Clyde Wells pub-
licly questioned the appropriateness
of Sango Bay as a site, sug-
gesting sites near Goose Bay or in
Western Labrador as better alter-
natives.

"It is clear that the province con-
tinues to see itself as knowing
what's best for the Innu and as
having the right to make all the de-
cisions that concern our lives,"
Davis Inlet Chief Katie Rich said.

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LIFESTYLES

Wednesday, August 25, 1993

Counselling key to healing wounds

First in a four-part series on foster care in Newfoundland. Tomorrow: natural and foster parents speak out.

By JOHN MURPHY
The Evening Telegram

Home is where you hang your hat.

But for Joan, Debbie, Stephanie, Elsie and Karen this adage conjures up mixed emotions about life gone awry.

The five young women, who range in age from 15 to 28, are among thousands of young people in this province who have at one stage or another been plucked from an unstable or unsuitable home environment and placed in alternate care.

While recollections of a bumpy ride through the foster care system are etched vividly in their minds, the five are in varying stages of coming to grips with their troubled pasts and getting on with their lives.

But the path to a "normal" lifestyle for these five and others like them can't be attained without proper counselling.

"Without some kind of counselling therapy, I don't think the chances of leading a normal life are very good. The kids have the continual experience of being rejected, being moved," said Robert Twigg, a professor at Memorial University's School of Social Work.

A life of crime, drugs and alcohol abuse lies in wait if long-term professional help isn't provided, he said.

"How can they trust anybody? Anyone who has gone through that type of experience is going to be at risk to those kinds of problems," Twigg said.

For Karen, Elsie and Joan the new beginning comes through a program set up in response to the closure of Mount Cashel Orphanage, run by the Congregation of Christian Brothers until the build-

Brighter Tomorrows



Foster Care: kids in crisis

ing's demolition three years ago.

Choices For Youth, a government-funded program, allows Karen, Elsie and Joan semi-independent and independent living. They feel very lucky to be involved in a program that allows them to make their own day-to-day decisions but also provides counselling on a regular basis.

Debbie and Stephanie are still dealing with their problems and were hoping to return to the foster care system through extended care, made available to wards of the state who have reached their 16th birthday.

All five agreed heavy caseloads for social workers and the frequent changing of social workers were major problems with the system. A caseload of 100 is not an uncommon occurrence for the social workers in this province.

Lighter caseloads for social workers would go a long way to solving many problems and conti-

nuity of workers for each foster child would create a better relationship, they contend.

"When the social worker came to see you, it was like they didn't care. If everything looked OK, the worker was happy. They didn't do enough thorough checks on their visits, which were brief most of the time," said Elsie.

All five said stability is crucial for youths in their positions.

"Choices offers that stability," Karen said.

But a stable environment is something Stephanie and Debbie are trying to find and they hope extended care offers that security. Both girls are hoping to move to the Conception Bay area.

Initially, Debbie was reluctant to talk about the circumstances that led to her being placed in foster care but said numerous attempts to return home to her natural mother have been unsuccessful.

"My mother was abusive to me, physically, emotionally and verbally. She blamed a lot of the problems on me. I've tried everything to change our relationship but she keeps bringing things up about the past and I flip out," said Debbie.

"I don't want anything from my mom at this stage and in a way I want her to drop dead," said Debbie.

Twigg, who worked for 10 years in the foster care system in Ontario, said he doesn't know of anywhere where adequate counselling is provided to these kids.

"In the child welfare field, we tend to deal much more with case management — finding a home, arranging visits, the maintenance kind of stuff — and don't have the time or the resources to put into the therapy," said Twigg.

A study conducted in New York City in the mid-1980s showed that a third of the street people living in the Big Apple were former foster kids and Twigg wouldn't be surprised if the figures are comparable in Newfoundland.



GREG LOCKE/The Evening Telegram

HARD FACTS

One in every 20 Newfoundland children will end up in foster care. The impact can sometimes be devastating.

Those that do end up on the street, he noted, are susceptible to a life of crime, prostitution and drug and alcohol abuse. Suicide attempts are also a distinct possibility, he added.

Jan Foley, the executive director of Naomi Centre, a crisis home for women between 14 and 30, said

providing only protection services isn't the answer.

"The system doesn't do enough to touch the emotional needs of the children being placed in care. It takes a greater investment, a different kind of energy," to heal the wounds a broken home has inflicted, Foley said.

Innu children coming home amid controversy

Davis Inlet community haggles with government officials over relocation site

BY KEVIN COX
Atlantic Bureau

Seventeen Innu children from the Labrador community of Davis Inlet who have spent six months at an Alberta drug-treatment centre are flying today to a new home with a doubtful future.

The children, their families and several counsellors from Poundmaker's Lodge, a native-run program of addiction treatment, will settle in a temporary wilderness camp in Sango Bay, about 15 kilometres from Davis Inlet.

The 500 Innu of Davis Inlet, many of whom were moved to the isolated island by the Newfoundland and federal governments in 1967, want to move to Sango Bay to escape the contaminated water, poor social services and substance abuse that has driven many of them to attempt suicide.

But Innu leaders say political roadblocks have left the relocation plan up in the air.

When the children were flown out

of Davis Inlet in February after internationally publicized incidents of solvent abuse and suicide attempts, federal and Newfoundland politicians promised to negotiate with the Innu to relocate to the mainland on Sango Bay, where they can hunt caribou, have a supply of clean drinking water and have room to build a new community.

But after months of negotiations, there has been little progress in the talks, Peter Penashue, president of the Innu Nation, said in an interview yesterday.

He said the relocation can proceed only if Newfoundland allows the Innu to negotiate directly with the federal government.

While the Innu want to found a new community in Sango Bay, site of a traditional caribou hunting ground, Newfoundland Premier Clyde Wells has said that other possible sites closer to populated areas such as Goose Bay or Labrador City should be examined.

Mr. Wells, who was not available for comment yesterday, angered

some Innu leaders last week by saying that a move to Sango Bay would be expensive and could create the same problems of isolation and poverty as Davis Inlet.

Under the terms of entering Confederation in 1949, Newfoundland assumed responsibility for the Labrador Innu, even though the federal government has constitutional responsibility for native affairs in Canada.

Earlier this month, after a Canadian Human Rights Commission report harshly criticized the Newfoundland and federal governments for failing to provide adequate services to the people of Davis Inlet, the provincial government broke off the relocation talks. Officials from the federal Department of Indian Affairs told the Innu they had no mandate to continue the talks without some provincial representation.

"We have the kids coming home and there is still all this politics going on. It's just been a hell of a battle," Mr. Penashue said.

He said most of the people in Da-

vis Inlet voted in a recent plebiscite to move to Sango Bay and rejected other sites.

"Sango Bay is a traditional place and it dates back 800 years. There is clean water and there is plenty of space to develop a community," Mr. Penashue said.

He said the Innu leaders will meet on Friday with Ross Reid, federal Minister of Fisheries and the federal politician who is in charge of dealing with the Davis Inlet situation.

He said he will urge the federal government to continue with relocation plans without the Newfoundland government.

Mr. Penashue said that since the Davis Inlet situation was widely publicized last winter, many of the Innu have received treatment for drug and alcohol abuse and have begun to rebuild their community.

"Many people have taken steps to rebuild the community and to do things like repairing their houses. But what is going to happen to all that if people find out they are not moving to Sango Bay?" he asked.

Innu children coming home amid controversy

Davis Inlet community haggles with government officials over relocation site

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AGENDA**SERVICES TO DAVIS INLET****NOVEMBER 16, 1993****DEPARTMENT OF SOCIAL SERVICE BOARD ROOM**

- Update on Davis Inlet - Wayne Penney/Bob Pelley
- Service Issues
 - Solvent & Alcohol Abuse
 - Sexual Abuse/Treatment Services
 - Suicide Intervention/Mental Health Services
- Jurisdictional Issues relative to the above between Department of Social Services, Department of Health and Federal Agencies
- Reactivating discussions with Innu Nation concerning partnership in service delivery

(1)

Wayne Penny

Bob Pelly

— Hughes

Bw Clark

Ed Hayden

Me

Update

History: - 17 children went to Paurdwarahus
 & returned in late August. Went
 into camp at Sango Bay with
 Paurdwarahus staff
 - returned to community
 late Sept.

- Some positive activity & some
 problems - alcohol abuse
 - sexual abuse
 - suicide

- Issues what are mandates
 of various provincial depts?

- In Davis Inlet - different staffing
 model

Kate Gray - SW'er. (then since Sept)

3 native staff. One impt.

Component is Niche training

- funded by Fed's (we are putting
 some travel money in).

(3)

Juvenile Centre
Water / sewage disposal system
has been put in place.

Don't agree that Innie be
involved in doing repairs &
building the community.
60 people working with this as a
training exercise paid for by
Feds. Work is U.I. Insurable.

- There is now full employment
- Repairs being funded by HWC
- Nichi & training program 1 m.

4.4 m Feds are putting into this.

Significant progress in Economic /
Training /

Safety issues being addressed

- Stoves new
- new fire engine
- fire extinguishers in each
- Sewage only system not progressing house.

~~Sept~~

Sept Services - not progressing as well

- Nichi training is going ahead
- Community has not been as

(5)

and all funding is through one agency
and coordinated through one source

- Tribal police - 4-Board Council pay them
we should have given them more
recognition. They are playing a key
role in suicide prevention.

Alaska programs - Feds have taken a
lead. They have set up a 2 yr
training program.
Community has told ADA that the
federal govt is meeting their
needs through training & tech.

Federal govt - have been anxious to set
up and sign an MOU. There have
been problems -

→ There are so many parties involved ~
There is a real gap in addressing the
social issues.

Al Garmen / Gerry Stevens Steele

Federal ~ Renewal Committee has a
responsibility
~ question is how would province

(1)

- Reactivating discussions with Innu nation concerning partnership in service delivery
 - next step ~ D get deputy's approval to begin discussions
 - IGA sees no problem in starting this.

Innu Nation



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P.O. Box 119
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General Delivery
Davis Inlet, Labrador
A0P 1A0

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Fax: (709) 478-8833



Notes from Meeting July 7, 1993 at Innu Nation office

Subject: the issue of sexual abuse

Attending: Daniel Ashini
Joseph Rich
Ruby Jacobish
Germaine Andrew
Edward Nuna
Bart Penashue
Pat Rich

Bart Jack
Luke Rich
Lyla Andrew
Rose Gregoire
Anastasia Andrew
Naomi Jack

*Copy to Elizabeth C. ...
George Skinner.
93-07-09*

The meeting was arranged to discuss the issue of sexual abuse in both villages with a focus on what direction could Innu Nation as an organization take in dealing with this issue. It was felt that this is an urgent issue because as more and more disclosures are being made the present system of dealing with cases of abuse is being applied to Innu as it would to any Newfoundlander. This system is seen as inadequate to meet the unique needs of Innu.

There was general agreement that this is an issue that affects not only those Innu identified as victims and offenders but it has very profound effects on extended family and in fact the whole community of Innu are affected very personally by this issue.

The point was also made that this is not an issue that is isolated from the many other abuses that Innu have experienced which have left Innu with little self esteem. While these other problems should not be ignored people felt a special emphasis must be placed on dealing with this issue as soon as possible.

The term "healing" was frequently used in the discussion to describe the goal to reach for in dealing with this issue. People were able to agree that it was important that not only identified victims and offenders be part of any program but that any programs or services must reach the whole community.

The present system in place tries to offer service to a victim but the focus is on punishing the offender. Innu working as "frontline workers" expressed particular frustration with the lack of options they have and the very high level of community distrust, fear and denial with regard to this issue.

Ruby made a significant contribution to the discussion by talking about what is happening in Utshimassit. In particular she focused on the role of self help groups, especially the work of the women's

healing circle. This is a group that requires confidentiality within the circle. Women attend to support one another as women, not as representatives of any organization. Ruby reported that this group is having a great deal of success as measured by increased trust and sharing and support in and for one another. In Utshimassit they would like to see an equally strong group for men and eventually the opportunity for sharing between each group.

Ruby described a committee that had been set up in Utshimassit to begin to give direction in Utshimassit on this issue. It was a committee made up of representatives of various Innu groups there, such as the council, health commission, substance abuse program and Innu police officers. They met together to come up with as many ideas as possible as to ways to address this issue. The healing circle was one example, community workshops are another example. Charlene Belleau who is an aboriginal woman with expertise and experience in abuse in aboriginal communities is going to Utshimassit the week of July 19, 1993 to hold a workshop.

This example pointed out to the others at the meeting the lack of coordination around this issue. Utshimassit seems to be taking the lead in dealing with this issue and in every way Innu here would benefit from knowing what is going on in Utshimassit, in sharing resources, ideas and possibly programs and services.

Ruby made the suggestion that we divide into small groups to come up with some ideas about what to do next so people went off in small groups and come back with the following recommendations:

1. That an inter agency committee(similar to the one set up in Utshimassit) be set up in Sheshatshit immediately (whose members would include women and men, not just the leaders, as well as youth elders and survivors) and that the work of that committee could include:
 - a. organize a meeting with the Dept. of Justice and the Social Services department to discuss putting forth a proposal for alternative programs to deal with this issue
 - b. open up communications and cooperation with Utshimassit to ensure that meetings take place as often as necessary between the committees and the communities and that information and ideas are shared and commom approaches and proposals are developed if possible
 - c. develop an interim measures program of emergency services, counsellors for crisis and to plan the long term training for frontline workers
 - d. put together a and share a list of contacts and resources from here and elsewhere with regard to this issue
 - e. support the forming of a men's group

2. That a committee of Innu be set up as part of a community based alternative program that would be responsible for dealing with disclosures of sexual abuse. This committee would;

a. be responsible for directing services to those identified as victims, and offenders as well as seeing that public awareness and education was being carried out (especially with school aged children). This committee whose work would obviously be very stressful would need to have support from the larger community as well as a place to work out of.

3. This whole issue must be made more public. Workshops for the public should be held as well as information put on the radio etc. A victim of abuse must deal with feelings of denial, shame and fear and public awareness must happen in order for these feelings to be addressed.

4. That Innu Nation immediately hire a social development officer or create two similar positions, one in Sheshatshit and one in Utshimassit, who would be responsible for coordinating the day to day operations of the local committees and also to delegate certain responsibilities to Innu Nation staff. This staff person would also be the liason with other agency groups dealing with this issue.

5. That someone from Innu Nation be given responsibility to draft a Memorandum of Understanding for the community inter agency committee to consider and to be negotiated with the provincial government. ✓

6. That Innu Nation should have someone responsible for developing an outline for an alternative healing program for the committees consideration (including "treatment ideas and methods as well as training ideas for those who will be doing " frontline " work.

7. That Innu Nation take the responsibility to organize workshops for the public on this issue particularly to share information about what sexual abuse is and its effect on an aboriginal culture and the individuals within that culture. This could include bringing to the villages other aboriginal people with experience in this issue.

8. That the members of the committee to be established in Sheshatshit be supported by Innu Nation to attend the workshop being held in Utshimassit the week of July 19.

Those attending the meeting agreed to submit the names of ten people they felt might serve on a committee to be established in Sheshatshit by Friday July 9, 1993 so that a decision can be made and the work of this group begin as soon as possible. The Board of Innu Nation is to be informed of these discussions as soon as possible so that they can give support to these initiatives.



GOVERNMENT OF NEWFOUNDLAND AND LABRADOR

DEPARTMENT OF SOCIAL SERVICES

Labrador Regional Office
215 Hamilton River Road
c/o Elizabeth Goudie Building
Happy Valley/Goose Bay, LB
A0P 1E0

1993-10-01

Ms. Rose Gregoire
Community Service Worker
Sheshatshit District Office
Department of Social Services

Dear Ms. Gregoire:

On behalf of Mr. Penney and myself, we would like to take this opportunity to commend you on your recent performance in Court. The presentation of wardship applications to the Court is often a difficult process but you have certainly demonstrated the ability to do so with confidence and ease. The manner in which you conducted yourself showed the utmost of competence and professionalism in the delivery of services to children in your community. I was especially pleased to see that this was noted by the Judge.

Please be assured of our continued support in servicing the children and families in your community.

Yours truly,

Darlene Mansurali
Darlene Mansurali
Program Consultant
Child Welfare Services

DM/lmb

cc Mr. Wayne Penney
Regional Director

Ms. Elizabeth Crawford
Director
Child Welfare Services

Mr. Edward Hayden
District Manager
Sheshatshit

Noted

*set up
a file for
the Labrador Region
thanks!
Please return
file to me*

Innu suicide attempts skyrocket

By BETH GORHAM
The Canadian Press

GOOSE BAY — Suicide attempts by adults skyrocketed in the Labrador village of Davis Inlet after 11 native youths complained of sexual abuse this summer, Chief Katie Rich said Sunday.

"I think the disclosures of the children were part of the reason," she said.

"In the month of July we were seeing one a day. Women and men. One weekend we saw five. Our police were working 24 hours a day."

Surveys conducted last year indicated there were an average of four suicide attempts a month by adults and children in the village of 500 Innu.

The sex-abuse allegations have thrown a dark cloud over homecoming celebrations planned this week for 17 Innu youths from the remote island plagued by poverty, alcoholism and violence.

The youths — one as young as seven — have spent months in Alberta battling chronic addiction to gasoline. They are scheduled to arrive in Goose Bay on Tuesday and fly to Davis Inlet on Wednesday.

The federal government agreed to pay for treatment for the youths and their families after six teenagers were found last January sniffing gas in an unheated shack and screaming they wanted to die — an apparent suicide attempt that captured international attention.

In June, 11 of the children receiving help at a native-run facility north of Edmonton said they'd been sexually and physically abused. Goose Bay RCMP are investigating. No charges have been laid.

"It was bound to surface," said Rich. "They're not alone. There are children or young people in the village in the same position."

Rich understands well the tragedy of sexual assault.

"I myself was sexually abused. I have learned to deal with that and learned to forgive the person who abused me. He was outside the family. I didn't tell anyone until two months ago."

Suicide attempts are common cries for help from anguished residents, once nomadic hunters who moved to the island from the mainland in 1967 with government promises of quality homes and good services.

Considered by some to be the poorest community in Canada, Davis Inlet has no roads, running water or toilets. Residents say they're restless and bored in the village, which is cut off from traditional hunting grounds for much of the year.

Despite the massive economic and social problems in Davis Inlet, Rich said the youths want to come home.

Telegram 08/30/93

Innu children going home

Elders hope cycle of abuse broken

BY MIRO CERNETIG
Alberta Bureau

SADDLE LAKE RESERVE, Alta. — Six months after they were plucked out of the horror of Davis Inlet, where life had become so devoid of hope that children as young as eight had taken to sniffing gasoline and contemplating suicide, the youth of the Mushuau Innu return tomorrow to Labrador to try a fresh start.

These 17 children, who were airlifted to Alberta to undergo addiction treatment at the native-run Poundmaker's Lodge, are a little taller and spiritually a little stronger than they were in January, when they grabbed Canada's heart after a videotape showed six of the young Innu in an unheated shack where they were sniffing gasoline and saying they wanted to die.

On the weekend, as they bounded about a recreation hall during a seven-hour farewell ceremony at the Saddle Lake Reserve, they hardly seemed the waifs who drew attention to the deplorable living conditions in Davis Inlet, where fresh running water is a rare commodity.

After six months of treatment in a healthy environment, the Innu seemed little different from the other children at the celebration. The teen-aged girls wore the baggy jeans now in vogue and experimented with their first high heels. Teen-aged boys wore new high-top sneakers and baseball caps. The youngest had staked out the pop machine, using bright smiles to get adults to hand over spare change.

Please see DAVIS — A2

Davis Inlet children face uncertain future

• From Page A1

This is in itself a remarkable transformation in the children who arrived at Poundmaker's Lodge in February. Then, most were sullen; they rarely smiled. Some were so violent they would spit in the face of counsellors and so desperately addicted to solvents that one was even found in a doctor's office trying to sniff typewriter correction fluid.

But the appearance of normality the Innu now exhibit is in many ways a chimera. According to the treatment counsellors who have kept an eye on these young people for 24 hours a day over the past six months, the scars of past tragedies in Davis Inlet have yet to fully heal within these children, who range in age from eight to 18. Although only one of the 18 children originally brought to Alberta dropped out of the program and returned to Davis Inlet, those who completed the treatment are far from cured.

"The whole recovery process is a long one," said Pat Shirt, the executive director of Poundmaker's Lodge. "We don't come into treatment and get healed, get fixed. . . . We don't heal overnight, and the children of Davis Inlet have a long way to go."

A recovered alcoholic, Mr. Shirt did not try to sugar-coat the challenges the 17 young Innu face when they return to Davis Inlet, a place with few of the modern comforts they were introduced to in Alberta. He said that the children will be

tempted to return to their old ways by their peers, many of whom are still sniffing toxic substances like propane and gas. No longer following a self-destructive lifestyle will at first be a lonely experience, leaving an empty void and "blackness," Mr. Shirt warned.

"They'll be like me when I came to this reserve 20 years ago," said Mr. Shirt, "and could not find many people my own age who were sober."

Many of the Davis Inlet children, who for the past six months have been buffered from reality by counsellors and native elders, are in fact afraid to go back to Davis Inlet — terrified of more of the violence, sexual abuse and the emptiness that is fuelled by the remote island community's cycle of alcohol, drug and solvent abuse.

"I know a lot of the kids here are afraid to go home," Mr. Shirt told a gathering of the Innu and about 150 guests before a banquet. "But that's okay, because fear is healthy. We wouldn't be doing our job if they weren't afraid to go home."

The Innu children did not speak to reporters about their feelings on the weekend, since Katie Rich, chief of the Davis Inlet band, has demanded that they not "be exploited" during their stay in Alberta. She also has requested that none of the children, most of them related, be identified by name.

So it was possible to chat with the children only as they moved about the meeting hall on the weekend, and most would say only "Hello" to

strangers. The youngest of the Innu, between eight and 10, were the most responsive and seemed the most eager to return to their families.

"Yup, I go back," one eight-year-old Innu boy beamed. "I come back to Saddle Lake later, when I'm big."

The Innu will not be going back to live in Davis Inlet soon, however. They are going to a wilderness camp at Sango Bay, where the Innu of Davis Inlet eventually hope to settle.

Innu leaders say that Davis Inlet's location, an island to which the government moved them in 1967, is part of the reason for the community's tragic problems. Sango Bay, on the Labrador coast only 15 kilometres away, is closer to the caribou herds that help sustain their traditional culture. It is also believed to have a bountiful supply of fresh water.

There is a more immediate reason for taking the children to Sango Bay, however. The counsellors at Poundmaker's Lodge do not wish to immerse the children directly into the world they spent six months escaping.

"Sango Bay will be a kind of treatment centre," said Ruth Morin, the Poundmaker's director who is overseeing the treatment.

While the children were undergoing treatment in Alberta, major efforts were also under way to improve life in Davis Inlet.

Maggie Hodgeson, executive director of the Nechi Institute, a native-run addiction-treatment centre affiliated with Poundmaker's, has been helping to create an infrastruc-

ture in Davis Inlet to help the children remain healthy and the community heal itself.

She says tremendous progress has been made in the past six months: about 60 adults in the community are now abstainers, teams of substance-abuse counsellors and a youth corps have been set up, and the federal government is beginning to follow through on plans to ensure Davis Inlet has enough water and adequate sewage systems.

Poundmaker's Lodge also will continue treating the Davis Inlet Innu for at least three more years. And Poundmaker's program, which introduces troubled natives to their spiritual roots, is likely to thrive there, Ms. Hodgeson says. Members of the Davis Inlet community are planning regular sweat lodges, where the Innu children will be able to ponder spiritual matters and confer with elders.

"So the young people going back are also going back to people who can support them," she said.

Despite all these efforts, though, the return of the Innu is by no means the happy end to a tragic story. There are likely to be more setbacks, Ms. Hodgeson says.

"I think that they are going to continue to move ahead," she says. "But one of the things I have often seen is that communities that make a big surge in terms of sobriety tend to have a period of relapse."

She predicts that it could take as long as five years before the Innu fully turn the corner.

Globe & Mail 08/30/93

Youth crime rate not rising, study says

Public concern
is increasing

Canadian Press

OTTAWA — Youth crime is not soaring as many people believe, but is at about the same level as five or 10 years ago, says a federal discussion paper on young offenders.

"This may surprise some people," says the Justice Department report obtained by The Canadian Press. "Canadians are more concerned about youth crime now than they have been at times in the past."

The report, which discusses several potential changes to the Young Offenders Act, says the number of charges for violent offences by youths has risen.

But it's not clear whether that is because of more crime or a greater willingness by police to lay charges in minor cases, says the report.

It says half of violence charges against youths are for minor assaults such as slaps and punches — crimes police often ignored before.

The murder rate — considered a good indicator of violent crime levels — remained the same for youths between 1986 and 1991, says the report.

Most charges against youths are for property crimes such as theft. Only 13 per cent of charges involve violence.

Most violent crimes are committed by adults. Just 13 per cent of violence charges are laid against youths.

Nevertheless, the report says the public is concerned about youths who commit violent or repeat offences and the government is considering changing the Young Offenders Act.

"The pressing need to take immediate action in the way we deal with youth through the Young Offenders Act is an urgent priority of the government."

The report makes no recommendations, but outlines possible changes to the Young Offenders Act and invites comment from interested groups. It asks whether:

- The minimum age for a youth to be charged should be lowered to 10 from 12 in all or certain cases;
- The maximum age for a youth to be charged should be lowered to 15 from 17 in all or certain cases;
- Some youths, such as those accused of murder and sexual assault, should be automatically transferred to adult court;
- Information about youth criminals should be released to schools or other organizations;
- It should be legal to publish names of some or all young offenders;
- There should be longer sentences for violent young offenders.

The report has not yet been

Wells won't endorse Sango Bay for Innu

By CRAIG WESTCOTT
The Evening Telegram

Premier Clyde Wells won't stop the federal government and Innu Nation from relocating the socially-stricken community of Davis Inlet to a mainland site 15 km away, but neither will he endorse the idea.

Sango Bay is preferred by the residents of the coastal Labrador settlement for their new home, but it has no economic, social, cultural or transportation advantages, Wells argued. Its only attribute is its abundant water supply.

"If there isn't an economic and social and cultural advantage to moving to another location, why

spend all the money to move," Wells said at a press conference Monday.

"It would be irresponsible to spend millions of dollars only to create a community that would become the Davis Inlet of eight or 10 years from now . . . What is the additional economic opportunity in Sango Bay? There's none that I can see."

Wells said it isn't accurate to say the province has dropped out of talks to relocate the people of Davis Inlet.

"But we have let the federal government know that we are not prepared to take responsibility, financial or otherwise, for deciding to

move to this specific area."

Wells wants the Innu to consider the western Labrador border as a new home. The area has better forestry, hunting and trapping prospects, and infrastructure like hospitals, an airport and hydroelectricity are already in place.

It's also close to another group of Innu, who happen to be directly related to the people of Davis Inlet.

Wells agrees with a Canadian Human Rights Commission report last week urging the federal government to take full responsibility for the Innu. It will be up to Ottawa, he said, to define Newfoundland's role in any future Innu gov-

ernment.

Wells said he doesn't think the federal government is set on Sango Bay, but rather "afraid to say anything different than what the community of Davis Inlet wants. I just think that's irresponsible."

Federal Fisheries Minister Ross Reid, who is overseeing federal efforts to relocate Davis Inlet, countered that it's ultimately up to the Innu where they want to live.

"None of us want to translate the problem," he said, but it would be wrong to force the Innu somewhere they don't want to go.

Innu Nation spokesman Peter Penasue couldn't be reached for comment.

Telegram 03/24/93

Deficit-conscious politicians take aim at social programs

By HELEN BRANSWELL
The Canadian Press

OTTAWA — When planning to reduce the federal deficit, social programs are where the rubber hits the road.

So Canadians will hear a lot about revamping the social safety net — medicare, support for seniors and the poor, unemployment insurance — in the leadup to the election.

And they'll hear plenty after that.

The safety net's multi-billion-dollar price tag virtually guarantees the next government will look at cutting social spending if it wants to subdue the deficit.

But before then, discussion of change will likely be couched in code phrases like "breaking the cycle of dependency," and providing "active support" for people who lose jobs.

Not "slashing spending," even though that's really what happens.

Politicians have little to gain from precision on this front, says the director of the school of policy studies at Queen's University in Kingston, Ont.

"There'll be a lot of stuff about training and education," says Keith Banting. "There'll be (talk of) concentrating resources on those who need it most.

"But whether they will make explicit how they would do that — boy, it would be unusual in Canadian politics."

The NDP, which feels social programs are under attack from right-wing forces, wants to provoke the debate.

"What we say is: there are choices . . . around issues like the debt that don't mean that we have to attack our social programs," says party research director Tessa Hebb.

Neither the Conservatives nor the Liberals have released detailed social policy reform proposals yet. Positions of the NDP and Reform party are clearer — the former is more generous and spendthrift, the latter more targeted and frugal.

General themes are emerging, however, which point to the shape of the social policy campaign debate. The future of medicare is one

The Conservatives flirted with the idea of user fees. But Prime Minister Kim Campbell has since joined the NDP and Liberals in dismissing that option. Still, questions remain about how the country will continue to afford universal health care.

Another theme: how the government can help people on unemployment insurance or welfare get into the workforce.

There seems growing agreement it's time to switch such programs from "passive support" — simply giving people cheques — to "active support," where money accompanies retraining.

"The whole system by which we help people over transitions needs looking at again," says Chaviva Hosek, co-chairwoman of the committee devising Liberal party policy.

"It's very important that people have income. It's also very important that they have both income and a way of getting to the point where they no longer need support."

That's also a popular refrain for Human Resources Minister Bernard Valcourt. He speaks of helping people capable of working to scale barriers keeping them out of the workforce — be they rigid welfare rules or lack of training.

Valcourt co-wrote a cabinet paper on social program reform this year. That document, which has not been released, is said to lay out in broad-brush strokes the Conservative plan for reform, should the party win a third term.

Social policy analysts, some of whom saw a draft of the paper, believe Conservatives are considering requiring people who receive benefits to take retraining courses or do community work.

In the case of welfare — which the federal government helps fund but doesn't run — provinces would have to make the move towards "workfare" or "learnfare" programs. Some have already mounted test projects of this nature.

Critics don't grieve with the idea of helping the unemployed acquire skills, but they balk at making training mandatory. And with roughly 1.6 million Canadians unemployed, they wonder who will pay for the training and what the training will be for.

Child care, a major plank in the Conservative platform in 1984 and 1988, won't likely have that prominence this campaign, says Patrick Johnston, executive director of the Canadian Council on Social Development. The NDP has called for a national child care program, but most Canadians now see greater priorities than child care.

Policy analysts think some of the items that won't be discussed on the election trail may be as important as the ones that are.

Federal transfers to the provinces finance education, health care, subsidized child care and welfare. But it's hard to get the public engaged in a debate about them, Banting says.

Johnston, a former Liberal policy adviser, believes Tories are considering merging old-age security — an expensive universal program — with the guaranteed income supplement. Cheques would only go to needy seniors.

Will that be spelled out in the campaign?

"Why would you want to raise issues that will only frighten elderly voters?" Banting asks.

Telegram 03/23/93

Davis Inlet teens ready to go home

Youths headed for village where Innu hope to relocate

Canadian Press

DAVIS INLET, Nfld. — Fourteen Innu children sent to Alberta earlier this year to recover from substance abuse will return to Labrador in a few weeks. But instead of going home to their families, they'll be relocated to a camp where native leaders hope eventually to move the entire community.

Katie Rich, chief of the Davis Inlet band, says the serious social problems in this remote Labrador village haven't gone away. So the children — some found sniffing gasoline and apparently suicidal in the winter — will be better off away from home and temptation.

They will be accompanied by 10 counsellors from the Poundmakers treatment centre near Edmonton.

The coastal island community of 500 has been racked by alcoholism and other substance abuse, dilapi-

dated housing and no running water or sewage disposal. The Innu want to move the village to Sango Bay, about 15 kilometres away.

"We're expecting [the children] back at the end of this month," Ms. Rich said. "They cannot return to their families so we want to set up some sort of camp at Sango."

"What we're looking at is having some sort of building set up at the site this summer — outside the community so the children can have the transition."

Davis Inlet drew worldwide attention in January after six teen-agers were found sniffing gasoline in a frigid shack. The youths, who screamed they wanted to die and fought attempts to save them, have spent more than six months at treatment centres in Alberta.

But counsellors there warned that some teen-agers may return to their

gasoline-sniffing habits and that a long period of after-care treatment is needed back in Labrador.

The Innu settled in Davis Inlet in 1967, but their leaders want to relocate the village to Sango Bay for better access to traditional hunting grounds and room to develop a community with proper services.

Talks have been held with the Newfoundland and federal governments, but neither has strongly endorsed the relocation plan.

"Basically, the governments want to decide where we want to move," Ms. Rich said. "Our people want to see this relocation happen."

For two years, Davis Inlet's band council has stored enough lumber to build six houses near Sango Bay. Ms. Rich said the Innu may use the material to put up canvas-roofed buildings with wooden walls and floors.

SLIDE 4 NAME 03106193

Reid will continue lead role in talks to relocate Davis Inlet

Fisheries Minister Ross Reid will continue as the lead government negotiator for talks on relocating Davis Inlet.

A statement from Indian and Northern Affairs Canada confirms that Reid will continue as negotiator in addition to his duties as fisheries and oceans minister and minister responsible for the Atlantic Canada Opportunities Agency.

"I am pleased to be able to continue to lead the federal team on Davis Inlet," Reid said. "Enabling the community healing process, improving living conditions in Davis Inlet and realizing the vision of the Innu with respect to relocating to a new site remain top priorities of the government of Canada."

Federal engineers were in the community last week to assess the situation and talks are continuing on a tripartite Memorandum of Understanding as well as on immediate health, safety and relocation matters.

As well, meetings have taken place over the past two months on temporary emergency services to improve the quality of life, including immediate measures to im-



ROSS REID

prove water supply, sanitation, housing repairs and fire protection, as well as plans for skills training, emergency services and a community treatment program for substance abuse.

"I am encouraged by the frank and substantive negotiations that have taken place," Reid said. "The healing and renewal of the community of Davis Inlet and plans for its relocation are steadily moving along."

Telegram 05109193

Survey determines percentage of disabled persons in central region

By JENNIFER SMITH
The Advertiser

A recent survey of disabled people in Grand Falls-Windsor and Bishop's Falls indicates that 5.6 per cent of the population has some kind of disability.

The most common disabilities among the surveyed population were back/spinal injuries, arthritis, and walking disabilities.

The work was carried out by summer students, who were sponsored by the Exploits Physically

Disabled Association and funded by the Canada Employment and Immigration Commission.

The students conducted the survey by calling telephone numbers from the 1992 and 1993 telephone books. In 1992, numbers were selected randomly from telephone listings from A (Abbott) to P (Penney) in Grand Falls-Windsor and Bishop's Falls. This summer, every listing was contacted from P (Penton) to Y (Young) in the two communities.

The students surveyed 3,364

people, and identified 188 people with disabilities. The finished report was presented to CEIC, Friday.

The disabled association decided to compile the report to help better fulfill its mandate as an advocacy group for local people with disabilities, said president, Job Goudie. Before the association can help, it needs to know how many disabled people live in the area, what their disabilities are, and what help they need.

Please see page 9

Survey determines percentage of disabled persons in central

Continued from page 1

"We organized this group because we have disabilities ourselves and we know there are people out there who are disabled and are not getting out into the community," he said. "We are an advocacy group. Right now, we help people who come to us. But maybe we should be reaching out as well. Now that this report is finished, we know where to go."

The report will also help CEIC identify people with disabilities who need the commission's help or who qualify for program assistance.

"The disabled are a target group of CEIC," said program officer, Wayne Stone. "But our problem is, we can only help the ones who come to us, or who admit their disability."

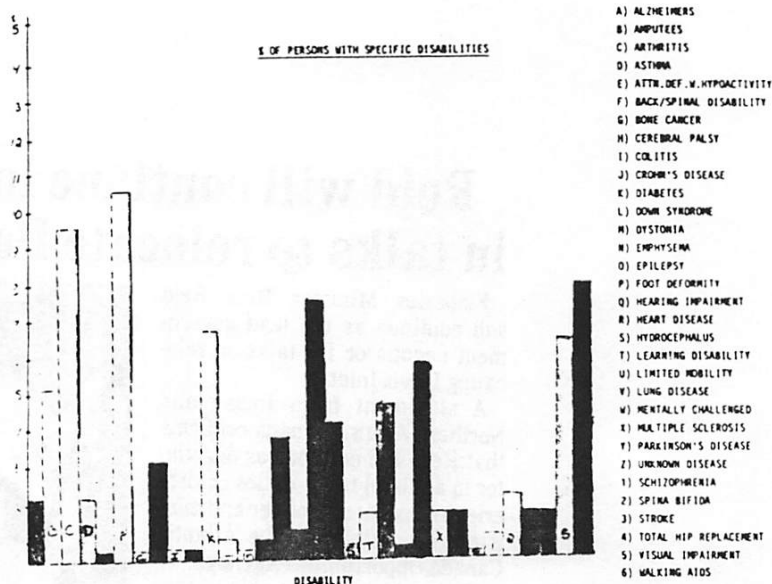
Stigma

The most surprising result of the survey is the low percentage of people indicated with disabilities in the two communities, said Mr. Goudie.

"Statistics Canada says that 15 per cent of the population has a disability," he said. "Our survey shows seven per cent. That means eight per cent won't admit they have a disability."

Mr. Goudie said he is confident the numbers compiled by Statistics Canada are correct because he personally knows of people who have disabilities but did not report them to the disabled association's telephone surveyors.

Also, when asked whether



This chart shows the percentage of persons with specific disabilities, ranging from Alzheimer's disease to unknown diseases, and from schizophrenia to use of walking aids.

anyone in the household had a disability, people would sometimes hesitate before saying no, indicating that a resident had some sort of disability the person decided not to report, said surveyor, Nadine Cross.

The most likely reason for the discrepancy between the two statistics is the stigma attached to having a disability, which makes people reluctant to admit their handicap, said Mr. Goudie.

"There is definitely a stigma there," he said. "At times we don't like to admit it, but it's there."

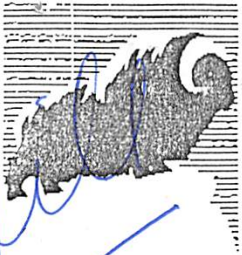
Members of the general public are welcome to view a copy of the

report, which will be kept in the disabled association's resource centre. The names of people surveyed are confidential, however, and will not be released without the individual's permission, even to the CEIC.

Now that the EPDA has completed the report, it will study the statistical data to determine what future action can best serve the disabled population, said Mr. Goudie.

"The survey is not considered to be 100 per cent accurate," he said. "But it gives us an estimate of the types of disabilities and some indication of where our association should be concentrating some of our efforts."

Advertiser 08/09/93



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Deuxième étage
Montréal (Québec)
H4A 1G1

Tél.: (514) 482-0887
Fax: (514) 482-0036

BY TELECOPIER

TO: Mr Al Garman

DATE: 6 December, 1993

Copy to
Ned Brown
George Sherrin
Elgy Crawford
Kate Mary
del Hogen
93-12 07

Your letter of 19 November, 1993, to Chief Katie Rich was tabled at the meeting of the Mushuau Innu Renewal Committee ("MIRC") held in Davis Inlet from 30 November to 2 December, 1993.

I am pleased to communicate to you the following decisions that were taken by the MIRC:

(1) to advertise immediately for candidates to fill the position of "Coordinator of Social Programmes/Activities" for the MIRC. John Graham of the Innu Nation has been asked to provide organizational support in recruiting to fill this position. The MIRC reached that decision on the understanding that the position will be entirely funded by your Department;

(2) the MIRC acceded to the request to retain the services of a certified therapist to assist some of the Innu participating in the training being offered by the Nechi Institute. The MIRC would appreciate your assistance in identifying and evaluating suitably qualified and experienced therapists. The MIRC understands that 50 000\$ are available for this purpose under the Brighter Futures Programme. I would be grateful for your advice and assistance in accessing that funding;

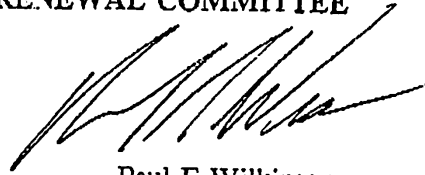
(3) finally, the MIRC decided to hire a suicide-prevention counsellor to work with the peace officers, NNADAP workers, and other social services personnel at Davis Inlet. Once again, it was the MIRC's understanding that the costs of the counsellor would be borne by your Department. The MIRC would appreciate your assistance in identifying and evaluating suitably qualified and experienced candidates.

The MIRC hopes that the preceding decisions can be implemented rapidly, and that the new personnel can be in place very early in the New Year.

If I can provide any assistance, please do not hesitate to contact me.

Yours truly,

WAPENUTAU ENNU/MUSHUAU INNU RENEWAL COMMITTEE



Paul F Wilkinson
Project Manager
Emergency Measures and
Relocation Planning

c.c. (by telecopier)
Chief Katie Rich, Mushuau Innu Band
Mr Cajetan Rich, President, MIRC
Mr Peter Penashue, President, Innu Nation
Mr Prote Poker, Social Coordinator, Mushuau Innu Band
Ms Lyla Andrew, Social Coordinator, Innu Nation
Mr John Graham, Innu Nation
Mr Gerry Steele, Consultant, Health Canada
Mr Peter Garrow, Federal Member, MIRC
Mr Bob Pelley, Acting Provincial Member, MIRC
Mr Wayne Penny, Department of Social Services



GOVERNMENT OF NEWFOUNDLAND AND LABRADOR

DEPARTMENT OF SOCIAL SERVICES

Labrador Regional Office
215 Hamilton River Road
c/o Elizabeth Goudie Building
Happy Valley/Goose Bay, LB
A0P 1E0

MEMORANDUM

TO: Mr. Noel Browne, Assistant Deputy Minister
Client and Community Services Division

FROM: Mr. Wayne Penney, Regional Director, Labrador

RE: Nechi Training

DATE: September 16, 1993

I have now confirmed with John Graham, Innu Nation, that our staff in Davis Inlet and Sheshatshit will participate in this training. We will need to absorb the travel, accommodations and meals costs estimated to total approximately \$10,000.00 between October 1, 1993 and April 30, 1994. At this point it appears regional allocations will be able to cover this. There will be no other costs to the Department. Group Home staff in Sheshatshit will attend as well.

I continue to be excited regarding the potential of this program which is now scheduled to commence early October 1993. The attached memo from John Graham will help explain other aspects of the program.


WAYNE PENNEY
Regional Director

WP/de

cc: E. Hiscock

cc: E. Crawford

cc: S. Callahan



*c.w. consultants
747 re training Labrador
CSW's mail to receiving
Please note return.
Thanks.*

*Lachy ✓
Ethel ✓
Rosemary ✓
Lily ✓*

FAX to PRICE.
Please have my pla
to the
Stella
complete application today
& fax to John Graham.
Stella
- Darlene Brundage

Memorandum

TO: Everyone interested in attending the Nechi Training program

FROM: John Graham

DATE: September 3, 1993

SUBJECT: Nechi Training Program

The purpose of this letter is to see if you are interested in participating in the Nechi Training program. The selection committee will be meeting September the 10 th to review the list of interested candidates. At this point we need to now if you want to be considered as a candidate.

The Innu Nation has now received from Canada Employment Centre the funds necessary to provide a training program beginning October 1, 1993. There will be twenty seats made available to people from Utshimasits and another twenty to people from Sheshatshiu. The entire program is twenty three weeks. These workshops will be spread out over a two and a half years. With approximately one workshop per month. I am enclosing a list of the five modules being offered by Nechi and a list of the workshops being conducted in each module. This will give you a good idea as to what the Innu Nation has negotiated with the Nechi Institute and what you would be committing to. At this point I am also enclosing the proposed schedule for the first Module "Community Addiction Training".

Half of the participants from each community will do their training in the other community. In other words, ten people from Utshimassits will do their training in Sheshatshiu while ten people from Sheshatshiu will do there training in Utshimassit. The workshops have been designed this way so that organisations like the Health Commission and Social Services would always have some staff available to operate programs in the community while other staff are training. Otherwise we would have had to close some programs down during training periods.

At present there is a very large number of people that have expressed interest in the in this program and the selection committee will have cut this number done to twenty. If you are interested we would like you to complete the enclosed "Application Form". This application form needs to be returned before the selection committees meeting on September 10, 1993 or else they will not be able to consider your application.

The Innu Nation through the C.E.C. contract will pay be able to cover tuition and books for all participants. For participants that have to travel out of their community for training we also cover all travel costs. We can also arrange with C.E.C. through their Income Support program different allowances for those that qualify, ie. Training

allowances, Dependant care allowance, Living- away-from-home allowance.

Selection Criteria:

- 1) All interested candidates must submit an application form prior to the September 10 meeting.
- 2) If the candidate is presently employed they must receive authorization from their supervisor to attend the training.
- 3) All candidates must be interested in taking the whole training package, but must be able to commit to taking the Community Addictions Training Series, which is an eight week program.
- 4) All candidates must have six months sobriety or have participated in a rehap program within the six months prior to the commencement of the training program and doing well.
- 5) Candidates must also agree to abstain from alcohol use during the whole training period. This applies to everyone including social drinkers. This means from the time you start training in October to the end of training in two and a half years.
- 6) Candidates must be willing to commit to long days in the classroom during workshops. Days will start at 9 am and some may run as late as 9 or 10 in the evening.

Nechi Training
Summary of Modules & Workshops

1) Community Addictions Training (Cat) Series: (8 weeks)

- 1) ORIENTATION AND COMMUNICATION
- 2) ALCOHOLISM - ADDICTIONS
- 3) ALCOHOLISM - A FAMILY DISEASE
- 4) ASSESSMENT AND INTERVENTION
- 5) ALCOHOLISM - TREATMENT
- 6) AFTERCARE
- 7) PERSONAL GROWTH
- 8) PREVENTION

2) Community Planning Workshop (1 week)

3) Advanced Counsellor Training (ACT) Series (5 weeks)

- 1) ONE TO ONE COUNSELLING
- 2) FAMILY DYNAMICS
- 3) SUICIDE PREVENTION AND GRIEVING
- 4) GROUP DYNAMICS
- 5) Culture and Traditional Values

4) Family Violence (4 weeks)

- 1) Spousal Abuse
- 2) Child Maltreatment
- 3) Abuse of the Elder
- 4) Community Protocol Planning

5) Training of Trainers* (4 weeks)

* These are 10 day workshops running from Tuesday through Thursday of the next week. This way people are in the workshop for just weekend and there are travel days at the beginning and end of the week.

Community Addictions Training
Application Form

Innu Nation
Tel. 497-8398
Fax. 497- 8396

Name _____

Home Address _____

Sex: Female _____ Male _____ Date of Birth ____/____/____

Marital Status: Married _____ Single _____ Common-law _____

Social Insurance number _____

Number of Dependants _____

Name and age of Dependants:

Highest Grade of School Completed: _____

Certificate, Diplomas or Degrees _____

Where do you work? _____ Unemployed _____

Current Position: _____ Since When _____

Previous Occupation: _____ When _____

Work Address (current) _____

Work Phone: _____ Work Fax _____

Supervisor's Name: _____ Supervisor's Position: _____

Supervisor's Phone: _____

Can you speak, _____ write, _____ and read _____ in English?

Can you speak, _____ write, _____ and read _____ in Innueimun?

Why are you interested in this course?

Applicant's Signature _____ Supervisor's Signature _____

This information will be kept strictly confidential and shall be used for planning and evaluation purposes.

**Tentative Schedule
Community Addictions Training**

Sheshatshiu

1) Orientation and Communications
2) Alcoholism - Addictions
Oct. 1-11, 1993

3) Alcoholism - A Family Disease
4) Alcoholism - Assessment &
Intervention
Nov. 12 - 22, 1993

5) Alcoholism - Treatment
Jan. 7 - 12, 1994

6) Alcoholism - Aftercare
Feb. 4 - 9, 1994

7) Personal Growth
March 4 - 9, 1994

8) Alcoholism Prevention
April 1 - 6, 1994

Utshimasits

1) Orientation and Communications
2) Alcoholism - Addictions
Oct. 29 - Nov. 8, 1993

3) Alcoholism - A Family Disease
Dec. 3 - 8, 1993

4) Alcoholism - Assessment &
Intervention
5) Alcoholism - Treatment
Jan. 14 - 24

6) Alcoholism - Aftercare
Feb. 11 - 16, 1994

7) Alcoholism Prevention
March 11 - 16, 1994

8) Personal Growth
April 8 - 13, 1994

People interested in attending
Nechi Training from Sheshatshiu

Band Council

- 1) *Greg Andrew*
- 2)
- 3)

Health Commission

- 4) Luke Rich, Executive Director
- 5) Apenam Pone, addictions counsellor
- 6) Sebastian Nuna, addictions counsellor
- 7) Germain Andrew, C.H.R.
- 8) Jane McGillivray, Health Commission Medical Advisor

Police

- 9)

Social Services

- 10) Helen Gabriel, youth counsellor at Group Home
- 11) Edward Nuna, community service worker
- 12) Mary May Osmond, community service worker
- 13) Rose Gregoire, community service worker
- 14) Greg Pastichi, Financial Assistance Officer
- 15) Dominique Rich, Financial Assistance Officer
- 16) Mary Lou Michelle, Youth Counsellor at Group Home
- 17) Simio Pone, Youth Counsellor at Group Home
- 18) David Nuna, Group Home Coordinator
- 19) Caroline Jourdain, Youth Counsellor at Group Home

Innu Nation

- 20) Raphael Gregoire, Education Coordinator
- 21) Etien Andrew, Economic Development Officer

School

- 22) Penote Antuan, vice principal
- 23) Anastasia Andrew, Guidance Counsellor
- 24) Judy Hill,
- 25) Francisca Snow,

G.R.H.S.

Mary Pia Benuen

Mary Jane Nui

Other

- 26) Nancy Nuna,
- 27) Jack Penashue,
- 28) Bart Penashue,
- 29) Sabastian Rich,
- 30) Marjorie Moffat, Church
- 31) Patrick Rich
- 32) Nancy Nuna,
- 33) Johnny Rich
- 34) Jacki Ashini
- 35) Francis Jack
- 36) Christine Nuna
- 37) Roxanne Nuna
- 38) Clarence Osmond
- 39) Sylvester Rich
- 40) Joseph Rich
- 41) Bart Jack Jr.
- 42) Elizebeth Penashue
- 43) Francis Penashue
- 44) Pien Penashue
- 45) Basil Penashue
- 46) Lyn Gregoire

From:

7094788821

P02

People Interested in Attending
Nechi Training from Davis-Inch

Band Council

Peter Baker

Gregory Rich (DI)

Demon Benon (DI)

Health Commission

Mark Nui (SSS)

Ruby Tshakafsh (SSS)

Peter Rich (SSS)

Tribal Police

Simone Tshakafsh (SSS)

John B Tshakafsh

Youth Council

Thomas Baker (DI)

Agela Rich (DI)

Angela Tshakafsh (DI)

Henry Pasquet (DI)

Marie Baker (DI)

Social Services

Kathleen Benon

Stella Rich

Nymette Byrne

INNU Nation

George Rich (SSS)

RC School

Christine Baker

Other

Marie Angela P. Sage

Eric Mistenafew

Germaine Tshakafsh

Sennifer Rich

Tentative Nechi Training
Schedule & Summary of Modules

1) Community Addictions Training (Cat) Series: (8 weeks)

- 1) ORIENTATION AND COMMUNICATION (Sept. 3 - 8, 1993)
- 2) ALCOHOLISM - ADDICTIONS (Oct. 1 - 6, 1993)
- 3) ALCOHOLISM - A FAMILY DISEASE (Nov. 5 - 10, 1993)
- 4) ASSESSMENT AND INTERVENTION (Dec. 3 - 8, 1993)
- 5) ALCOHOLISM - TREATMENT (Jan. 7 - 12, 1994)
- 6) AFTERCARE (Feb. 4 - 9, 1994)
- 7) PERSONAL GROWTH (Mar. 4 - 9, 1994)
- 8) PREVENTION (April 1 - 6, 1994)

2) Community Planning Workshop (1 week)

May 6 - May 11, 1994

3) Advanced Counsellor Training (ACT) Series (5 weeks)

- 1) ONE TO ONE COUNSELLING (June 3 - 8, 1994)
- 2) FAMILY DYNAMICS (August 5 - 10, 1994)
- 3) SUICIDE PREVENTION AND GRIEVING (Sept. 2 - 7, 1994)
- 4) GROUP DYNAMICS (Oct. 7 - 12, 1994)
- 5) Culture and Traditional Values (Nov. 4 - 9, 1994)

4) Family Violence (4 weeks)

- 1) Spousal Abuse (Dec. 2 - 7, 1994)
- 2) Child Maltreatment (January 13 - 18, 1995)
- 3) Abuse of the Elder (Feb. 3 - 8, 1995)
- 4) Community Protocol Planning (March 3 - 8, 1995)

5) Training of Trainers (4 weeks)

- 1) (April 4 - 13, 1995)*
- 2) (May 9 - 18, 1995)*

* These are 10 day workshops running from Tuesday through Thursday of the next week. This way people are in the workshop for just weekend and there are travel days at the beginning and end of the week.

People interested in attending
Nechi training from Davis Inlet

Band Council

- 1) Katie Rich, chief
- 2) Gregory Rich, councillor
- 3) Sebastian Piwas, councillor
- 4) Damien Benuen, councillor
- 5) Prote Poker, councillor

Health Commission

- 6) Daniel Poker, addiction counsellor
- 7) Luke Rich, addiction counsellor
- 8) Mark Nui, program coordinator
- 9) Andrew Rich, addiction counsellor
- 10) Ruby Tshakapesh, addictions counsellor
- 11) Mary Jane Andrew, CHR

Police

- 12) Simeon Tshakapesh, constable
- 13) J.B. Tshakapesh, constable

Youth Council

- 14) Marie Poker, trainee
- 15) Don Rich, trainee
- 16) Agathe Rich, trainee
- 17) Eric Rich, trainee

Social Services

- 18) ~~Kathleen Benuen, Financial Assistance Officer~~
- 19) ~~Stella Rich, Clerk-Typist~~

*Nympha Byrne
+ 2 C.S.W*

Innu Nation

- 20) George Rich, Vice President

Other

- 21) Nympha Byrn

School: = Rose Mary Rich
- Christina Poker - Katie Pusteen
Clinic: = Mary Isosette Misrinapio
- [unclear]

People interested in attending
Nechi Training from Sheshatshiu

Band Council

- 1)
- 2)
- 3)

Health Commission

- 4) Luke Rich, Executive Director
- 5) Apenam Pone, addictions counsellor
- 6) Sebastian Nuna, addictions counsellor
- 7) Germain Andrew, C.H.R.
- 8) Jane McGillivray, Health Commission Medical Advisor

Police

- 9)

Social Services

- 10) Helen Gabrial, youth counsellor at Group Home
- 11) Edward Nuna, community service worker
- 12) Mary May Osmond, community service worker
- 13) Rose Gregoire, community service worker
- 14) Greg Pastichi, Financial Assistance Officer
- 15) Dominique Rich, Financial Assistance Officer
- 16) Mary Lou Michelle, Youth Counsellor at Group Home
- 17) Simio Pone, Youth Counsellor at Group Home
- 18) David Nuna, Group Home Coordinator
- 19) Caroline Jourdain, Youth Counsellor at Group Home

Innu Nation

- 20) Raphael Gregoire, Education Coordinator
- 21) Etien Andrew, Economic Development Officer

School

- 22) Penote Antuan, vice principal
- 23) Anastasia Andrew, Guidance Counsellor
- 24) Judy Hill,
- 25) Francisca Snow,

Other

- 26) Nancy Nuna,
- 27) Jack Penashue,
- 28) Bart Penashue,
- 29) Sabastian Rich,
- 30) Marjorie Moffat, Church
- 31) Patrick Rich
- 32) Nancy Nuna,

NECHI INSTITUTE

PROPOSAL

For

**COMMUNITY ADDICTION COUNSELLOR TRAINING
COMMUNITY PLANNING
ADVANCED COUNSELLOR TRAINING
ADULT CHILDREN OF ALCOHOLICS
FAMILY VIOLENCE SERIES
TRAINING OF TRAINERS**

with

**Innu Nation
Sheshatshui, Labrador**

Phone: (709) 497-8398

Submitted by:

**Maggie Hodgson
Executive Director
June 28, 1993**

APPROACH TO TRAINING

The approach to training taken by Neehi Institute is based on nineteen years experience as a training institute, organized and operated by Native persons. The perspective underlying this approach reads in part:

1. Learning is a cooperative adventure. We will gain knowledge, skills and attitudes from each other. Every trainee comes to the training program with a wealth of varied experiential knowledge. We will provide the opportunity for individuals to share with each other, and we will facilitate activities which will enable trainees to learn and to teach.
2. It is important that we facilitate the strengthening of individuals and communities toward the best utilization of the local resources to reach your goals. You know your families, your communities, and your culture and we invite you to share this knowledge with us. We are confident that your participation in this training process will, in turn, enrich your communities.
3. We are here for a short time as guests. We will respect the unique history and current realities of your local community.

In addition, ground rules for training which have been developed to provide a safe environment for the training process are distributed in writing to trainees prior to the start of training. These ground rules deal with such areas as alcohol and drug usage, confidentiality, interpersonal ethical behaviour, personal spiritual beliefs and attendance requirements. It is emphasized these ground rules were developed to serve the trainees, their communities and the training program.

WORKSHOP METHODOLOGY

The training is geared to the acquisition of basic knowledge, skills and attitudes necessary to the work of an alcohol counsellor operating at the community level. The basic task of the trainers is to facilitate the learning of the trainees within their reality as adult learners. This point of view is based on a central principle of adult education, namely: the trainee is ultimately responsible for his own learning. The trainer can guide and assist, but he cannot, in the final analysis, do the trainee's learning for him. The training process involves a blend of traditional techniques of instruction and of experiential learning. Accordingly, lecturettes are interspersed with small and large group activities and strong emphasis is placed on the maximum involvement of the trainees. Role-playing and demonstration activities are used where appropriate to reinforce learning. Trainees are given the opportunity to participate as trainers if possible. Handout materials and training booklets are distributed for trainees to reference in their day-to-day work upon returning to their communities.

TRAINEE EVALUATION

Workshop and Facilitator Evaluation Forms completed by the trainees provide an opportunity for them to evaluate aspects of the training program and give feedback. Each trainee completes a written assessment (examination) based on the objectives of each workshop at its conclusion.

CONSIDERATIONS

- A. We at Nechi believe alcoholism is a spiritual disease as well as a mental and physical disease and, therefore, value beginning all our workshops with a spiritual activity. Generally, we begin each workshop with an Elder doing a pipe ceremony or leading a simple prayer, sharing his/her knowledge and answering questions. We also begin each training day with a prayer.
- Nurturing our spirits is important and we invite you to contemplate the use of an Elder or some other spiritual activity to open the workshop. We would like to know if the use of sweetgrass is acceptable. We will open and close each day with a prayer.
- B. Each trainee will be asked to write a report to their Chief and Council. This exercise develops writing skills as well as provides Chief and Council with an awareness of the information and experience their trainees receive.
- C. The workshops we deliver are, for the most part, experiential in nature. We attempt to draw from the experiences of each participant then reframe and connect it with the information which we bring to the workshop.
- This particular style of training asks trainees to examine their beliefs, attitudes and personal issues. It is very introspective and can be difficult; however, it is our experience that this style is very rewarding to participants.
- This requires a commitment from trainees to be responsible for their own learning. A ground rule is established which states trainees cannot be absent from the workshop.
- We request individuals actively participate and contribute to the structured experiences provided, unless they have a reasonable excuse for non-participation such as physical impairment or handicaps.
- We believe sobriety is necessary for learning and for professional growth. We request participants to refrain from using alcohol during the training period.
- We examine the counsellor's professional code of ethics which explores issues of confidentiality and intimate involvement between counsellor and client.
- At the conclusion of each workshop, trainees are required to complete a written assessment of the information presented to meet the objectives of the workshop. Trainers assist the trainees who have literacy problems to complete the assessments.
- D. We believe in providing training which will meet your needs and are open to designing a specific workshop to do so. We welcome this challenge and look forward to working with you.

COMMUNITY ADDICTIONS TRAINING SERIES
WORKSHOP OBJECTIVES

ORIENTATION & COMMUNICATION

ORIENTATION:

Participants will be able to:

1. Define trust as it relates to the helping profession.
2. Describe the Counsellor's Code of Ethics as it relates to:
 - a) the client/counsellor relationship
 - b) the workplace
3. Develop a self-care plan.
4. Feel more ready to participate in the training process.

COMMUNICATION:

Participants will be able to:

1. Define communication as a process.
2. Improve their communication skills in the area of the five messages:
"I, You, We, It, But"
3. Describe the Pinch and Crunch Model.
4. Describe the Awareness Wheel.
5. Describe how they can use the Awareness Wheel as a problem solving method.
6. Define and practice these skills:

Empathy	Immediacy
Genuineness	Concreteness
Respect	Confrontation
Self-disclosure	Potency
Warmth	Self-actualization
Feedback	Listening and Attending

**COMMUNITY ADDICTIONS TRAINING SERIES
WORKSHOP OBJECTIVES**

FOLLOW-UP I: ADDICTIONS - ALCOHOLISM

When the participants have completed this module, they will be able to:

1. Define the term, "addictions".
2. Name five different kinds of substance or process addictions.
3. Identify five of the costs of alcoholism.
4. State three reasons why people abuse alcohol.
5. Describe the disease concept of alcoholism.
6. Name the four stages in the progression of the disease.
7. Identify each of the three parts of the delusionary memory concept.
8. Describe six symptoms of alcoholism.
9. Describe five physical effects of alcoholism on the body.
10. Describe five defense mechanisms the alcoholic may use.
11. Describe three physical effects of Fetal Alcohol Syndrome.
12. Identify three of the major categories of drugs.
13. Define the term, "inhalant".
14. State four different types of inhalants.
15. Describe three physical and mental effects of inhalants on the body.

NOTE: Participants in this workshop will also be expected to attend and/or chair three A.A. meetings, on-site, during this workshop.

COMMUNITY ADDICTIONS TRAINING SERIES
WORKSHOP OBJECTIVES

FOLLOW-UP II - ALCOHOLISM, A FAMILY DISEASE

Participants will be able to:

1. Describe alcoholism as a family disease, based on the disease concept of alcoholism.
2. Name the six roles in the alcoholic family, and describe what each of these roles provides for the family.
3. Describe five symptoms of co-alcoholism.
4. Define the term "enabling".
5. Identify three enabling behaviours.
6. Define the term "non-enabling".
7. Identify three non-enabling behaviours.
8. State five common characteristics of Adult Children of Alcoholics.
9. Describe the treatment process for a family suffering from the disease of alcoholism.

**COMMUNITY ADDICTIONS TRAINING SERIES
WORKSHOP OBJECTIVES**

FOLLOW-UP III: ASSESSMENT - INTERVENTION

ASSESSMENT:

Participants will be able to:

1. Determine five questions that will need to be asked of the alcoholic to identify the alcoholic's readiness for treatment
2. Determine five questions which will need to be asked of the co-alcoholic to identify the co-alcoholic's readiness for treatment
3. Have the opportunity to practice the following:
 - interviewing skills
 - assessment skills

INTERVENTION:

Participants will be able to:

1. Explain the meaning of the word, intervention
2. Define intervention as a process and as an event
3. Name the five steps in the intervention process and explain the counsellor's job (role) in each step
4. Explain how "concerned people" confront the alcoholic constructively in the intervention event
5. Name the five parts that are required in the data lists for presenting facts to the alcoholic
6. Identify five appropriate members for an intervention team
7. Identify three standards for selecting an intervention team
8. Describe how they will use the intervention model in their community
9. Name four facts of alcoholism which the intervention team needs to know
10. Demonstrate their skills in communication, confrontation, group dynamics and their knowledge of alcoholism in an intervention event

NOTE: This last objective will be done as time permits. It may not be possible for all participants to demonstrate their skills.

**COMMUNITY ADDICTIONS TRAINING SERIES
WORKSHOP OBJECTIVES**

FOLLOW-UP IV: ALCOHOLISM - TREATMENT

When the participants have completed this module, they will be able to:

1. Define the term "treatment" as it refers to alcohol and drug abuse.
2. Identify each component in the Treatment Continuum: prevention, intervention, detoxification, rehabilitation and aftercare.
3. Describe the purpose and goal of each component in the Treatment Continuum.
4. Identify the characteristics of each of the two major settings in which treatment may be delivered: inpatient and outpatient.
5. Identify each of the major components in a treatment strategy.
6. Prepare an individualized treatment strategy using the Goals and Methods approach.
7. State three reasons for maintaining properly documented files.
8. Prepare a discharge summary report using the appropriate forms.
9. Describe the purpose of a case conference.
10. Define and practise each of the following counselling skills: assessment, interviewing, observation, confrontation, and summarizing.
11. List five characteristics of self-help groups.
12. Describe how self-help groups can be used as a tool for recovery in the treatment of alcohol and substance abuse.

FOLLOW-UP V - AFTERCARE

Participants will be able to:

1. Describe the characteristics of alcoholism as a community disease based on the disease concept of alcoholism.
2. Identify six symptoms of alcoholism as a community disease.
3. Define aftercare as a long-term process which involves a series of strategies.
4. Name the six phases of Gorski's Relapse Prevention Theory, and describe the key issues which the alcoholic must deal with in each phase.
5. Define the term, "burnout".
6. Describe each of the three stages in burnout.
7. Identify four symptoms of burnout.
8. Describe three methods for reducing stress.
9. Define the term "relapse" as it relates to alcohol and drug abuse.
10. Identify six symptoms of relapse.
11. Describe four high-risk situations which may lead to or contribute to relapse.
12. Propose a plan for relapse prevention which includes the use of the appropriate resources in the community.
13. Describe four different types of aftercare counselling.
14. Describe two ways in which an alcohol and drug program could be used as part of the aftercare process.
15. Identify four resources in the community which could be used as part of the aftercare process.
16. Describe the importance of good nutrition as part of the aftercare process.
17. Define each of the following terms: "networking", "developing contracts", and "monitoring contracts."

**COMMUNITY ADDICTIONS TRAINING SERIES
WORKSHOP OBJECTIVES**

FOLLOW-UP VI - PERSONAL GROWTH

Participants will be able to

1. To develop self-awareness
2. To foster self-acceptance
3. To encourage personal growth
4. To learn techniques which foster personal growth
5. To examine the appropriateness and applicability of personal growth techniques in counselling

FOLLOW-UP VII - PREVENTION

When the participants have completed this module, they will be able to:

1. Define the term "prevention" as it relates to alcohol and drug abuse.
2. Describe the three major types of preventative interventions; primary, secondary and tertiary.
3. Identify the three major factors which play a role in affecting the use of alcohol and other substances: host, agent and environment.
4. List five factors commonly associated with alcohol and drug abuse among Native youth.
5. List eight needs of youth as they relate to their physical, emotional, mental and spiritual development and well-being.
6. Describe what a goal statement is and the characteristics of good goal statements.
7. List five problems which may affect the successful development and implementation of prevention activities at the community level.
8. Prepare a plan to develop and implement a community-based prevention project for Native youth.

Nechl Institute Proposal
for
Community Addictions Training Series
with
Innu Nation
Sheshatshui, Labrador
Page One

A	TRAINING FEE	\$53,640
C	TRAVEL	
	Return airfare for two (2) trainers from Edmonton to Goose Bay for eight (8) trips: \$966.00 return x 8 (x 2 trainers) =	15,456
	(Note: Airfare is subject to airline increases) <i>Transportation from airport to Goose Bay is responsibility of client organization.</i>	
D	TRAINER PER DIEM	
	Two trainers @ \$50.00 per day for 57 days	5,700
E	ACCOMMODATION	
	<i>All accommodation arrangements and costs are the responsibility of the client organization.</i>	
F	TRAINING MATERIALS	
	<i>Flip chart paper, pens, paper, pencil, flow pens are the responsibility of the client organization.</i>	
	Resource Materials for eight (8) workshops @ \$50.00/workshop x 40 participants	16,000
	Resource Books:	
	Becoming Naturally Therapeutic @ \$11.00 each	
	Alcoholism From Recognition to Recovery @ \$14.00 each	
	Uppers, Downers and All Arounders @ \$32.00 each	
	It Will Never Happen To Me @ \$10.00 each	
	The Real Story @ \$3.00 each	
	Intervention @ \$16.00 each	
	Conducting Support Groups @ \$22.00 each	
	Counselling for Relapse Prevention @ \$16.00 each	
	Relapse Prevention Workbook @ \$6.00	
	What You Can Do @ \$6.00	
	(Cost per trainee = \$136.00)	
	Estimated at 40 trainees x \$136.00 =	5,440
	Shipping	200
	TOTAL	\$96,436

¹ Subject to changes in airfare.

Nechi Institute Proposal
for
Community Addictions Training Series
with
Innu Nation
Sheshatshui, Labrador

Page Two

G REPORTING AND PAYMENT

The payment schedule is as follows:

First payment upon signing of the service contract (25%)	24,109
Second payment upon completion of the second module (50%)	48,218
Final payment upon completion of the training (25%)	<u>24,109</u>
	\$96,436

Please note: The signed contract and advance payment must be in receipt of the Nechi Institute two weeks prior to the commencement of any training. The total cost may be subject to GST.

H ADDITIONAL BUDGET CONSIDERATIONS

Due to the experiential nature of the Nechi training, we recommend group size to be twenty-five people. However, should your group be of a larger number, you can anticipate doubling costs in the following areas:

<i>Trainer</i>	<i>Planning</i>	<i>Travel</i>
<i>Accommodation</i>	<i>Trainers' Per Diem</i>	<i>Trainee Materials</i>

**Nechi Proposal
for
Community Addictions Training Series**

Nechi believes that the client organization take on certain responsibilities and budgets to contribute to successful training. Below are listed budget considerations and On-site costs:

•	Arrangements and costs for <u>graduation</u> for 2 communities	5000.00
•	Hall rent for the training. Eight (8) workshops at approx. six (6) days per workshop @ \$80.00 per day	3,840
•	Trainees Accommodations @ \$20.00 per week x 20 participants (x 8 modules)	3,200
•	Trainee Meals @ \$25.00 per day for six (6) days x 40 participants x 8 modules	48,000
•	Travel by ground @ \$300.00 per module x 8 modules	2,400
•	Travel by air @ \$185.00 x 20 participants x 8 modules	29,600
•	Trainer's accommodations Community Addictions Training Series 114 nights @ \$55.00 per night	6,270
•	Taxi costs for two (2) trainers eight (8) returns @ \$60.00 per trip	960
•	Arrangements, expenses & activities of an Elder eight (8) workshops x \$200.00 per evening + 8 flights @ \$185.00 per return trip	3,080
•	Other training materials such as flip chart paper, pens, paper, pencils & flow pens	200
*	Due to the possibility of government change in tax policy the total cost may be subject to GST (7% of \$202,986)	14,209
*	Contingency fund for emergencies due to fate happenings such as bad weather increase in airfare etc...	<u>\$4000.00</u>
	TOTAL	\$120,759

(* These items are back-up funds only and is slated to be refunded back to source of funding upon completion of this training cycle.)

Nechi Institute Proposal
for
Community Planning
with
Innu Nation
Sheshatshui, Labrador

page one

A.	TRAINING FEE	\$6,705
D.	TRAVEL	
	Return airfare for two (2) trainers from Edmonton to Goose Bay @ \$966.00 per return trip (* Airfare is subject to airline increases)	1.932
E.	TRAINER PER DIEM	
	Two (2) trainers @ \$50.00 per day x seven (7) days	700
F.	TRAINING MATERIALS	
	(Flip chart paper, pens, paper, pencils, flow pens are the responsibility of the client organization) Resource materials for each workshop @ \$50.00 per person x 40 participants	<u>2,000</u>
	TOTAL	\$11,337
G.	REPORTING AND PAYMENT	
	First payment upon signing of the service contract (25%)	\$2,834
	Second payment upon completion of first module (50%)	5,669
	Final payment upon completion of training (25%)	<u>2,834</u>
	TOTAL	\$11,337

Please note: The signed contract and advance payment must be in receipt of the Nechi Institute two weeks prior to the commencement of any training. The total cost may be subject to GST.

Date Signed

Printed Name

Nechi Institute on Alcohol
and Drug Education

Date Signed

Printed Name

Innu Nation
Sheshatshui, Labrador

**Nechi Institute Proposal
for
Community Planning**

Nechi believes that the client organization take certain responsibilities and budgets to contribute to successful training. Below are listed additional budget considerations and On-site costs:

● Accommodations for trainees @ \$20.00 per week x 20 participants	\$400
● Hall rent for the training One (1) six (6) day workshop @ \$80.00 per day	480
● Travel for trainees @ \$185.00 return x 20 participants + taxi services @ \$300.00 per module	4,000
● Trainer accommodations for two (2) trainers @ \$55.00 per night for six (6) nights	660
● Taxi costs for trainers @ \$60.00 per trip x two (2) trainers	120
● Meals for trainees @ \$25.00/day for six (6) days x 40 participants	6,000
● Arrangements, expenses and activities for a <u>local</u> elder 1 workshop @ \$200.00	200
● Other training materials such as flip chart paper, pens, writing paper, pencils and flow pens	200
* Due to the possibilities of government changes in taxation policy the total cost may be subject to GST (7% \$24,397)	1,708
* Contingency funds due to fate happenings such as bad weather, increase in airfare etc...	<u>1,000</u>
TOTAL	\$,14,768

(* These items are back-up funds only and is slated to be refunded back to source of funding upon completion of this training cycle.)

**ADVANCED COUNSELLOR TRAINING SERIES
WORKSHOP OBJECTIVES**

ONE-TO-ONE COUNSELLING

1. Define one-to-one counselling
2. Use the Awareness Wheel as a tool in one-to-one counselling for:
 - a) clarifying observations and interpretations
 - b) clarifying emotional reaction
 - c) giving feedback and self-disclosing
 - d) problem-solving with the client
3. Name the four sections of the Johari Window and describe their operation in the feedback and disclosure process
4. Describe normal development tasks in the life span of an individual
5. Define:
 - a) transference
 - b) counter-transference
 - c) projection
6. Explore defense mechanisms and describe their function within the counsellor-client dynamic as they prove helpful or unhelpful
7. Define anger as a secondary emotion and name three primary emotions which come before it
8. Draw and name the sections of Maslow's Hierarchy of Human Needs
Describe how Maslow's Hierarchy serves to assess a client's needs
9. Describe five counselling skills from the following:

empathy	genuineness
respect	self-disclosure
warmth	immediacy
concreteness	confrontation
questioning	summarizing
10. Define four terms from a counsellor jargon list
11. Name three symptoms of depression

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FILE/RECORD

**ADVANCED COUNSELLOR TRAINING SERIES
WORKSHOP OBJECTIVES**

FAMILY DYNAMICS

1. Define a family system
2. Name the development task of individuals in a family
3. Name three characteristics of a functional family
4. Describe the roles in a dysfunctional family
5. Define co-dependent.
6. Describe the stages of a life cycle
7. Define a genogram
8. Describe two uses of a genogram
9. Define a family sculpture
10. Describe two uses for a family sculpture

**ADVANCED COUNSELLOR TRAINING SERIES
WORKSHOP OBJECTIVES**

GROUP DYNAMICS

1. Define group dynamics
2. Name three types of groups and describe the purposes of each
3. Name three basic needs of members of a group
4. Describe five factors which make a group work
5. Name three things to do to be a good listener
6. Name three things not to do to be a good listener
7. Name three guidelines for giving good feedback
8. Name three benefits of good feedback
9. Describe three skills required of a group leader
10. Define process and content
11. Name three factors to consider when starting a group
12. Describe four roles of members in groups
13. Describe the five stages in the development of a group
14. Describe what happens in termination/separation
15. Give one example of a high intensity, medium intensity and low intensity intervention

**ADVANCED COUNSELLOR TRAINING SERIES
WORKSHOP OBJECTIVES**

SUICIDE PREVENTION AND COUNSELLING THE GRIEVING PROCESS

1. Define suicide
2. List six symptoms of suicidal behaviour
3. List six signs of high risk and identify which groups are potential high risk
4. Explore the effects of suicide on the family, the agencies and the community
5. Identify and list four local resources for high risk clients
6. Identify and list five elements of a suicide prevention program
7. Identify the behavioral attitudes of the care-giver working with the bereaved
8. Identify and list the five stages of the grieving process
9. Develop peer support groups for suicide survivors
10. Identify survivors' responses to different kinds of death and/or loss
11. Provide the opportunity for participants to work through any unresolved grief of their own
12. Provide the opportunity for participants to practise problem-solving skills

**ADVANCED COUNSELLOR TRAINING SERIES
WORKSHOP OBJECTIVES**

NATIVE CULTURE AND PERSONAL GROWTH

1. To examine traditional Native and contemporary values
2. To explore traditional and values in transition and areas of conflict
3. To explore personal feelings and experiences as a result of the transitions and conflicts and relating them to "identity", who are you?
4. To explore the roots and dynamics of prejudice and discrimination among Native people and between ethnic groups
5. To explore how the issues and material in this workshop applies to back-home work situations

Nechi Institute Proposal
for
Advanced Counsellor Training Series
with
Innu Nation
Sheshatshui, Labrador

Page one

A	TRAINING FEE	\$30,938
D	TRAVEL	
	Return airfare for one (1) trainer from Edmonton to Goose Bay, Labrador for four (4) return trips: \$966.00 return x 4 x 2 + 1 return trip for one trainer @ \$966.00 = (Note: Airfare is subject to airline increases) <i>Transportation from Airport to Training Site is Responsibility of Innu Nation.</i>	8,694
E	TRAINER PER DIEM	
	Two (2) trainers @ \$50.00 per day for 41 days	4,100
F	TRAINING MATERIALS	
	<i>Flip chart paper, pens, paper, pencil, flow pens are the responsibility of the client organization.</i> Resource materials for each workshop: \$50.00 participant for group of 40 =	10,000
	Resource Books: John Bradshaw On The Family @ \$14.00 Family Ties that Bind @ 11.00 Groups, Process and Practice @ 38.00 Hope For Bereaved @ \$16.00 Grief Recovery Handbook @ \$13.00 (Total cost per trainee is \$92.00)	
	Estimated at 40 trainees x \$92.00 =	3,680
	Shipping	<u>200</u>
	TOTAL	\$57,612

Nechi Institute Proposal
for
Advanced Counsellor Training Series
with
Innu Nation
Sheshatshui, Labrador

Page Two

G REPORTING AND PAYMENT

The payment schedule is as follows:

First payment upon signing of the service contract (25%)	\$14,403
Second payment upon completion of the second module (50%)	28,806
Final payment upon completion of the training (25%)	<u>14,403</u>
	\$57,612

The signed contract and advance payment must be in receipt of the Nechi Institute two weeks prior to the commencement of any training.

H ADDITIONAL BUDGET CONSIDERATIONS

Due to the experiential nature of the Nechi training, we recommend group size to be twenty people. However, should your group be of a larger number, you can anticipate increased costs in the following areas:

<i>Trainer</i>	<i>Planning</i>	<i>Travel</i>
<i>Accommodation</i>	<i>Trainers' Per Diem</i>	<i>Trainee Materials</i>

H CONTRACT

The Davis Inlet Community and Nechi Institute agree to the above budget, proposed training, and on train dates.

Date Signed

Printed Name

Nechi Institute on Alcohol
and Drug Education

Date Signed

Printed Name

Innu Nation
Sheshatshui, Labrador

**Nechi Institute Proposal
for
Advanced Counsellor Training Series**

Nechi believes that the client organization take certain responsibilities and budgets to contribute to success training. Below are listed additional budget considerations and On-site costs:

● Accommodations for trainees @ \$20.00/week x 5 weeks x 20 participants	\$2,000
● Hall rent for the training Five (5) six (6) day workshop @ \$80.00 per day + one (1) day for graduation	2,480
● Travel for trainees @ \$185.00 return x 20 participants x 5 modules + taxi services @ \$300.00 per module	20,000
● Trainer accommodations for two (2) trainers @ \$55.00 per night for forty one (41) nights	4,510
● Taxi costs for trainers @ \$60.00/trip x five (5) trips x two (2) trainers	600
● Meals for trainees @ \$25.00/day x forty (40) participants for five (5) seven (7) days modules	35,000
● Arrangements, expenses and activities for a <u>local</u> elder five (5) workshop @ \$200.00/workshop + five (5) return flights @ \$185.00 return	1,925
● Cultural Resource One (1) six (6) day module @ \$450.00/day + two (2) planning days @ \$300.00/day	3,300
● Other training materials such as flip chart paper, pens, writing paper, pencils and flow pens	200
● Arrangements and costs for the graduation for both communities	5,000
* Due to the possibilities of government changes in taxation policy the total cost may be subject to GST (7% \$135,127)	9,459
* Contingency funds due to fate happenings such as bad weather, increase in airfare etc.	<u>2,500</u>
TOTAL	\$86,974

(* These items are back-up funds only and is slated to be refunded back to source of funding upon completion of training cycle.)

**ADULT CHILDREN OF ALCOHOLICS (ACOA)
WORKSHOP OBJECTIVES**

PART ONE: WHERE HAVE WE COME FROM

1. Discuss the history of the adult child of alcoholics movement.
2. Define "adult child of an alcoholic".
3. Define cultural oppression.
4. Name five types of dysfunctional family system.
5. Describe four characteristics of dysfunctional family life.
6. Name four dysfunctional family rules which have impact on adulthood.
7. Name three double messages experienced in a dysfunctional family.
8. Describe four types of alcoholic family systems.
9. Name three alcoholic family factors from childhood which have impact on ACOA behaviour.
10. Name and describe four childhood roles that the ACOA experiences.
11. Describe the impact on adulthood of the childhood roles the ACOA experiences.
12. Name five behaviours displayed by ACOA's.
13. Define co-dependency.
14. Name and describe four symptoms of post-traumatic stress disorders.

PART TWO: RECOVERY, WHERE WE GO FROM HERE

15. Name four recovery tools that ACOA's can use in their healing journey.
16. Name and describe six recovery stages for ACOA's.
17. Describe in your own words what recovery for ACOA's means to you.

FAMILY VIOLENCE - SPOUSAL ABUSE**WORKSHOP OBJECTIVES:**

1. List three historical factors which impacted the lives of Native people.
2. Describe three ways in which these historical factors still affect Native people.
3. Describe three common characteristics of the batterer and the victim.
4. Describe three common theories relating to violence and abuse.
5. Draw and label the CYCLE OF VIOLENCE.
6. Describe three reasons why a woman stays in a violent relationship.
7. Describe the five stages in the battered woman's experience.
8. Name four things a counsellor needs to know when accessing an abusive situation.
9. Describe the Treatment indications for a dually-affected couple.
10. Explore Safety Plans for individuals living in violent situations.
11. Explore the legal implications of remaining in or leaving a violent relationship.
12. Examine Treatment issues for batterers.
13. Explore alternatives for intervention, prevention and treatment at a community level.
14. Explore anger and conflict issues.
15. Describe two ongoing relationship issues which create conflict.
16. Describe three issues for children who live with spousal violence/abuse.

FAMILY VIOLENCE - CHILD MALTREATMENT**WORKSHOP OBJECTIVES:**

1. Identify emotions which are triggered by the subject matter.
2. Name the three main categories of abuse (definitions).
3. Name three symptoms for each category of abuse.
4. Describe the relationship between substance abuse and child abuse in Native communities
5. Provide a legal and clinical definitions of incest.
6. Name and describe the facts in five common myths about incest and child sexual abuse.
7. Name four common characteristics of the victim, the non-offending spouse and the offender in an incestuous family.
8. Describe the four key steps in treating a dually-affected family.
9. Name three basic steps involved with reporting cases of abuse and incest.
10. Name three basic needs of each member of the incestuous family.
11. Name the five stages in Elizabeth Kubler-Ross' Grieving Process and relate them to the losses experienced by the abused child.
12. Describe the link between the Denial Stage in the Grieving process and the Denial Stage in community awareness.

FAMILY VIOLENCE - ABUSE OF THE ELDERLY**WORKSHOP OBJECTIVES:**

1. Define what the term, elder abuse, means to them.
2. Describe the traditional role of and elder within the context of Native culture.
3. Name four categories of elderly abuse within the Native community.
4. Name three symptoms of each category of abuse.
5. Explore their attitudes about aging and the elderly.
6. Name three characteristics of an abused and an abuser.
7. Name three factors which lead to abuse of the elderly.
8. Describe the ways in which grieving issues are linked to depression and/or acting out behaviours in the elderly person.
9. Describe the strengths and weaknesses of the support systems for the caregivers of the elderly which are available in their communities.
10. Identify the resources for dealing with the issues of elderly abuse which are available in their communities.
11. Describe their feelings about working with the abuse of the elderly.
12. Complete a personal assessment of their personal well-being using the four quadrants of the Medicine Wheel.
13. Describe the strengths and weaknesses of their skills level in relationship to their role as a caregiver.

FAMILY VIOLENCE

Community Protocol Planning

This module changes the focus from learning about family violence to "What can we do?" To address the issues of family violence in the community through goal setting, planning strategies and examining community and agency policy.

Workshop Objectives:

1. Identify and define community needs that pertain to family violence.
2. Identification of resources to address community needs.
3. Development of both short term and long term goals of targetted family violence issues.
4. Development of strategies that address targetted family violence issues.
5. Development of community policies that focus on targetted family violence issues.

Nechi Institute Proposal
for
Family Violence
and
Adult Children of Alcoholics
with
Innu Nation
Sheshatshui, Labrador

A	TRAINING FEE	\$40,425
	Adult Children of Alcoholics Family Violence - Spousal Abuse Family Violence - Child Maltreatment Family Violence - Abuse of the Elderly Family Violence - Community Protocol Planning	
C	TRAVEL	
	Return airfare for two trainers from Edmonton to Goose Bay, NFL for five (5) trips: \$966.00 return x 5 =	9,660
D	TRAINER PER DIEM	
	Two (2) trainers @ \$50.00 per day for 41 days	4,100
E	TRAINING MATERIALS	
	(Flip chart paper, pens, pencils, writing paper and flow markers are the responsibility of the client organization) Resource materials for five (5) workshops @ \$50.00 per person x 40 participants	<u>10,000</u>
F	TOTAL	\$64,185

G REPORTING AND PAYMENT

The payment schedule is as follows:

First payment upon signing of the service contract (25%)	16,046
Second payment upon completion of second module (50%)	32,093
Final payment upon completion of the training (25%)	<u>16,046</u>
	\$64,185

The signed contract and advance payment must be in receipt of the Nechi Institute two weeks prior to the commencement of any training.

H CONTRACT

The Innu Nation and Nechi Institute agree to the above budget, proposed training, and on training dates.

Date Signed

Innu Nation
Sheshatshui, Labrador

Date Signed

Nechi Institute On Alcohol
and Drug Education

**Nechi Institute Proposal
for
ACOA & Family Violence**

Nechi believes that the client organization take certain responsibilities and budgets to contribute to successful training. Below are listed additional budget considerations and On-site costs:

④	Accommodations for trainees @ \$20.00/week x 5 weeks x 20 participants	\$2,000
④	Hall rent for the training Five (5) six (6) day workshop @ \$80.00 per day	2,400
④	Travel for trainees @ \$185.00 return x 20 participants x 5 modules + taxi services @ \$300.00 per module	20,000
④	Trainer accommodations for two (2) trainers @ \$55.00 per night for forty one (41) nights	4,510
④	Taxi costs for trainers @ \$60.00/trip x ten (10) trips x two (2) trainers	1,200
④	Meals for trainees @ \$25.00/day x forty (40) participants for five (5) six (6) days modules	30,000
④	Other training materials such as flip chart paper, pens, writing paper, pencils and flow pens	200
④	Arrangements and costs for the graduation for both communities	5,000
④	Arrangements, expenses and activities for a <u>local</u> elder five (5) workshops @ \$200.00 + 5 flights @ \$185 per return trip	1,925
*	Contingency funds due to fate happenings such as bad weather, increase in airfare etc...	2,500
*	Due to the possibilities of government changes in taxation policy the total cost may be subject to GST (7% \$133,920)	<u>9,374</u>
	TOTAL	\$79,109

(* These items are back-up funds only and is slated to be refunded back to source of funding upon completion of this training cycle.)

TRAINING OF TRAINERS DEVELOPMENT GOAL AND OBJECTIVES

GOAL: Participants will develop the knowledge, skills and attitudes needed to effectively design and lead training activities in Native organizations and communities.

OBJECTIVES:

Student trainers will be able to:

- build and maintain a learning environment.
- conduct a learning needs assessment for adult learners.
- write learning goals, general objectives and experiential learning objectives utilizing needs assessment data.
- design learning activities which integrate all the elements of the training design process: time, content, methods, materials and evaluation.
- select, design and re-design appropriate methods for experiential exercises.
- identify and organize training resources (i.e. resource people, audio visuals, handouts) to enhance learning activities.
- utilize feedback and other communication techniques to enhance learning experiences.
- prepare and deliver lecturettes for adult learners.
- prepare personal and professional growth and development plans based on trainer competencies.
- integrate cultural values and traditions into adult learning programs.

Nechl Institute Proposal
for
Training of Trainers Development
with
Innu Nation
Sheshatshui, Labrador

Page One

A	TRAINING	26,820
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We recommend the training be undertaken in 2 ten-day modules

C	TRAVEL	
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Return airfare for two (2) trainers from Edmonton to
Goose Bay, Labrador for two (2) trips x 2 trainers:
\$966.00 return x 2 x 2 =
(subject to airfare increases)

4,104

D	TRAINER PER DIEM	
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Two (2) trainers @ \$50.00 per day for 29 days

2,900

TOTAL

\$33,824

¹ Subject to changes in airfare.

Nechi Institute Proposal
for
Training of Trainers Development
with
Innu Nation
Sheshatshui, Labrador

Page Two

E REPORTING AND PAYMENT

The payment schedule is as follows:

First payment upon signing of the service contract (50%)	16,912
Final payment upon completion of the training (50%)	<u>16,912</u>
	\$33,824

Please note: The signed contract and advance payment must be in receipt of the Nechi Institute two weeks prior to the commencement of any training. The total cost may be subject to GST.

F ADDITIONAL BUDGET CONSIDERATIONS

Due to the experiential nature of the Nechi training, we recommend group size to be ten people. However, should your group be of a larger number, you can anticipate increasing costs in the following areas:

<i>Trainer</i>	<i>Planning</i>	<i>Travel</i>
<i>Accommodation</i>	<i>Trainers' Per Diem</i>	<i>Trainee Materials</i>

G CONTRACT

The Davis Inlet Community and Nechi Institute agree to the above budget, proposed training, and on training dates.

Date Signed

Innu Nation
Goose Bay, Labrador

Date Signed

Nechi Institute On Alcohol
and Drug Education

**Nechl Institute Proposal
for
Training of Training Series**

Nechl believes that the client organization take certain responsibilities and budgets to contribute to successful training. Below are listed additional budget considerations and On-site costs:

•	Accommodations for trainees @ \$20.00/week x 4 weeks x 20 participants	\$1,600
•	Hall rent for the training @ \$80.00 per day for twenty one (21) days	1,680
•	Travel for trainees @ \$185.00 return x 10 participants x 2 modules + taxi services @ \$150.00 per module	4,000
•	Trainer accommodations for two (2) trainers @ \$55.00 per night for twenty nine (29) nights	3,190
•	Taxi costs for trainers @ \$60.00/trip x two (2) trips x two (2) trainers	240
•	Meals for trainees @ \$25.00/day x forty (40) participants for five (5) six (6) days modules	30,000
•	Arrangements, expenses and activities for a <u>local</u> elder two (2) workshops @ \$200.00/workshop + two (2) return flights @ \$185.00	770
•	Other training materials such as flip chart paper, pens, writing paper, pencils and flow pens	80
•	Arrangements and costs for the graduation for both communities	5,000
*	Due to the possibilities of government changes in taxation policy the total cost may be subject to GST (7% \$82,384)	5,769
*	Contingency funds due to fate happenings such as bad weather, increase in airfare etc...	<u>2,000</u>
	TOTAL	\$54,329

Nechi Institute Proposal

Training Coordinator Position Description

Under the direction of Innu Nation, Shershatshui, Labrador the Training Coordinator will perform the following duties.

TRAINING

- As per attached "Workshop Check List." Perform all duties as required.
- Plan, coordinate and implement the community based training activities of Nechi and especially the specific assigned projects from training.
- Ascertain the appropriate materials and equipment for each project and/or workshop as per checklist.

REPORTING

- Report to Innu Nation any concerns regarding position implementation and copy to Nechi any communications.
- Specify as it applies to training, concerns regarding policy and procedures, ground rules, trainees, incidents, intervention and emergencies.
- Complete a written report with trainer on the completion of each training set and include Trainer reports with submissions.
- Maintain and submit bi-monthly timesheets to Innu Nation.
- Notify Innu Nation of any absence and time off.
- Complete monthly calendar forms and submit to Innu Nation at least one month in advance as training schedule is updated and likewise for projects.
- Prepare a bedlist prior to training set with one copy of such to Coordinator, one copy to front desk and final copy to be posted.
- In case of a trainee breaching a ground rule, the Training Coordinator must contact the Nechi Trainer, Innu Nation Management, and Chief or Counsellor from the trainees home community prior to terminating the trainee. Termination will be in consultation with the preceding respective bodies.

COMMUNITY COORDINATING

- Ensure a cultural resource is employed at least one day prior to the training commencement.
- Coordinate a daily schedule with Nechi Trainers to meet individual needs of trainees as a group. ie. Non resident trainees who have child care arrangements.
- Initiate group discussion in both communities with regard to community-based treatment programs such as:
 - * Community based treatment and aftercare programs
 - * Community based prevention program and/or initiate support groups such as: AA, Al-A-Non, Ala-teen, Gamblers Anonymous, and Over Eaters Anonymous as community needs dictate.
 - * Coordinator will attend all training sessions to ensure trainees have skills to implement at a community level.
 - * Coordinator agrees to a two year commitment.

Workshop Check List

Task	Time Frame	Initial
Cheque Requisitions (for consultants)	2 Weeks Prior To Workshop	
Travel Arrangements (staff/consultants)	2 Weeks Prior To Workshop	
Bed Assignments	Wednesday Prior To Workshop	✓
Food Service Bookings	Wednesday Prior To Workshop	
Kitchen List	Wednesday Prior To Workshop	
Attendance List	Wednesday Prior To Workshop	
Linen	Friday Prior Workshop	
Handouts	Week Prior To Workshop	
Written Assessments **	Week Prior To Workshop	
Trainee Self Evaluations **	Week Prior To Workshop	
Workshop/Trainer Evaluations **	Week Prior To Workshop	
Learning Contracts **	Week Prior To Workshop	
Setup Workshop Supplies (Pens, papers Sweetgrass, Matches, Chart Paper, Tobacco)	Requisition one week prior to workshop setup training room day of workshop	
Give Attendance List To Secretary	End Of First Day	
Give Kitchen List to Kitchen	By 9:30 Each Morning Of Workshop	
Clean Up Training Area	End Of Each Day Of Workshop	
Monitor Trainees During Break	Each Day Of Workshop	
Move Trainees Out of Rooms for cleaning Staff	Last Morning Of Workshop	
Assemble Laundry for pickup	Last Morning Of Workshop	
Complete Workshop Report/with Trainer	5 Days After Completion Of Workshop	
Correct Assessments (have copies made)	5 Days After Completion Of Workshop	
Submit completed Report	5 Days After Completion Of Workshop	

Workshop Name: _____

Site: _____

Date: _____

Co Ordinator: _____

Trainers: _____

Resource: _____

Secretary: _____

All Materials Marked By ** Are to be included in the final Workshop Report
 ** Check List To Be Included Also **

Nechi Institute Proposal
For
Training Coordinator
To be employed by Innu Nation

Nechi Believes the client organization will assume responsibilities and budgets to contribute to successful training and that this training will be implemented at the Community level. Basic costs are:

TRAINING COORDINATOR SALARY

\$30,000.00 per year for two (2) years =	\$60,000
+ 15% benefits	9,000

PER DIEM

Four (4) days per month @ \$40.00/day for twenty four (24) months	3,840
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AIRFARE

One (1) return flight per month @ \$185.00 return for twenty four (24) months	4,440
+ One (1) return flight per year @ \$966.00 return for two (2) years	1,932

GROUND FARE

Twenty four (24) months @ \$200.00/month	4,800
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ADMINISTRATION COSTS

Office supplies, fax, telephone: @ \$500.00/month x twenty four (24) months	<u>12,000</u>
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TOTAL	<u>\$96,012</u>
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(* John Graham will work as a co-trainer & will act as a consultant to the process for the first year of the project*)

Rich in Davis
Inlet: 'I was a nasty
person, a bad person, and
I guess I've tried
to make up for how
I lived'

CHIEF KATIE RICH IS BATTLING TO FREE THE DAVIS INLET INNU FROM A NUMBING CYCLE OF ADDICTION, VIOLENCE AND SUICIDE

SPECIAL REPORT

BY JOHN DeMONT

Even now, decades later, the memories return to her like the fragments of a long-ago dream: the crunch of snow beneath the dog sled, the eternal silence of the landscape that stretched as far as the young Innu girl could see. Katie Rich remembers the fragrance of the tree boughs laid on the tent floor, the welcoming heat radiating from the small portable stove where her family cooked their meals, the voices of her mother and the other women as they told the old tales of *tshakapesh* (man in the moon) and *kueuatsheu* (wolverine) in their tent after dinner each evening. These are the best memories for Katie Rich: the hard, good life her family once lived on the Labrador Barrens.



Then, there is the reality of Davis Inlet, her home for the past 26 years. Tonight, it is five children out on the snow-covered ice, rambling in their Innu tongue and reeking with the smell of the gasoline fumes they had inhaled. The oldest is 9, the youngest five years old. But if anything, their colorful stocking caps, boots and snowsuits make them look even younger as a social worker and two Innu teens bundle them into the makeshift clinic in Davis Inlet. They are coherent and in good spirits by the time Rich, the solemn-looking chief of the immensely troubled community, arrives. She stays anyway, serving glasses of water and ketchup-slathered hotdogs to the children. By now, she has seen the awful ritual repeated countless times in her community, where the fumes of a gasoline tank are the refuge from the pain of life. But this scene, on a bitter December night, left her reeling. "What can we do to stop this?" she asked wearily. "It just breaks your heart to see this happening to our children."

Her voice was characteristically calm—but there was no mistaking the anger, frustration and grief behind the words. All her life she has lived with the appalling horror of her people, the Mushuau Innu, who are the descendants of nomadic hunters. The Innu now wallow in poverty and neglect on a tiny island off Labrador's northeast coast where, they insist, they were tricked into settling. Davis Inlet, in fact, stands as the bleakest possible demonstration of what happens when aboriginal and white cultures collide head on. By anyone's definition, the community of 500 is a frozen hell on earth where drug abuse, alcoholism, sexual abuse of children, suicide and domestic violence run unchecked.

Its future, if it depends upon any single person, hangs on Rich's shoulders. The burden is immense: in November, she resigned as chief under pressure from her family and out of frustration with intractable gov-

ernments in Ottawa and St. John's, Nfld. Even she was surprised by the outpouring of support from across the country that followed. But the ultimate decision to stay on to lead the stricken community was rooted in something deeper than ego or obligation. "I was a nasty person, a bad person," she told *Maclean's*, "and I guess I've tried to make up for how I lived." She—like Davis Inlet—is searching for redemption.

By mid-morning that same day, the walls were already closing in on Rich. She had much to ponder as she sat in her sparsely furnished office decorated with children's drawings and a hand-written "Chief" sign taped to the door. For one thing, there was the persistent rumor that Ottawa wanted to move her settlement to a location near Schefferville, an almost deserted Quebec town 300 km to the southwest, instead of to the site on the Labrador mainland that they want. The previous night, another gang of teenagers was caught in the woods inhaling gasoline and talking of suicide. To top it off, only minutes earlier, her

husband, Roland Dicker, who does not support the leadership role she plays in the community, confronted a *Maclean's* photographer taking her picture. Her place, Dicker angrily told her as the couple relived an old argument, was at home with her four children, aged 10 months to nine years.

It was, in most ways, a typical day. Rich, 33, reacts to both good news and bad with sphinx-like detachment. But when something strikes her as funny, her merry eyes dance and she laughs easily. "I don't have time to let emotions get in the way of what I'm trying to achieve here," she explained, puffing on the latest of many Belvedere cigarettes. And what she and the other Innu leaders in Davis Inlet are trying to achieve is nothing short of a miracle.

She seems an unlikely savior, sitting in her hooded parka, sweatshirt and snowboots. She is a short, squarely built woman with shoulder-length dark hair parted in the middle. Although she didn't speak a word of English until she was 13, Rich is known throughout Canada mainly as her band's thoughtful, articulate spokesman. But she also calls shots from behind the scenes, where she has emerged as a tough negotiator with the various levels of government.

The jurisdictional lines are sometimes confusing. The province funds a host of services in Davis Inlet, including schools, a health clinic and general store. At the same time, under a five-year, federal-provincial agreement signed in 1991, Ottawa pays 90 per cent of a \$19.5-million program that covers budgetary shortfalls and water and sewer systems in both Davis Inlet and Sheshatshiu, a settlement about 400 km to the south, where Labrador's remaining 800 Innu live. Last February, the band laid out a seven-point action plan for governments' role in their renewal. While some of their demands—such as self-government—were sweeping, others were specific. Last year alone, the federal government has responded by pouring \$7.8 million into, among other things, new housing and drug and alcohol counselling. Still, most of the Innus' core demands have gone unheeded—including relocation to the mainland Labrador site of Sango Bay, 11 km to the west, which provides better opportunities for hunting and the water and sewage systems that Davis Inlet sorely lacks.

Newfoundland Premier Clyde Wells maintains that other possible sites have to be considered before a final decision is made. And last week, Canada's new Indian affairs minister, Ron Irwin, appeared noncommittal about funding a move to Sango Bay, which he estimated would cost about \$80 million—even though Rich maintains that he had given her a verbal promise to do just that once money is found. "If I could write a

cheque myself, I would do it tomorrow," Irwin told *Maclean's*. "But I want to go in there and see the total component" (page 26).

Now, instead of being merely defeated, the Davis Inlet band is angry. And no one better epitomizes this militant new mood than Rich, a woman who normally exudes a Zen-like calm. It was she, after all, who orchestrated a tense confrontation last month between band members and RCMP officers and a judge who had handed down several court sentences that the Innu viewed as excessive. Six youths escaped in the commotion after Rich and other band members stormed into court and handed Judge Robert Hyslop a letter ordering him out of the community. Later that day, six Innu men convicted of crimes escaped after an RCMP four-wheel-drive vehicle was upended and 150 Innu youths surrounded a cabin sheltering the judge and his officials. Last week, after a rash of vandalism in the community, the RCMP returned at Rich's request to take the 12 men into custody.

It was also Rich who expressed anger and disappointment after

PHOTOGRAPHY BY PETER SIBBALD

MACLEAN'S/JANUARY 17, 1994 21

SPECIAL REPORT

learning in late December that Wells refused to reopen negotiations with the Innu, and that Irwin had postponed a fact-finding mission to the community until February in response to the unrest. "We are tired of having the decisions which affect our lives made in St. John's or Ottawa," she says. "We have to be free to make our own decisions, even if it means making mistakes."

Then again, it is hard to imagine anything being more of a mistake than Davis Inlet. The tiny string of buildings looks its best in winter—a fortunate fact for a place where temperatures dip as low as -40° C and rarely top 20° C. Warm weather turns the soil to muck and defrosts the piles of garbage and human waste outside the small, sparsely furnished homes where as many as a dozen people live without sewage systems or running water. Even when snow covers the ground, there is an apocalyptic feel to the settlement, where packs of wild dogs root for food behind the single store and solitary snack bar, and snowmobiles, the only mode of winter transportation, roar across the landscape like giant, angry insects.

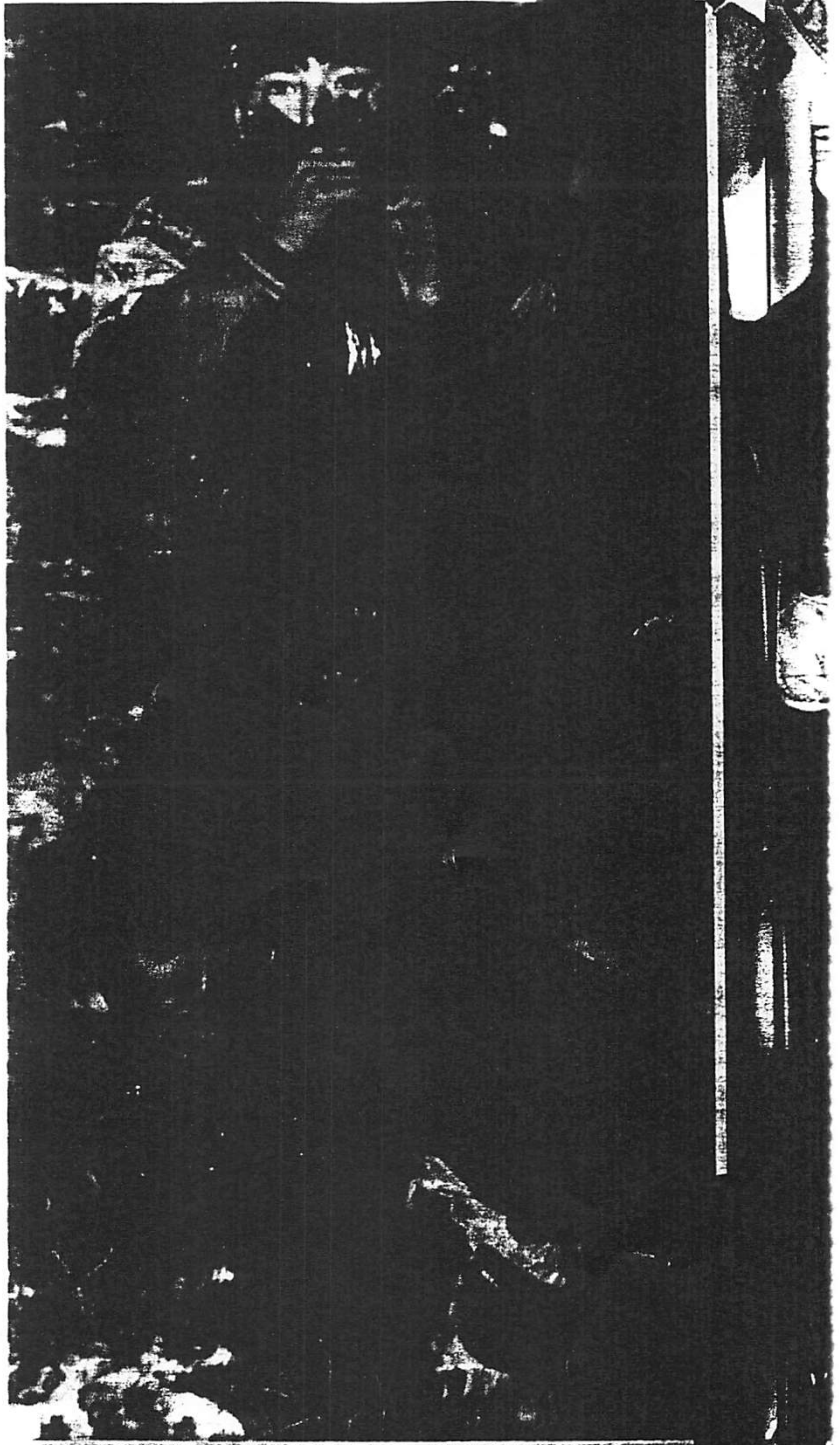
Davis Inlet burst onto the world's consciousness last January when six gasoline-sniffing children were pulled from an unheated shack on a frigid night, screaming that they wanted to die. The army of reporters who descended on the settlement told of a place where the sense of hopelessness is so profound that many young people see death as the only alternative. Now, most of the reporters have moved on to other stories, but conditions are no better. "We still live like animals," explains George Rich, 31, a huskily built vice-president of the Innu Nation. "Nothing has changed."

If anything, the sense of despair is even deeper among the young, most of whom do not work or attend school. Consider the mounting list of snowmobile thefts and break-ins. Or the stoned and drunken teens who sometimes roam the streets carrying rifles and threatening to kill themselves. Perhaps the most telling examples of the overwhelming nature of the problem are the 17 local teenagers who travelled last February at Ottawa's expense to Poundmaker's Lodge, a rehabilitation clinic near Edmonton that is run by natives for natives, to break their addiction to gasoline fumes. "Most of them are all sniffing again," reports Bob Piwas, 30, a member of the settlement's four-person Innu police force. But, he says, a relapse is not surprising in a community where 40 young people have been identified as chronic gasoline users. On new year's weekend, some of the same children, high on gasoline, broke into an RCMP cabin and a school where they caused minor damage before police arrived.

In truth, hardly a day goes by when the badly overworked force does not catch someone sniffing gasoline or some other brain-cell-killing solvent from pieces of garbage bags in the woods around the settlement, or on the surrounding frozen ice. It is a practice growing in popularity among young Innu for its hallucinogenic qualities. On one particularly grim night recently, a group of teens barricaded themselves in a "safe house" set up for counselling substance abusers and began inhaling a mixture of gasoline and cleaning compounds before staff members broke into the room.

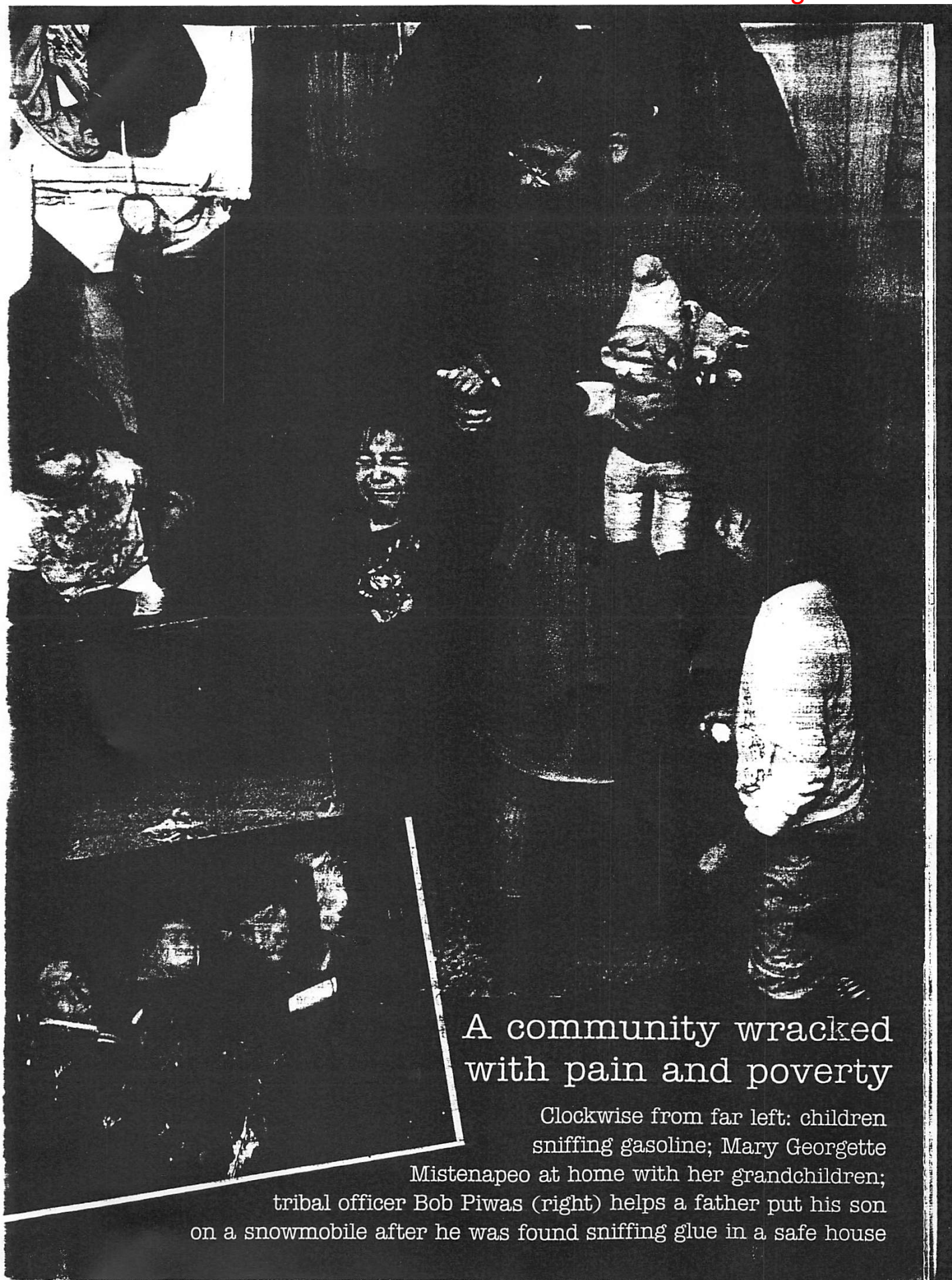
It gets worse. For most people, alcohol—whether homebrew or liquor and beer brought in by air from the mainland—is still the largest problem. Most of the area's crimes are linked to alcohol use, including more than 50 deaths since 1973. But the most wrenching sign of the bleakness of life in Davis Inlet is the shocking number of those who try to kill themselves: since February, 1991, there have been 109 suicide attempts in a settlement of only 500 people, although just two were successful.

Who can really blame the young, in particular, from being dispirited? Many were sexually assaulted or beaten by family members, while others grew up being neglected by alcoholic parents. At best, the youths feel that all they can look forward to is the same awful existence as their



parents. "I don't see much to be hopeful about," declared Gabriel Rich, an 18-year-old who has contemplated suicide. "Why bother setting any goals? Alcohol will always get in the way."

Katie Rich can sympathize with that sense of hopelessness. She was born in North West River, a settlement 200 km south of Old Davis Inlet, the site of a Roman Catholic mission and general store where her Innu band lived in tents during the warmer months. But during the seven months of winter, they roamed the Barrens near the Sango River. Like their ancestors for the past 6,000 years, Rich's



A community wracked with pain and poverty

Clockwise from far left: children sniffing gasoline; Mary Georgette Mistenapeo at home with her grandchildren; tribal officer Bob Piwas (right) helps a father put his son on a snowmobile after he was found sniffing glue in a safe house

SPECIAL REP

family seldom stayed more than a few nights at a single campsite. Life was hard: outbreaks of tuberculosis were common and starvation threatened when the caribou herds suddenly disappeared. All the same, Rich's memories of the period are overwhelmingly positive. "Our home was the land and we were happy," she recalls. "There were no social problems, no problems whatsoever." That was before 1967, when they joined hundreds of other Innu from the area and moved to Davis Inlet, which the native people call Utshimassits—literally "the Bosses' Place." Then, everything changed.

The decision was made on April 8, 1965, when 21 of 30 Innu families from Old Davis Inlet voted to move to a site three kilometres to the north rather than a location further inland. The Innu now claim that they were manipulated at the time. The chief villains of the piece, from their point of view, were the officials of the Newfoundland government who, they say, promised heated houses and running water and sewage systems in the new community on tiny Iluikoyak Island—a commitment that St. John's denies having made. But they also blame the Catholic Church for bringing its influence to bear on the vote. Equally persuasive was Katie's grandfather, Chief Joe Rich, a man now reviled by many Innu as a traitor who sold out his people. "I think about him often," his granddaughter explained. "He wasn't a bad man, just too trusting of the priest and the people the province sent."

What happened to her family is no different from the experience of virtually every other Innu who moved to Davis Inlet. The water and sewage systems never came. Moreover, her parents, Philip and Monique Rich, lost their bearings: unable to go into The Country, as they call the Barrens of Labrador, to hunt for long months of the year, they found themselves without a sense of purpose. Eventually, they stopped going hunting at all. All the time, their drinking got worse. Often they rose at 4 or 5 a.m. to begin the new day's round of visits to the houses of their drinking buddies. When they finally returned home to their four sons and two daughters, the violence was of such a scale that Katie, their eldest daughter, still cannot speak about it without tears welling in her eyes.

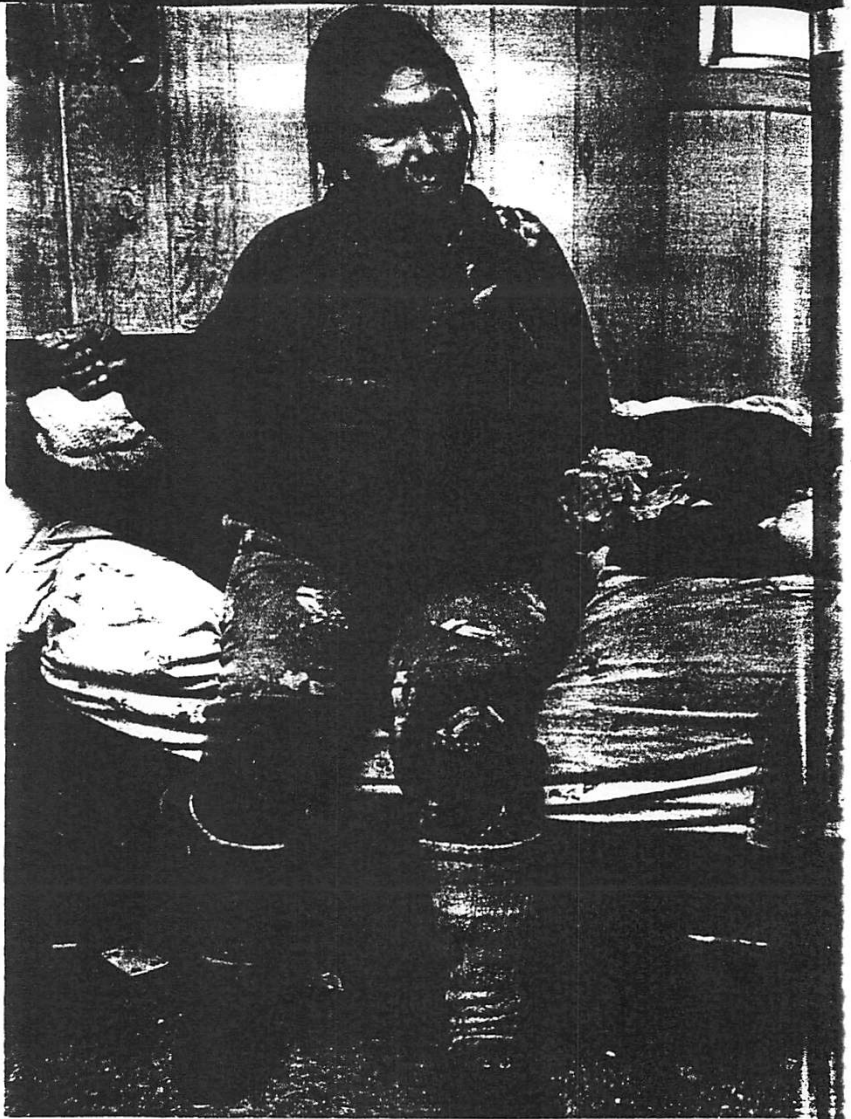
The experience left her defeated and ashamed. "I thought that maybe it was normal to live in these terrible conditions," she recalled. "Maybe we didn't deserve better." The easiest way to escape the pain was to jump aboard the same brutal cycle. She drank heavily: homebrew, beer, whisky. Twice, she even sniffed gasoline.

She tried to break away by attending high school at church missions in Corner Brook and St. John's and by studying for a year in the arts program at Memorial University of Newfoundland, also in the provincial capital. But making the transition to white cities was simply too jarring. In 1980, she returned to Davis Inlet and settled into the same pattern of alcohol abuse and violence as her parents.

Then, one day a decade ago, came the epiphany that changed her life. A hard-drinking couple she knew asked her to carry some groceries over to their house. Inside the frigid building, Rich found several children huddled around a stove that had gone dead because there was no wood to fuel the fire. "It shocked me," she recalled. "I remember thinking that things have to change around here. We need to do something for these children."

In 1983, she took her last drink. And she started paying more attention to her own young offspring. That same year, she began to play a larger role in the community when she became vice-president of the Labrador Native Women's Association. In 1988, she took a job as executive assistant to the chief of the Innu band. Four years later, when the chief's post fell vacant, friends and supporters urged Rich to run.

She had her doubts: for one thing, the band had never elected a female chief. Another potential problem was that her husband, Dicker, a school maintenance worker, is white and might be distrusted by the Innu. Then, there was the matter of her checkered past, which she feared would prevent people in the community from taking her seriously. Yet

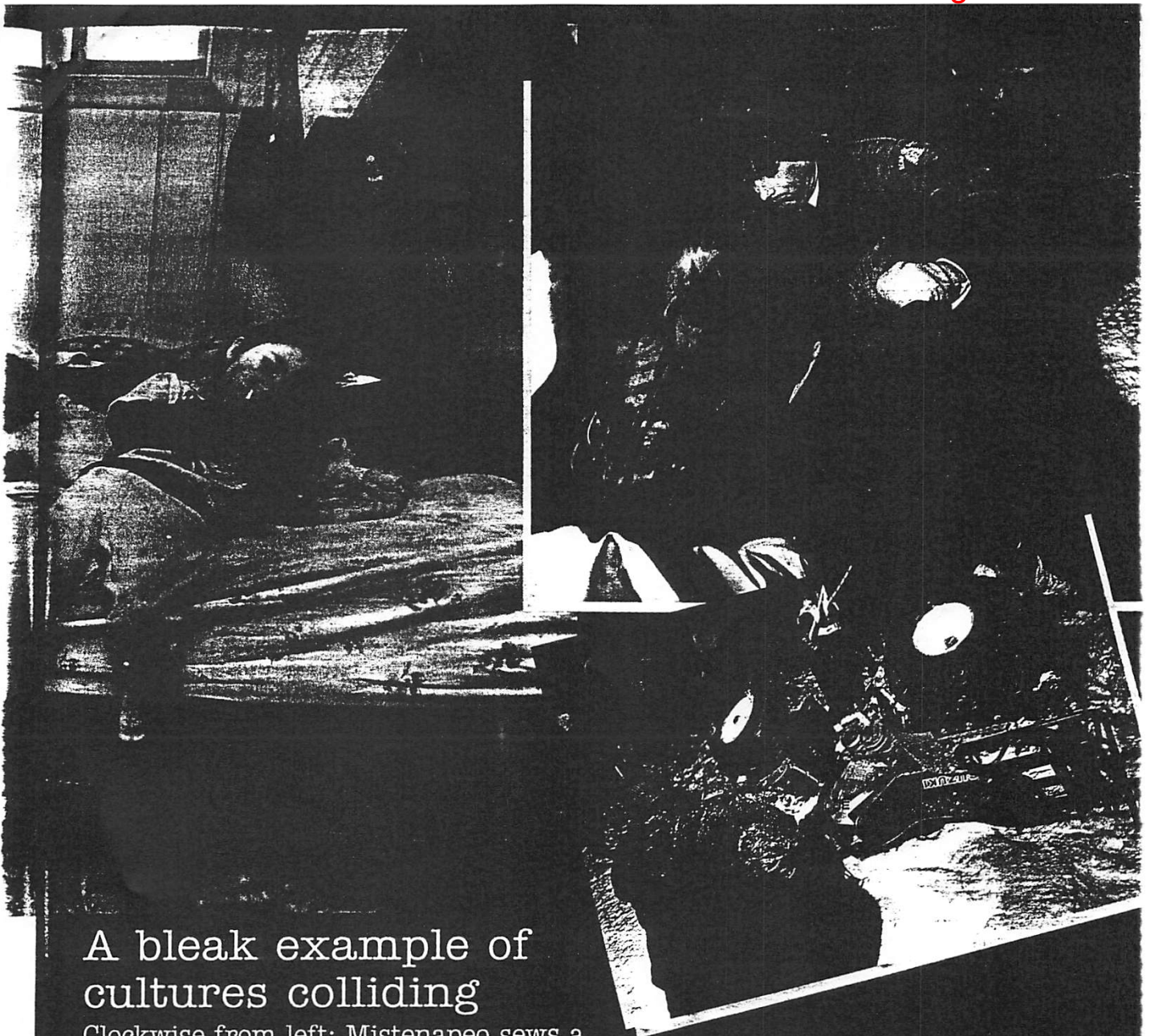


what outweighed those concerns, in her mind, was a chance to have a real impact on her community. On April 1, 1992, the people of Davis Inlet voted overwhelmingly to give her that opportunity.

It is just past noon on an overcast day as Rich trudges across the hard-packed snow with her blue parka zippered shut against the cold. She smiles at a knot of laughing schoolchildren, and greets a pair of adults who speed past on a snowmobile. Her first term as chief ends on March 1, and any doubts about her leadership abilities have long since disappeared. "Katie has done a great job of presenting our issues to the outside world," says Prote Poker, her predecessor as chief.

The question is: who is listening? Not, it seems, the governments. The native healing centre that the Innu have requested is no closer to reality. Ottawa and Newfoundland's 1991 promise to spend \$4 million on a water and sewage system and a new health clinic is on hold as the settlement's future location is debated. Most of all, the two governments are still reserving judgment on the band's demand for a new home and a new lease on life. Twenty tents sit empty at Sango Bay, their preferred mainland site. It has plenty of drinking water and abundant fishing. It is also near the caribou hunting trails that were the Innu's lifeblood for centuries, and from which they are now cut off for much of the year until the ocean surrounding Iluikoyak Island freezes to allow crossing by snowmobile.

Governments, however, have their concerns. "For heaven's sake, just take a look at history," Wells told *Maclean's*. "Sango Bay is as isolated as Davis Inlet and offers no more economic opportunities. I have concerns about the ability of the people of Davis Inlet to have a better future if they move there." All the same, Wells says the province would not stand in Ottawa's way if it decided on Sango



A bleak example of cultures colliding

Clockwise from left: Mistenapeo sews a moccasin while her granddaughter looks on; the police and Innu clash after villagers chase court staff out of town; Innus overturn a police four-wheeler

Bay—even though St. John's would not help to fund the relocation.

So how, in the face of all of this evidence to the contrary, can Katie Rich honestly say that she is hopeful about the future? "Davis Inlet has hit rock bottom and has begun to heal," she declares firmly. "We're starting to take back control of our own lives." In fact, she can point to the exact turning point—the terrible night in February, 1992, when six young children died in a house fire while their parents were out drinking.

The tragedy shook the community. Since then, the rate of alcoholism among adults has fallen from as high as 90 per cent to as low as 10 per cent by some estimates. Equally important, the Davis Inlet Innu for the first time have examined what happened to bring them to this awful state, and why. Their inquiry was a cathartic experience.

During the hearings, person after person gave voice to the betrayal they felt at the hands of the Newfoundland government that they say moved them under false pretenses. They spoke of the lack of self-esteem fostered by the Roman Catholic missionaries who told them that

their old beliefs and ceremonies were heathen. They told of the anguish and confusion they felt living with a foot in both the white and native cultures, but not really being part of either.

When the painful self-examination was complete, many adults discovered something they never knew existed—a sense of pride. "The children are starting to feel it, too," says one teacher at Nukun Mani Shan School, Davis Inlet's only school, a kindergarten to Grade 12 facility housed in a modern, computer-equipped building. "For the first time ever, they are starting to speak of themselves proudly as Innu." And with that newfound self-esteem has come the growing realization that ultimately only the Innu can save themselves.

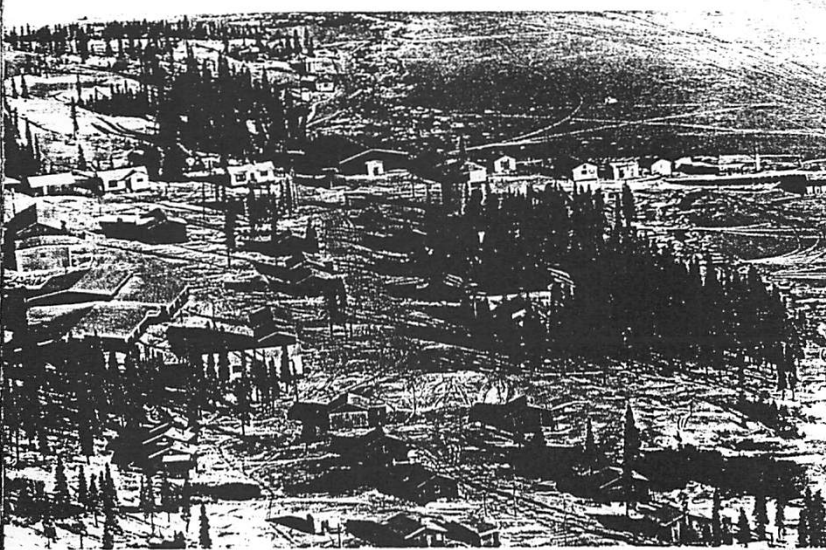
Few people understand this better than 24-year-old Gregory Rich, the father of the six children who died in that tragic 1992 fire. Now a recovering alcoholic, he is one of 17 Davis Inlet residents being trained as counsellors to deal with substance-abuse problems. "Like all of these kids, I grew up thinking that I and all Innu were worth-

SPECIAL REPORT

less," he says. "It makes a difference knowing we are as good as anyone."

For Simeon Tshakapesh, the discovery also came as a revelation. He started sniffing gasoline at 11 and turned to the bottle at 16—the same year that both of his parents committed suicide while under the influence of alcohol. But three years ago, he went on the wagon after almost stepping on his infant daughter during a drunken domestic squabble. Now 26, Tshakapesh says he attends Alcoholics Anonymous meetings and heads up the four-member Davis Inlet native police force. "It is up to the people," he explains. "The insanity of alcohol and substance abuse we are living is a cycle which is very hard to break. But once it is broken, we will see a lot of change."

Back in the wooden Innu band building, Rich confers with co-workers. After bumming a cigarette, she walks slowly back into her office. She is, she confesses, tired: tired of watching children kill themselves, tired of arguing fruitlessly with governments, tired of the nightly fights with her partner Roland, tired of work days that never seem to end, tired of spending 15 days a month on the road away from her children. "I never thought I would be in a position where I would be responsible for a whole community," she says. "I never thought I would be a leader."



The village of Davis Inlet: warmer weather turns the soil to muck and defrosts the piles of garbage and human waste outside the small homes

Many nights, it is simply too much. Then, before going to bed, she weeps in despair over her inability to make more headway against the overwhelming problems facing her people. Her family wants her to quit; she herself has not made up her mind whether to run for a second term as chief.

But, seated at her desk, her spirits seem to soar as she considers people like Gregory Rich and Simeon Tshakapesh—and when she thinks of the increasing number of young and adult Innu who are going back into The Country, for months at a time, to hunt and live like their parents before them. "We can never go back to being what our parents were," she explains. "But unless we begin to recover our Innu culture, we will never know who we are." She, after all, can still remember what life was like on the Barrens, when her people lived in harmony with the harsh land that had always sustained them, and that is now, perhaps, their last, best hope for renewal. Do those days seem like a long time ago? "An eternity," she says, her voice dropping almost to a whisper. □



'We have hundreds of Davis Inlets'

Davis Inlet has become a symbol of all that is wrong with the way Canada's natives are governed. But Indian Affairs and Northern Development Minister Ron Irwin says he cannot allow himself to be hypnotized by symbols. His department, with a budget of \$4.7 billion, is responsible for 604 reserves across the country—plus scores of Inuit communities dotted throughout the North. While Irwin acknowledges that the problems of Davis Inlet are real and pressing, it is not the only troubled place in his domain. "We have hundreds of Davis Inlets in Canada," he told *Maclean's* last week. To solve the big problem at Davis Inlet would take money—about \$80 million to move the community from a small island off the Labrador coast to a less isolated spot on the mainland. Irwin says he has no objections in principle to the demand by the Davis Inlet Innu to move to the mainland—but there simply is no money available. "I've made it clear that there's no \$80 million set aside to make the move," he insists. "If I could write a cheque tomorrow, I would do it, but I don't have that power."

Irwin, 57, was a surprise choice for the Indian affairs portfolio, although few were surprised that someone who once said he would consider donating his right arm to help Jean Chrétien defeat John Turner in the 1984 Liberal leadership contest would get a seat at the new Prime Minister's cabinet table. Conventional wisdom gave the job to Ethel Blondin-Andrew, a Dene Indian from Fort Norman, N.W.T., who settled for lesser cabinet rank as junior minister for training and youth. But Irwin, a former mayor of Sault Ste. Marie, Ont., says he did not come to the task blind. As a lawyer in the Sault, he worked as general counsel to two local Indian bands and to the Ontario Métis Council. "I came into the ministry as sort of a sleeper," he says. Still, Ovide Mercredi, national chief of the Assembly of First Nations, complained after Irwin's appointment that the new minister is an unknown. "To put someone there who doesn't understand our issues means we have to train him," said Mercredi.

Irwin is a burly, plain-speaking man who served one term as an MP from 1980 to 1984, working with Chrétien as a parliamentary secretary during constitutional negotiations. Defeated in 1984, he returned to politics last year with a victory in his Sault riding. He would have preferred to learn his new responsibilities away from the glare of publicity. "I've tried to low-profile these things," he says. "I just want to sit down quietly and try and solve these problems."

Things did not turn out that way: just as Irwin was about to make an initial visit to Davis Inlet on Dec. 20 to learn its problems firsthand, natives ordered RCMP officers and a judge out of the settlement. Irwin postponed his visit to February, arguing that he would give tacit blessing to the small revolt. "It sends the wrong message that confrontation works if I had gone in there," he says. Irwin then found himself in a spat with Davis Inlet Chief Katie Rich, who last week accused the minister of reneging on a pledge he made to her in a telephone call to approve the move—an assertion Irwin denies. Irwin says the dispute has not changed his opinion that Rich is doing able work under trying circumstances. "I am very sympathetic to her," he says. "I have a lot of respect for what she's doing." But Irwin adds, Rich must understand the financial pressures that the government faces.

Irwin says that while there may be no money to fix the big problem at Davis Inlet, there is no excuse to leave smaller problems unresolved. He wants to look at how the justice system works, education, health, skills training and other issues. It is an approach that he says prevents him from being overwhelmed by the problems confronting native people. "Just because it's difficult, we can't just ignore it," he says. "We can no longer be the mea culpa ministry. We have to go out there and solve the problems that First Nations have." Irwin's upcoming visit to Davis Inlet will put that policy to an early and critical test.

WARREN CARAGATA in Ottawa

GOVERNMENT OF NEWFOUNDLAND
AND LABRADOR
TRANSMITTAL SLIP

Date

Aug. 30/93

TO:

Ms. E. Crauford

FROM:

GWN Skinner

- | | |
|---|--|
| ☐ PLEASE NOTE AND FILE | ☐ PLEASE PREPARE REPLY FOR MY SIGNATURE |
| ☐ FOR OBSERVATION AND RETURN | ☐ PLEASE TAKE APPROPRIATE ACTION |
| ☐ PLEASE NOTE AND RETURN TO ME | ☐ AS PER YOUR REQUEST |
| ☐ FOR ASSESSMENT AND REPORT | ☐ FOR YOUR SIGNATURE |
| ☐ PLEASE SEE ME ABOUT THIS | ☒ FOR YOUR INFORMATION AND RETENTION |
| ☐ PLEASE ANSWER | ☐ FOR INFORMATION AND RETURN |
| ☐ FOR YOUR APPROVAL | ☐ PLEASE INVESTIGATE AND REPORT TO ME |
| ☐ FOR YOUR INSTRUCTIONS | |

COMMENTS

Bill Crauford

GOVERNMENT OF NEWFOUNDLAND
AND LABRADOR
TRANSMITTAL SLIP

Aug 29.93
Date

TO: *Wanda*

FROM: *Noel*

- | | |
|---|--|
| ☐ PLEASE NOTE AND FILE | ☐ PLEASE PREPARE REPLY FOR MY SIGNATURE |
| ☐ FOR OBSERVATION AND RETURN | ☐ PLEASE TAKE APPROPRIATE ACTION |
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| ☐ FOR YOUR APPROVAL | ☐ PLEASE INVESTIGATE AND REPORT TO ME |
| ☐ FOR YOUR INSTRUCTIONS | |

COMMENTS

*Pls advise Wayne, I have
sent this to Child Welfare
through George Skinner.
Also he should copy them
such comes pending.*

(MS)

GOVERNMENT OF NEWFOUNDLAND AND LABRADOR TRANSMITTAL SLIP	Date <u>93 8.16</u>
TO: <u>Neil Froune</u>	
FROM: <u>Wayne Penney</u>	
☐ PLEASE NOTE AND FILE ☐ FOR OBSERVATION AND RETURN ☐ PLEASE NOTE AND RETURN TO ME ☐ FOR ASSESSMENT AND REPORT ☐ PLEASE SEE ME ABOUT THIS ☐ PLEASE ANSWER ☐ FOR YOUR APPROVAL ☐ FOR YOUR INSTRUCTIONS	☐ PLEASE PREPARE REPLY FOR MY SIGNATURE ☐ PLEASE TAKE APPROPRIATE ACTION ☐ AS PER YOUR REQUEST ☐ FOR YOUR SIGNATURE ☒ FOR YOUR INFORMATION AND RETENTION ☐ FOR INFORMATION AND RETURN ☐ PLEASE INVESTIGATE AND REPORT TO ME
COMMENTS	
RECEIVED AUG 20 1993 OFFICE OF Assistant Deputy Minister <u>Donna</u>	



GOVERNMENT OF NEWFOUNDLAND AND LABRADOR
DEPARTMENT OF SOCIAL SERVICES

Labrador Regional Office
215 Hamilton River Road
c/o Elizabeth Goudie Building
Happy Valley/Goose Bay, LB
A0P 1E0

1993-08-16

Paul F. Wilkinson & Associates
5800, avenue Monkland
Deuxieme etage
Montreal (Quebec)
H4A 1G1

Dear Mr. Wilkinson:

**RE: SAFE HOUSE FOR CHILDREN
DAVIS INLET**

Thank you for your recent fax together with the proposed design models for the emergency housing to be constructed in Davis Inlet shortly.

As I outlined during our most recent meeting on August 10, 1993, the Department recognizes the need to develop and support some type of facility/service to respond to the immediate shelter needs of children specially late in the evening/night. However, I have emphasized the need for the community to identify the direction of this development. Two options have been raised to date; a separate facility staffed 24 hours a day or identifying one or two families in Davis Inlet willing and able to offer this type of emergency shelter and supporting these families financially and with appropriate supports, i.e. respite programming. Obviously the second option would also include an expansion to this family/families homes.

My understanding is that this is being pursued and a proposal will be forwarded to the Department for funding. My staff and I

.../2

- 2 -

are certainly available to discuss this in further detail and assist in any way in developing this service.

Yours truly,

A handwritten signature in black ink, appearing to be 'Wayne Penney', written over a horizontal line.

WAYNE PENNEY
Regional Director

WP/de

cc: Chief Katie Rich
cc: Mr. Prote Poker
cc: Nr. John Graham



PAUL · F · WILKINSON · &
A S S O C I É S · I N C / A S S O C I A T E S · I N C

BY TELECOPIER

5800, avenue Monkland
Deuxième étage
Montréal (Québec)
H4A 1G1

Tél.: (514) 482-6887
Fax: (514) 482-0036

TO: Chief Katie Rich, Mushuau Innu Band
Mr Cajetan Rich, President, MIRC
Mr Peter Penashue, President, Innu Nation
Mr Prote Poker, MIRC
Ms Lyla Andrew, Innu Nation
Mr Peter Garrow, Federal Member, MIRC
Mr Ray Hawco, Acting Provincial Member, MIRC

RE: Safe-housing

DATE: 17 August, 1993



I enclose a copy of Wayne Penney's letter of 16 August, 1993.

I shall wait for a decision from the Innu as to their preferred approach for safe-housing.

If the Innu wish to build a free-standing facility using the design for the temporary housing, we need to know as soon as possible, since materials have to be ordered, trainers/supervisors identified, etc.

I shall await further instructions on this topic.

Yours truly,

MUSHUAU INNU RENEWAL COMMITTEE

Paul F. Wilkinson,
Project Manager

c.c. (by telecopier)
Mr Wayne Penney
Mr Gerry Steele



GOVERNMENT OF NEWFOUNDLAND AND LABRADOR
DEPARTMENT OF SOCIAL SERVICES

Labrador Regional Office
215 Hamilton River Road
c/o Elizabeth Goudie Building
Happy Valley/Goose Bay, LB
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WAYNE PENNEY
Regional Director

WP/de

cc: Chief Katie Rich
cc: Mr. Prote Pokar
cc: Mr. John Graham



GOVERNMENT OF NEWFOUNDLAND AND LABRADOR
DEPARTMENT OF SOCIAL SERVICES

Labrador Regional Office
215 Hamilton River Road
c/o Elizabeth Goudie Building
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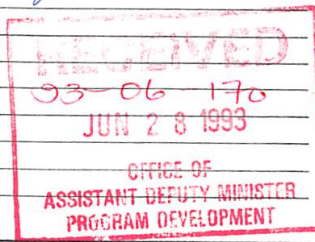
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WAYNE PENNEY
Regional Director

WP/de

cc: Chief Katie Rich
cc: Mr. Prote Poker
cc: Mr. John Graham

GOVERNMENT OF NEWFOUNDLAND AND LABRADOR TRANSMITTAL SLIP	Date <u>930624</u>		
TO: <u>George</u>			
FROM: <u>Libby</u>			
<table style="width: 100%; border: none;"> <tr> <td style="width: 50%; vertical-align: top;"> ☐ PLEASE NOTE AND FILE ☐ FOR OBSERVATION AND RETURN ☐ PLEASE NOTE AND RETURN TO ME ☐ FOR ASSESSMENT AND REPORT ☐ PLEASE SEE ME ABOUT THIS ☐ PLEASE ANSWER ☐ FOR YOUR APPROVAL ☐ FOR YOUR INSTRUCTIONS </td> <td style="width: 50%; vertical-align: top;"> ☐ PLEASE PREPARE REPLY FOR MY SIGNATURE ☐ PLEASE TAKE APPROPRIATE ACTION ☐ AS PER YOUR REQUEST ☐ FOR YOUR SIGNATURE ☐ FOR YOUR INFORMATION AND RETENTION ☒ FOR INFORMATION AND RETURN ☐ PLEASE INVESTIGATE AND REPORT TO ME </td> </tr> </table>		☐ PLEASE NOTE AND FILE ☐ FOR OBSERVATION AND RETURN ☐ PLEASE NOTE AND RETURN TO ME ☐ FOR ASSESSMENT AND REPORT ☐ PLEASE SEE ME ABOUT THIS ☐ PLEASE ANSWER ☐ FOR YOUR APPROVAL ☐ FOR YOUR INSTRUCTIONS	☐ PLEASE PREPARE REPLY FOR MY SIGNATURE ☐ PLEASE TAKE APPROPRIATE ACTION ☐ AS PER YOUR REQUEST ☐ FOR YOUR SIGNATURE ☐ FOR YOUR INFORMATION AND RETENTION ☒ FOR INFORMATION AND RETURN ☐ PLEASE INVESTIGATE AND REPORT TO ME
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COMMENTS <u>I received this</u> <u>from Wayne.</u> <u>Noel & Bruce</u> <u>F41 and return</u> <u>AS</u> <u>93-07-07</u>			





GOVERNMENT OF NEWFOUNDLAND AND LABRADOR
DEPARTMENT OF SOCIAL SERVICES

Labrador Regional Office
215 Hamilton River Road
c/o Elizabeth Goudie Building
Happy Valley/Goose Bay, LB
AOP 1E0

FACSIMILE TRANSMISSION MESSAGE

DATE: June 22/93
TO: Elizabeth Crawford
FROM: Wayne Penney

RECEIVING FACSIMILE NUMBER: _____

TRANSMITTING FACSIMILE NUMBER: (709) 896-9698SUBJECT: Davis Inlet

COMMENTS: _____

ORIGINALS TO FOLLOW BY MAIL: YES () NO (✓)

WHEN THIS TRANSMISSION IS COMPLETED, YOU SHOULD HAVE 3
PAGES, INCLUDING THIS COVERING TRANSMITTAL.

SENT BY: HEALTH & WELFARE CANADA : 6-14-93 1:53PM ;

709 896 9698: # 2



Health and Welfare
Canada
Atlantic Region

Santé et Bien-être social
Canada
Région de l'Atlantique

Suite 500
The Ralston Building
1557 Hollis Street
Halifax, Nova Scotia
B3J 3V4

JUN 14 1993

Mr. Luke Rich
Executive Director
Innu Nation Health Commission
P.O. Box 199
Sheshatshiu, Labrador
AOP 1M0

Dear Mr. Rich:

As we agreed at our meeting a few days ago, the following is my commitment to help Davis Inlet in the short-term in response to the impending laying of charges for child abuse against certain members of the community.

1. I will pay the cost to send two people, to be identified by the Assembly of First Nations, to go to Davis Inlet for two weeks to help with whatever reaction may arise in the community once charges are laid. I recently sent you the AFN suggestions.
2. This will be reconsidered within about two weeks, once the community leaders have returned from the country and have had a strategy meeting.
3. I will pay the cost for three people from Davis Inlet to travel to Poundmakers for three weeks to be with the youth there during the period after the charges are laid. I understand arrangements are now being made.
4. I will determine whether the Royal Commission on Aboriginal Affairs has sponsored any relevant research which can be made available to the community. It appears there may be some documents which can be made available shortly.

Given events which are unfolding quickly, it appears that the community has accepted my offer, at least for the short-term. If anything further arises in the next short while, please feel free to discuss with me or my staff.

FAX to
Elizabeth
CRANFORD
93-06-22

Canada

.../2

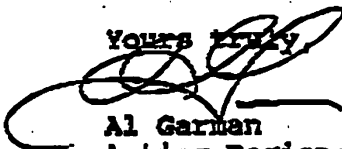
SENT BY HEALTH & WELFARE CANADA : 6-14-93 1:54PM :

709 896 9698: # 3

- 2 -

Thank you very much for your cooperation in this matter.

Yours truly,


Al Gorman
Acting Regional Director
Indian & Inuit Health Services
Atlantic Region

AG/en

cc: Wayne Penny
Peter McGregor
Garry Steele
Don Ferguson
Marie Fortier

See page 12 - who were boys/children
who exactly is gone? (19 kids)
ages?
are family with them?

- How did they spread to
Indonesian camps?

- How of adolescents have no family?

- a coordinator lived for Davis's Project HWG

- after can make for Davis's
Name of fundmaker submitted
Training Proposals



GOVERNMENT OF NEWFOUNDLAND AND LABRADOR
DEPARTMENT OF SOCIAL SERVICES

Elizabeth Crawford,

For your information and follow-up with respect to Davis Inlet. I would expect the C.W. Dunsin to take a lead role in working with the region in H. Worth respect to services for these children once they return from Poudwah's Lodge. After you have reviewed my letter should discuss further. As you may be aware Mr. Ross Reid M.P. and the Hon E. Roberts are having on going discussion with respect to future government involvement within the community.

George Dunsin
Apr. 7/93

Libby FH
Karen Power

FRIDAY, April 2, 1993

The Western Star

Davis Inlet gas sniffers learn to be children

By Jack Danyichuk
The Edmonton Journal

EDMONTON (CP) — Young people from the Labrador village of Davis Inlet are learning something at a wilderness recovery camp for chronic gas sniffers that they were never taught at home.

"They are learning to play," said Vince Steinhauer, a co-ordinator at the Poundmaker's Adolescent Centre camp — a cluster of industrial trailers on the banks

of the North Saskatchewan River 150 kilometres east of Edmonton.

Steinhauer and other counsellors at the camp were describing their experiences with 19 Innu youth at a workshop on the importance of accessing their culture in the treatment of native children — part of a conference on inhalant abuse.

Davis Inlet captured international attention in January when six young people, between 13 and 16 years old, were found

high on gasoline fumes in an unheated shack. The youths fought attempts to save them and screamed they wanted to die.

"They were sniffing to die," said Ruth Morin, director of the Poundmaker's Adolescent Centre.

At the centre, they've learned to play together rather than fight each other, she said.

The Innu arrived at the Poundmaker's centre in St. Paul six weeks ago



GOVERNMENT OF NEWFOUNDLAND AND LABRADOR

DEPARTMENT OF SOCIAL SERVICES

MEMO

TO: Mr. George Skinner
Assistant Deputy Minister
Program Development

FROM: Terrence Stapleton
Director of Child Welfare

RE: Information related to Davis Inlet and Solvent Abuse

DATE: 1993-01-17

The enclosed information was provided by Dr. Pauline Duke, Family Practice, Faculty of Medicine, The Health Sciences Centre. I believe that Dr. Tenenbein was one of the experts discussed at our November meeting with Health and Welfare officials. Has there been any action/plans since the initial meetings and visits to Davis Inlet?


TERRENCE STAPLETON
Director of Child Welfare

TS/mo'r

Enclosure

*refer
file # 503*

A



GOVERNMENT OF NEWFOUNDLAND AND LABRADOR

DEPARTMENT OF SOCIAL SERVICES

1993-01-18

Dr. Pauline Duke
Discipline of Family Practice
Faculty of Medicine
The Health Sciences Centre
St. John's, NF
A1B 3V6

Dear Dr. Duke:

Thank you for the material in relation to Davis Inlet. I have circulated it to the Committee currently reviewing the Davis Inlet social/medical needs. Hopefully, with the joining together of Provincial and Federal resources as a unified entity, some results may now be achieved over past attempts. Time will tell.

Thank you for your help and concern.

Yours truly,


TERRENCE STAPLETON
Director of Child Welfare

TS/mo'r

02/01/93 16:37

709 896 9698

DOSS LAB REGION →→ NON EXECUTIVE

002



GOVERNMENT OF NEWFOUNDLAND AND LABRADOR
DEPARTMENT OF SOCIAL SERVICES

Labrador Regional Office
215 Hamilton River Road
c/o Elizabeth Goudie Building
Happy Valley/Goose Bay, LB
AOP 1EO

Children from Davis Inlet.

Now in Sheshashit Group Home.

Temp. Ward. Pending Permanent
D.O.B (78- [redacted])

No wardship (over 16) D.O.B 76- [redacted]

Supervision Order D.O.B. (78- [redacted])
Pending Temporary Wardship - Feb 15.

Supervision Order D.O.B (79- [redacted])
Pending Temporary Wardship - Feb. 15.

Supervision - Pending Temp. - Feb 15
D.O.B (79 [redacted])

Kids involved in weekend incident

Temporary Wardship
D.O.B. (78- [redacted])

No Wardship D.O.B (77- [redacted])

Supervision Order D.O.B (82- [redacted])

(No wardship) D.O.B (82 [redacted])

No Wardship D.O.B (79- [redacted])

02/01/93 16:38

709 896 9698

DOSS LAB REGION →→→ NON EXECUTIVE

003

-2-

[REDACTED] will remain in Davis right now.

[REDACTED] will be placed in the Group home pending openings available. The last 5 children listed are still in the community at present.

We welcome any input you can give.

Darlene.

P.S. [REDACTED] is in the group home of [REDACTED] own accord. This ~~has~~ has been discussed with [REDACTED] and [REDACTED] wants to be there. Any advise?

93.0528

Cathy

FYI

I return CW

Please note
names so we
can get cards
when Bruce
gets back from
Albion. Thanks.

05/21/93 08:28

709 896 9698

DOSS LAB REGION --- DOSS HQTRS

001



GOVERNMENT OF NEWFOUNDLAND AND LABRADOR

DEPARTMENT OF SOCIAL SERVICES

Labrador Regional Office
215 Hamilton River Road
c/o Elizabeth Goudie Building
Happy Valley/Goose Bay, LB
AOP 1E0

*Bruce Loder
Rose Gregoire
a RCMP
gone Wdo
Interviews.*

FACSIMILE TRANSMISSION MESSAGE

DATE:

93-05-21

TO:

Elizabeth Crawford
Child Welfare Division

FROM:

Darlene Perry
Labrador Regional Office

RECEIVING FACSIMILE NUMBER:

729-6996

TRANSMITTING FACSIMILE NUMBER:

(709) 896-9698

SUBJECT:

Reports from Bowdoinmaker's
Lodges

COMMENTS:

"CONFIDENTIAL"

ORIGINALS TO FOLLOW BY MAIL:

YES ()

NO (X)

WHEN THIS TRANSMISSION IS COMPLETED, YOU SHOULD HAVE
PAGES, INCLUDING THIS COVERING TRANSMITTAL.

14

05-21-93

08:29

709 896 9698

DOSS LAB REGION

DOSS HQTRS

P.01 002

DEPT. of SOCIAL SERVICES
P.O. Box 102
Davis Inlet, Labrador
AOP 1A0

FACSIMILE TRANSMISSION MESSAGE

DATE:

93-05-19

TO:

Darlene Perry / Brendan Mullaly
D.O.S.S. Regional Office
HUGB, NF

FROM:

Bruce Loder
Davis Inlet, NF

RECEIVING FACSIMILE NUMBER:

896-9698

TRANSMITTING FACSIMILE NUMBER:

478-8922

SUBJECT:

Referral from Pouch matters
(Copy of Fax from Ruth Morin)

COMMENTS:

Please read and phone for
further discussion as to what action
will be taken

WHEN THIS TRANSMISSION IS COMPLETED YOU SHOULD HAVE
PAGES, INCLUDING THIS COVERING TRANSMITTAL.

13

05/21/93 08:29

709 896 8698

DOSS LAB REGION

DOSS HQTRS
DOSS DWGTS INLET

P.02 003

**FOUNDRIKER'S
LODGE**

4637- 45 AVENUE, ST. PAUL, ALBERTA TOA 3A3

TELEPHONE: 645-1884

FAX : 645-1883

**DRUG ABUSE & ALCOHOLISM
ADOLESCENT TREATMENT CENTRE****TRANSMITTAL COVER**TO: Bruce LoderDATE: May 19, 1993FROM: Ruth Morin

Following are 11 copies plus the cover. If any documents are missing or are unreadable, please call 645-1884.

COMMENTS: Bruce, sorry for the lateness of these arriving.
Yesterday was a nightmare to try to get through to
you - the telephone operators explained it as a "no
circuits" condition and suggested I just keep trying.
I will be back in my office on Tuesday, May 25.
Can you call me to let me know the outcome of our
reporting this?

Thanks,
Ruth Morin.

05/21/93 08:30 709 898 9898

DOSS LAB REGION --- DOSS HQTRS

004

05/19/93 13:35

709 478 8922

DOSS DAVIS INLET

P.83

CONFIDENTIAL

[REDACTED]

[REDACTED] disclosed two incidents of sexual abuse. The first incident occurred when she was babysitting [REDACTED] children. [REDACTED] came to the home. [REDACTED] pulled [REDACTED] into a bedroom. [REDACTED] pushed [REDACTED] against a wall, began kissing [REDACTED] on the mouth, then forced [REDACTED] onto the bed. [REDACTED] tried taking [REDACTED] pants off but could not succeed. [REDACTED] closed the door then tried kissing [REDACTED] again. [REDACTED] said [REDACTED] yelled but no one came. [REDACTED] managed to escape to the living room. [REDACTED] grabbed [REDACTED] who was truly sitting and placed [REDACTED] on her lap. [REDACTED] then left. [REDACTED] returned the next day to visit [REDACTED] went to a bedroom and closed the door. [REDACTED] waited there until [REDACTED] left. [REDACTED] did not disclose this incident until [REDACTED] stay in Saddle Lake Alberta. [REDACTED] second disclosure is similar to the first and involves [REDACTED] said [REDACTED] was running with [REDACTED] at [REDACTED] cousin's place. They were watching horses exercise. [REDACTED] was sleeping in another room. [REDACTED] entered the room [REDACTED] and [REDACTED].

05/21/93

08:30

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DOSS LAB REGION --- DOSS HQTRS

005

2

them to watch "dirty movies" with [REDACTED]
[REDACTED] switched the videos then unzipped
[REDACTED] pants exposing [REDACTED] erect penis.
and [REDACTED] were very scared. [REDACTED]
forced [REDACTED] into a bedroom [REDACTED] said,
"wanted to go out with me." [REDACTED] told
[REDACTED] to leave [REDACTED] alone. [REDACTED] said "Forget it
it's useless what happened next (Perhaps
it was the close presence of [REDACTED] or that
caused [REDACTED] to stop). [REDACTED] then went to the
living room, watched dirty movies then and
left. [REDACTED] told [REDACTED], the
next day. This incident was also disclosed
by [REDACTED] for the first time in Saddle Lake.

Both incidents took place at night.

Interviews conducted May 16, 1993 by Brenda
Big Chief and John Rithard, Saddle Lake, Alta.

05/21/93

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DOSS LAB REGION --- DOSS HQTRS

0006

~~CONFIDENTIAL~~

3

The following interviews were conducted over a three-day period at the request of the Davis Inlet Chief and Council. This information is very sensitive and is confidential. These individuals represent the first disclosures made during the Saddle Lake camp. We strongly suspect there will be many more not only from the females but the males as well. We request a family tree showing how these individuals ^{concerned} ~~and their~~ ~~relationships~~ are related ^{- particularly the [redacted] family.} These youths are very scared and need to know they will be safe when they return to Davis Inlet.

We have begun therapy one on one and we will start a survivors support group in the near future. These youth are very vulnerable and need constant support and access to counsellors trained in sexual abuse issues. Each individual has read each report and confirms the accuracy of the information. The youths were asked before Brenda Bigchield and John Cuthand, Counsellors, Saddle Lake Reservation, May 14, 1993.

Each was given that their disclosures were to be written down and sent to their Chief and Council.

Submitted by Brenda Bigchield and John Cuthand
Counsellors, Saddle Lake Res. May 14, 1993

05-21-93

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DOSS LAB REGION --- DOSS HQTRS

007

4

Age

This was a particularly difficult session [redacted]
hesitant, lengthy pauses between sentences. Emotions
vary from fear, anger and withdrawal. Withdrawal
prominent.

After lengthy coaxing/assurances, [redacted]
[redacted] had on [redacted] in the hospital. [redacted]
[redacted] entered the room and tried to take off [redacted]
[redacted] refused to continue.

Incident cited by Santa Thoma (refers to
Santa's reaction) brought up [redacted] silent - neither
denied nor confirmation.

05/21/93

08:32

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DOSS LAB REGION --- DOSS HQTRS

008

CONFIDENTIAL

5

Age 17

described two incidents of sexual abuse. refused to name the perpetrator is very frightened of these people yet was forth coming in describing the incidents.

disclosed an incident that took place when was nine years old. remembers sleeping in a room with other. A man entered the room crawled in/over with and began fondling tried to remove underwear but could not remove her "panty hose" then left and went over to where was sleeping was too frightened to cry out covered with blankets and does not know what happened to.

then disclosed had been abused by the same perpetrator from the time was five years old until was eleven. said this is a different person from the first incident when was five years old a drunken man picked up from in front of home then drove off with. parked the vehicle then began pulling off

05/21/93

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DOSS LAB REGION

DOSS HQTRS

DOSS DRUGS INLET

C09

P.01

Confidential

6

clothes. [redacted] then had sexual inter-
course with [redacted]. Again [redacted] was
too frightened to scream out for help.
[redacted] pattern of abuse begins with kissing
[redacted] on the mouth, then covering [redacted]
mouth with [redacted] hand and demanding
[redacted] tell no one. ~~He then continues to~~
These disclosures were particularly
difficult for [redacted]. [redacted] has not
disclosed until [redacted] came to the camp
in Saddle Lake Alta. [redacted] has much
more to disclose around this individual.

Interview conducted with [redacted]
May 15, 1993 Conducted by Brenda Bigchies
and John Cochran, Saddle Lake Alberta

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DOSS LAB REGION --- DOSS HQTRS

010

Confidential

Age 13.

When [redacted] was nine years old [redacted] came to [redacted] grandfather's home where [redacted] was staying. [redacted] said [redacted] played with [redacted] while [redacted] grandfather looked out the window. [redacted] placed [redacted] on [redacted] lap, unzipped [redacted] pants and exposed [redacted] penis. [redacted] pulled down [redacted] pants and then committed an intercourse with [redacted] sitting on [redacted]. [redacted] was too frightened to yell for help and [redacted] said [redacted] grandfather "just kept looking out the window". After [redacted] ejaculated [redacted] allowed [redacted] to go home. [redacted] walked to the door, exposed [redacted] penis, said nothing, then left. [redacted] said [redacted] grandfather was still looking out the window. [redacted] later told [redacted] me to say anything.

When [redacted] was also age nine, [redacted] said [redacted] pulled [redacted] pants down, exposing [redacted] then spanked [redacted] saying, "When you grow up you'll have a large [redacted]". [redacted] has not disclosed these incidents until [redacted] came to the Sackall Lake camp. [redacted] said [redacted] had me

05/21/93

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DOSS LAB REGION → DOSS HQTRS

011

COMPTON DIV 11N

f

cried when [redacted] was raped by [redacted]
following the interview [redacted] cried intensely
[redacted] said [redacted] feels [redacted] smiffs
because of [redacted] sexual abuse. [redacted]
responds the best to counselling of all
the six individuals we have interviewed
to date.

Interview conducted May 16, 1993 by
Breanda Smith and John Cuthbert,
Saddle Lake Alberta.

05 21 93

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DOSS LAB REGION

DOSS HQTRS

012

P.04

CONFIDENTIAL

9

[redacted] Age 11

[redacted] disclosed sexual abuse at age 9

[redacted] said [redacted] was home alone playing video games when [redacted] entered the house. [redacted] went to [redacted] then [redacted] backward (on [redacted] back) then grabbed [redacted] throat with [redacted] left hand choking [redacted] He then placed [redacted] right hand on [redacted] crotch and rubbed on [redacted] penis. [redacted] then rubbed [redacted] chest with the same hand. [redacted] then released [redacted] and left the home.

We feel [redacted] has more to disclose but given the intensity of [redacted] session we did not push harder.

Interview conducted May 16, 1993, Saddle Lake
Reported by Brenda Bigchies and John Pethan

05 21 93

08:35

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DOSS LAB REGION --- DOSS HQTRS

2013

CONFIDENTIAL

Age 11

disclosed two incidents of sexual abuse by three perpetrators. This interview was difficult due to limited knowledge of the English language. We asked [redacted] to repeat and clarify statements. We believe the following is a reasonable account of events.

When [redacted] was seven years old [redacted] was playing outside [redacted] grandmother's home. [redacted] appeared [redacted] was sitting playing with sand. [redacted] picked [redacted] up and threw [redacted] down. [redacted] reached [redacted] hand in [redacted] mouth. [redacted] then pulled [redacted] pants off ripping them as [redacted] did so. [redacted] said [redacted] used scissors to cut off [redacted] pants. It is unclear what happened then and [redacted] evaded all attempts to find out.

[redacted] disclosed to [redacted] grandmother who contacted [redacted] mother. [redacted] father then came for [redacted] and drove [redacted] home by Ski-Doo. This incident happened in another community. [redacted] second disclosure involved [redacted] [redacted] about 8 or 9 years old. One was a

5:36

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DOSS LAB REGION --- DOSS HQRS

2014

CONFIDENTIAL

[REDACTED] does not know their names. The incident took place near [REDACTED] school, close to a baseball field. [REDACTED] said there was a van, close by. [REDACTED] said the two kept their hands together. They covered [REDACTED] mouth (their hand(s)?) as [REDACTED] was screaming. They removed [REDACTED] pants and paraded [REDACTED]. They fondled [REDACTED] crotch. [REDACTED] inserted [REDACTED] finger into [REDACTED] vagina. The other boy inserted [REDACTED] penis into [REDACTED] rectum. [REDACTED] was standing. [REDACTED] went forward at the voice. [REDACTED] committed anal intercourse while the other kept inserting [REDACTED] finger into [REDACTED] vagina. When they finished, [REDACTED] tried to tell no one. [REDACTED] had discussed to [REDACTED] grandmother. [REDACTED] grandmother asked "Why did they do that?", then told [REDACTED] not to return to school. This incident happened when [REDACTED] was age seven, and likely occurred in the community cited in the first incident. [REDACTED] was emotionally first victim these abuses.

Interview conducted May 11, 1993 by Brenda [REDACTED]

503



GOVERNMENT OF NEWFOUNDLAND AND LABRADOR

DEPARTMENT OF SOCIAL SERVICES

Labrador Regional Office
215 Hamilton River Road
c/o Elizabeth Goudie Building
Happy Valley/Goose Bay, LB
A0P 1E0

1993-02-08

Mr. Terrence Stapleton
Director of Child Welfare
Department of Social Services

RE: Davis Inlet

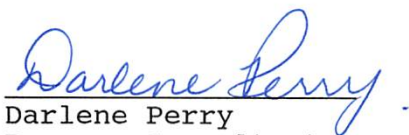
Dear Mr. Stapleton:

Further to our conversation on today's date, I would like to extend an invitation to your division to accompany Ms. Gillian Mullins and myself to Davis Inlet on February 23 - 25, 1993. The purpose of our trip is to provide training in the area of sexual abuse to community agencies such as the Family Violence Project, Alcohol Program and Innu teachers. We offered a similar workshop in April 1992 and it was well received. We are now providing follow up at the request of the community.

The community is aware of this invitation and is looking forward to an opportunity to meet with divisional staff. I have already discussed this invitation with Mrs. Crawford and Mrs. Whitten and I am hoping that one or both can accept. It will be a good opportunity to meet some of the people there as well as give a better understanding of the need for a unique service delivery model in the community.

I look forward to a favourable response.

Yours truly


Darlene Perry
Program Consultant
Child Welfare

DP/de

cc: Mr. Wayne Penney
Regional Director

FEB 26 1993



CW 503

GOVERNMENT OF NEWFOUNDLAND AND LABRADOR

DEPARTMENT OF SOCIAL SERVICES

1993-05-17

Mr. Wayne Penney
Regional Director
Department of Social Services
Elizabeth Goudie Building
Station "B", Happy Valley
AOP 1E0

Re: Davis Inlet Update

Dear Mr. Penney:

I have received a copy of your correspondence to Mr. Browne concerning plans for Davis Inlet. I look forward to discussing these issues further and attending a meeting with you in Davis Inlet.

As you may be aware, the Division and particularly Ms. Simms, has been working with the Conne River Band concerning the cooperative provision of services through the Milltown office and the Band Family Services Program. I am attaching a copy of the proposal, protocols and agreement which has been worked out with them for your information. Please note the agreement has not yet been formally signed. It is presently under review by their lawyers and ours.

If you have any questions regarding this initiative, please call myself or Ms. Simms.

.../2

- 2 -

We are very concerned about the children in Davis Inlet and look forward to being part of a coordinated response to the problems which have caused such turmoil in that community.

Yours truly,



ELIZABETH CRAWFORD, MRS.
Assistant Director
Child Welfare Division

/jo

cc: Mr. George Skinner
Assistant Deputy Minister

Wanda April 27. 93
Copy
to Serge & Billy
and give to Bruce for info
return (RB)



GOVERNMENT OF NEWFOUNDLAND AND LABRADOR
DEPARTMENT OF SOCIAL SERVICES

Labrador Regional Office
215 Hamilton River Road
c/o Elizabeth Goudie Building
Happy Valley/Goose Bay, LB
A0P 1E0



1993-04-23

Mr. Noel Browne
Assistant Deputy Minister
Client & Community Services
Department of Social Services

RE: DAVIS INLET/UPDATE

The following will serve to update you on Davis Inlet and a number of the key issues which we continue to address:-

Staffing:

In communication with Chief Riche, I have confirmed the Band Council's support for our proposed staffing arrangement as outlined in my correspondence to her on 1993-03-31. We have jointly approached the Mennonite Church and they are anxious to support this approach and have initiated a recruitment process for the Social Work position for Davis Inlet. This individual will not be a Departmental employee and would operate under a tripartite contract with the Mennonites, Band Council and Social Services. There is a clear expectation and understanding that this contract will include the provision of a social work salary to the Mennonites for the service as was the case in the past.

The recruitment of the local staff in Davis Inlet should be concluded in the next three to four weeks. This process includes the Band Council very directly. Nympha Byrne will likely be involved along with Mr. Mullaly and a Band Council member in the actual selection. The additional costs associated with this arrangement were detailed in my recent correspondence to Earl Hoyles and copied to you.

Community Resources Team:

As a follow up to our meeting at the Native Policy Unit on 1993-04-15, I met with Bob Cowscill, Health and Welfare Canada, and John Graham, Innu Nation, last evening. I have committed our aboriginal staff to participate fully in the team approach and we agreed to even pursue to possibly of actually having all the key players in this resource team come together in one location. John Graham will pursue adding space to our office building to allow for this.

Training:

We discussed at length the need for a planned approach and also the desire to include Sheshatshit if possible in any plan. Bob will arrange in the next few weeks to have a representative from the Neichi Institute, visit Davis Inlet and present an overview of the two Certificate Programs they offer. This will likely be completed in two week modules over the course of perhaps two years. Obviously, our staff will need to participate and if offered in Sheshatshit, I would hope our Community Service Workers and some Group Home staff would be able to participate. No doubt if this proceeds we will need to secure funds to support the participation of our staff. If for example, the cost to offer the Program in Davis is \$60 000 for fifteen participants, and we have three participants, we will no doubt be expected to contribute one fifth of this amount or \$ 12 000.

Emergency Shelter:

The community and the parties involved are still very unsure of how they want to proceed. However, this idea is being actively discussed. It appears this may end up being a multi-purpose facility addressing short term care for children, spousal assault, etc. If this proceeds quickly and a proposal is developed to operate this kind of facility, perhaps by early fall, are we in a position to provide the required funds? This is viewed as clearly being our mandate and I cannot see Health and Welfare contributing. I hope to involve the Child Welfare Division directly in further discussions of this in the next month or so, hopefully in a meeting in Davis Inlet.

3

I would be happy to clarify any of the above.

Yours truly,


Wayne Penney
Regional Director

WP/lmb



GOVERNMENT OF NEWFOUNDLAND AND LABRADOR

DEPARTMENT OF SOCIAL SERVICES

MEMO

TO: Mr. Wayne Penney
Regional Director
Department of Social Services

FROM: Ms. Elizabeth Crawford
Assistant Director of Child Welfare

DATE: 1993-06-01

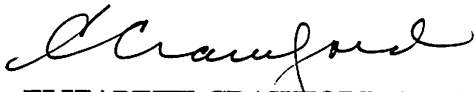
SUBJECT: DAVIS INLET

I have spoken to Alberta regarding the abuse investigations being carried out at Pound Makers by our staff and the Royal Canadian Mounted Police. Alberta sees no need for their involvement at this point. They have however, offered to provide any assistance they can to our staff while they are in the area. Should they require the use of equipment, interviewing facilities, etc., Mr. Loder should contact the Regional Director for the area:

Mr. Chuck Conroy at 427-0003
or
Mr. Richard Mirasty
Associate Director of Native Child Welfare
Family and Social Services
Edmonton
at 427-6428

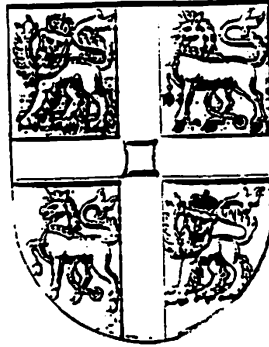
My contact was with Mr. Mirasty.

As these children will likely be returning home in September, please advise as to the status of the plans to provide service at that time.


ELIZABETH CRAWFORD, MRS.
Assistant Director
Child Welfare Division

/jo

DEPT. OF SOCIAL SERVICES
HEADQUARTERS
P.O. BOX 8700
ST. JOHN'S, NF.
A1B 4J6



F A X
C O V E R I N G P A G E

TELEPHONE # (709) 729-3595

FAX # (709) 729-0583

DATE: 93 06 01

TO: Mrs Wayne Penney
Regional Office

FAX: _____

FROM: E. Crawford
Headquarters

NOTES: _____

NUMBER OF PAGES INCLUDING COVERING PAGE

2

TRANSMISSION RESULT REPORT (JUN 01 '93 03:21PM)

DOSS HEADQUARTERS

(AUTO)

THE FOLLOWING FILE(S) ERASED

FILE	FILE TYPE	OPTION	TEL NO.	PAGE	RESULT
098	TRANSMISSION		LAB REG	02	OK

ERRORS

1) HANG UP OR LINE FAIL	2) BUSY	3) NO ANSWER	4) NO FACSIMILE CONNECTION
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GOVERNMENT OF NEWFOUNDLAND AND LABRADOR
DEPARTMENT OF SOCIAL SERVICES

Labrador Regional Office
215 Hamilton River Road
c/o Elizabeth Goudie Building
Happy Valley/Goose Bay, LB
AOP 1EO

FACSIMILE TRANSMISSION MESSAGE

DATE: June 24/93
TO: Lilly Crawford
FROM: Wayne Penney

RECEIVING FACSIMILE NUMBER: _____

TRANSMITTING FACSIMILE NUMBER: (709) 896-9698SUBJECT: Davis Inlet

COMMENTS: _____

ORIGINALS TO FOLLOW BY MAIL: YES () NO (☒)WHEN THIS TRANSMISSION IS COMPLETED, YOU SHOULD HAVE 5
PAGES, INCLUDING THIS COVERING TRANSMITTAL.



GOVERNMENT OF NEWFOUNDLAND AND LABRADOR

DEPARTMENT OF SOCIAL SERVICES

DEPT. of SOCIAL SERVICES

P.O. Box 102

Davis Inlet, Labrador

AOP 1A0

ST. JOHN'S

Wayne Penney
Regional Director
Department of Social Services
215 Hamilton River Road
Happy Valley-Goose Bay, NF
AOP 1EO

June 23, 1993

Dear Wayne,

As you know myself, Rose Gregoire (Community Service Worker, Sheshatshiu) and Corporal John Langille of the Happy Valley sub division of the Royal Canadian Mounted Police travelled to the Poundmakers Lodge Saddle Lake Camp for the purposes of completing sexual abuse investigations on the children from Davis Inlet. The aforementioned allegations were brought to light through interviews completed by Poundmakers Lodge staff, and was brought to the attention of this office through a fax from Ruth Morin. Ruth Morin is the director of the Poundmakers Lodge Adolescent Treatment Centre and she is also responsible for the Saddle Lake camp. Although this office only received sexual abuse allegations from six of the eighteen children currently at the Saddle Lake camp it was felt necessary that all of the children be interviewed around this subject. The following is a list of the children involved as well a brief account of the allegations made.

DOB [redacted] The incident
Alleged sexual abuse by father [redacted] mother [redacted] was
occurred at their home in Sheshatshiu. [redacted] was
out drinking alcohol at the time and [redacted] was home with
father. [redacted] also spoke about an incident of fondling by
father.

[redacted] also alleged that [redacted]
pushed [redacted] down to the floor and stuck [redacted] hand down [redacted] pants
touching [redacted] penis. This occurred at [redacted] home.

DOB [redacted] According to [redacted]
Alleged sexual abuse by [redacted] this occurred at the woods by the local airstrip. [redacted] had
sexual intercourse with [redacted] and fondled [redacted] vagina. This occurred
on the seat of snowmobile.

1

██████████ also made allegations about ██████████. The extent of this allegation is of unwanted kissing and according to Corporal John Langille it is not believed charges can be laid in this case.

Further allegations were made concerning ██████████. According to ██████████ both of the aforementioned gagged ██████████ and tied ██████████ to a tree and then proceeded to have sexual intercourse with ██████████. ██████████ believed this occurred when ██████████ was six to seven years old. ██████████ is currently facing charges of sexual assault against another Davis Inlet adult resident.

██████████ was also mentioned by ██████████ as a perpetrator. According to ██████████ ██████████ had anal intercourse with ██████████ while ██████████ slept over at ██████████ friend ██████████ house. ██████████ was also in the same room along with other of ██████████ children. ██████████ does not believe anyone else saw this. ██████████ is currently facing charges of incest and sexual assault against his daughter, ██████████. ██████████ was arrested by Corporal John Langille and Anders Flowers of the R.C.M.P. on 93-06-17. ██████████ went to court on ██████████ and was released under conditions that ██████████ refrain from alcohol and that ██████████ not have contact with children under the age of 16 unless accompanied by another adult. Arrangements are currently being made with this office and the ██████████ family to have their younger children moved into other homes until the court process is completed. ██████████ is scheduled to go to court on 93-09-14.

██████████ also reported being sexually assaulted by ██████████. According to ██████████ ██████████ had sexual intercourse with ██████████ in a shed as other children watched on. No one came to ██████████ aid. ██████████ told no one about the aforementioned abuse.

██████████ alleged being sexually assaulted by one ██████████ when ██████████ was in kindergarten. According to ██████████ ██████████ was baby-sitting ██████████ at the time. ██████████ parents are not aware of the aforementioned abuse.

██████████ alleged that some time around Christmas in grade five ██████████ pulled down her pants. ██████████ did not touch ██████████ in any other way.

██████████ also alleged that ██████████ first cousin, had sexually assaulted ██████████ on a number of occasions. ██████████ reported that ██████████ would also fondle ██████████ vagina during these assaults as well. ██████████ stated that ██████████ has never told anyone of this before as ██████████ did not think ██████████ would be believed.

██████████ alleged that ██████████ sexually assaulted ██████████

by having anal intercourse with [REDACTED] on one occasion. According to [REDACTED] grandfather was also in the same room when this occurred. [REDACTED] grandmother was also in the home.

[REDACTED] also alleged that [REDACTED] had sexually assaulted [REDACTED] in what was previously [REDACTED] house. [REDACTED] recalled playing ball with [REDACTED] and [REDACTED] when [REDACTED] brought [REDACTED] into a bedroom and proceeded to have anal intercourse with [REDACTED]. [REDACTED] is currently facing sexual assault charges in Sheshatshiu.

[REDACTED] also alleged a sexual assault against [REDACTED]. [REDACTED] committed suicide in [REDACTED]. [REDACTED] stated she told no one about these assaults.

In the past [REDACTED] made allegations concerning [REDACTED] uncle [REDACTED] in [REDACTED]. [REDACTED] once again mentioned this; however as this was already dealt with by the courts I will not mention this any further. [REDACTED] also made further allegations about two boys who abducted [REDACTED] on her way from school. Unfortunately [REDACTED] changed her story a couple of times throughout the interview making it impossible to get any details useful enough to bring about charges. [REDACTED] also made allegations about a [REDACTED] who [REDACTED] stated asked [REDACTED] to perform oral sex. Again [REDACTED] details were sketchy at best and will not lead to any criminal charges.

I strongly feel that [REDACTED] needs to be assessed by someone in order to determine to what extent [REDACTED] memory has been effected by [REDACTED] solvent abuse. During our interviews [REDACTED] could not focus on one story and would frequently jump from one story to another even in mid-thought. I do not believe this was due to nervousness but due to solvent abuse effecting [REDACTED] attention span.

Other children at the camp also made allegations however due to their age it is not appropriate to mention the details of these allegations here. I will include a list of the alleged perpetrators as this office will investigate the families of these perpetrators where appropriate. The names are as follows:

[REDACTED]

Corporal John Langille has requested information from this office which will help him to determine what charges can be laid in the aforementioned incidents. I would like to mention that this office would not have received as many allegations as it did without the aid of Rose Gregoire. Rose spent many a long day while at the camp frequently talking with many of these children until well into the morning listening to the children's concerns and encouraging them to come forward. Corporal John Langille also aided in making a

06/23/93 11:41

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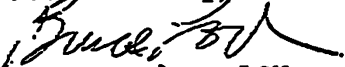
DOSS DAVIS INLET

P.04

comfortable interview process by allowing the children to talk wherever they felt the most comfortable, participating in camp events and allowing a couple of days to bond with the children. Both are to be commended.

Trusting this is satisfactory.

Your's truly,



Bruce Loder, BSW
District Social Worker
Davis Inlet, NF



GOVERNMENT OF NEWFOUNDLAND AND LABRADOR
DEPARTMENT OF SOCIAL SERVICES

Labrador Regional Office
215 Hamilton River Road
c/o Elizabeth Goudie Building
Happy Valley/Goose Bay, LB
A0P 1E0

1993-06-04

Mrs. Elizabeth Crawford
Assistant Director
Division of Child Welfare
Department of Social Services

RE: DAVIS INLET



Thank you for your correspondence of 93-06-01. Mr. Loder is now on route to Davis Inlet from Alberta and should be in a position to provide a full report on the disclosures early next week. Rose Gregoire has stayed on a couple of extra days at Saddle Lake.

In regard to planning for the childrens' return, I enclose copies of correspondence that will help serve to bring you up to date. Most of the leaders in Davis Inlet, Chief Rich and others, have been in the country for the past six weeks and this has really slowed down a number of initiatives. Our local recruitment process for staff is on hold pending their return in Mid-June 1993. As well, I hope to arrange a visit to Davis Inlet for you and I late in June to discuss the concept of an emergency shelter. I will need to confirm this with Chief Rich on her return.

A "plan" as such to provide services to these and other children is non existent at this point. There is lots happening and many different parties involved. However, progress in defining a real plan is extremely slow.

Specifically from the Department's perspective, we are directly involved as follows:

- We are pursuing with the Band Council and the Mennonites a very different staffing arrangement for this community. I am still optimistic that this will be in place by August-September 1993.

.../2

- 2 -

- John Graham, Innu Nation, and Bob Cowsell, Health and Welfare Canada and I had held a number of meetings in April-May in regard to developing and supporting this concept of a community resource team. Pat Bernard from the Nichi Institute, Alberta has visited Davis Inlet and Sheshatshit and we have met on two occasions. This institute is prepared to offer a 24 week training program for this community resource team commencing in August 1993 over a twenty-four month period. This will require substantial funding from Health and Welfare and this Department will be expected to cover the cost of our staff participating. A final proposal is to be received by June 15, 1993. This approach recognizes that solutions must be community based and is a start towards developing local expertise and confidence.
- Given the very broad nature of the agenda for this community at present, i.e. relocation, interim improvements in infrastructure, self-government, etc., it is difficult to raise the profile of the emergency shelter concept. All agree that something needs to be developed. However, what type of facility, the service to be provided, who will operate this, etc., is yet to be worked out. There are no vacant, available buildings for this purpose. Therefore, the need for us to visit and explore this.
- Given the large group of children/young adults now disclosing sexual abuse, I believe it is critical to engage appropriate supports/experts, to assist the community, victims, offenders and significant others. I believe Health and Welfare will be approached to fund this. However, they may redirect this as more clearly being our responsibility. Is the Director in a position to fund a support program of this nature? It is reasonable to expect that disclosures may snowball once Bruce and the R.C.M.P. continue their investigations in the community.

Please contact me with your comments/suggestions. As well, would a visit to Davis Inlet during the first week in July be appropriate?

Yours truly,



WAYNE PENNEY
Regional Director

WP/de

Enclosure

cc: Mr. N. Browne
cc: Mr. G. Skinner



GOVERNMENT OF NEWFOUNDLAND AND LABRADOR

DEPARTMENT OF SOCIAL SERVICES

DEPT. of SOCIAL SERVICES

P.O. Box 102
Davis Inlet, Labrador
AOP 1A0

ST. JOHN'S

Bill Partridge
National Native Alcohol and
Drug Abuse Program
P.O. Box 101
Davis Inlet, NF
AOP 1A0

May 5, 1993

Re: Request Aftercare Plan Suggestions

Dear Bill,

Thank you for your request for this offices suggestions as to how the department of social services can assist in the provision of aftercare to those youths currently at the Neechi Institutes Poundmakers Lodge youth facilities. As you said in your letter, and I greatly agree, aftercare is a community responsibility. With that being said; however, I find it difficult to restrict my suggestions to only what services this office can provide and have thus expanded them to include what also needs to occur in the community. I should note that what this office will be able to provide may change as the result of the hiring of new staff members.

It is difficult to state what specific services this office can provide without knowing what sorts of suggestions for future treatment the addictions counsellors are going to make in their discharge plans. That being said however I am confident that there are many different abuse issues coming to light during the group and individual sessions with the children. As this department is mandated to deal with physical, emotional, and sexual abuse issues we would attempt to provide individual, group and family counselling to those families who would be willing to accept it. This office has been considering starting up a healing circle for sexually abused children for some time now, but has decided to post-pone this until the community service worker positions have been filled.

I believe there should be a follow-up group established upon their return to continue to build on the group's current cohesiveness.

An emphasis should be placed here on relapse prevention and dealing with the issues that have currently been brought out. I feel it is important to continue the support system that is currently being established by the children.

A peer support training project should be offered to the older youths at the school. Such trained youths would not only be an assistance to those children who are returning from solvent abuse treatment in Alberta but also to other school aged youths who may have family or other problems which may lead to their involvement with solvents. If the proper information can be obtained this office would be willing to set up such training.

The band council must make gas or other solvent sniffing illegal. Having solvent abuse declared as illegal would send a message to some of the families who do not understand the dangers of solvent abuse that this behaviour among their children is harmful and needs to be stopped.

With the above thought in mind more education sessions about the dangers of solvent abuse need to be offered by the Alcohol Program. The level of understanding among many community members has been increased in the past through such events and I feel they need to continue. With this increased knowledge will also come more community support for decreasing, and eventually stopping solvent abuse within the community, as these community members will hopefully teach and remind the children of the dangers.

Increase the number of culturally relevant programs. The children should be brought out to the country shortly after their return in order to bring them back to their roots. This should not be restricted to those children who return but to all children so as the children will not continue to feel isolated from the community. This should be done through the Youth Council.

The more healthy of the returning children should be encouraged to speak with other children within the community about their own struggles in maintaining sobriety and their experiences. Perhaps Al-ateen could once again be started in Davis Inlet to support these children's efforts and give them a vehicle with which to carry this on.

Establishment of an emergency response team. In the past whenever a child was found to have been gas sniffing the child was picked up by the native constable and either returned directly to home or brought to the social worker to determine what should happen to the child. I feel that guidance needs to be given by the Band Council as to just what they feel should happen in the future whenever a child is found or reported to be abusing solvents. Should more responsibility be placed on the parents to have them search for the child? Should the social worker, native constable and alcohol program rep. take the child back to the family and speak with them

all? Should the nurses be contacted on every case of solvent abuse so as the child can be examined or should that be determined by the response team as to the necessity of clinic involvement? Should someone be hired to round up solvent abusing children as has been done in other communities? Should each child being found to solvent abusing be required to attend an education session on solvent's and the risks involved by the alcohol program? How should the school respond to children that are found to be solvent abusing prior to school and are attending school under the effects of solvents? Also should the Alcohol Program change its focus to be more proactive and go out and visit children who are known solvent abusers and speak with their parents about the child attending counselling at that program. These are just some questions that I feel need to be addressed.

It appears as though training has been attained for many of the community's different human service agencies. As this means that all of the agencies involved will have the same knowledge base it will allow our different agencies to work closer together, perhaps even being able to work together on some projects. I believe such working together should be encouraged wherever possible to show a true community approach.

The above are only suggestions and I would be interested in hearing your comments. I appreciate this opportunity to express this office's views and would also be interested in listening to your own views and suggestions on the subject. I feel the agencies in the community should continue to work closer together to help the children and this office will accept all opportunities to do so wherever possible.

Your's truly,

Bruce Loder, RSW
District Social Worker
Davis Inlet, NF



GOVERNMENT OF NEWFOUNDLAND AND LABRADOR
DEPARTMENT OF SOCIAL SERVICES

Labrador Regional Office
215 Hamilton River Road
c/o Elizabeth Goudie Building
Happy Valley/Goose Bay, LB
AOP 1E0

1993-04-23

Mr. Noel Browne
Assistant Deputy Minister
Client & Community Services
Department of Social Services

RE: DAVIS INLET/UPDATE

The following will serve to update you on Davis Inlet and a number of the key issues which we continue to address:-

Staffing:

In communication with Chief Riche, I have confirmed the Band Council's support for our proposed staffing arrangement as outlined in my correspondence to her on 1993-03-31. We have jointly approached the Mennonite Church and they are anxious to support this approach and have initiated a recruitment process for the Social Work position for Davis Inlet. This individual will not be a Departmental employee and would operate under a tripartite contract with the Mennonites, Band Council and Social Services. There is a clear expectation and understanding that this contract will include the provision of a social work salary to the Mennonites for the service as was the case in the past.

The recruitment of the local staff in Davis Inlet should be concluded in the next three to four weeks. This process includes the Band Council very directly. Nympha Byrne will likely be involved along with Mr. Mullaly and a Band Council member in the actual selection. The additional costs associated with this arrangement were detailed in my recent correspondence to Earl Hoyles and copied to you.

Community Resources Team:

As a follow up to our meeting at the Native Policy Unit on 1993-04-15, I met with Bob Cowscill, Health and Welfare Canada, and John Graham, Innu Nation, last evening. I have committed our aboriginal staff to participate fully in the team approach and we agreed to even pursue to possibly of actually having all the key players in this resource team come together in one location. John Graham will pursue adding space to our office building to allow for this.

Training:

We discussed at length the need for a planned approach and also the desire to include Sheshatshit if possible in any plan. Bob will arrange in the next few weeks to have a representative from the Neichi Institute, visit Davis Inlet and present an overview of the two Certificate Programs they offer. This will likely be completed in two week modules over the course of perhaps two years. Obviously, our staff will need to participate and if offered in Sheshatshit, I would hope our Community Service Workers and some Group Home staff would be able to participate. No doubt if this proceeds we will need to secure funds to support the participation of our staff. If for example, the cost to offer the Program in Davis is \$60 000 for fifteen participants, and we have three participants, we will no doubt be expected to contribute one fifth of this amount or \$ 12 000.

Emergency Shelter:

The community and the parties involved are still very unsure of how they want to proceed. However, this idea is being actively discussed. It appears this may end up being a multi-purpose facility addressing short term care for children, spousal assault, etc. If this proceeds quickly and a proposal is developed to operate this kind of facility, perhaps by early fall, are we in a position to provide the required funds? This is viewed as clearly being our mandate and I cannot see Health and Welfare contributing. I hope to involve the Child Welfare Division directly in further discussions of this in the next month or so, hopefully in a meeting in Davis Inlet.

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I would be happy to clarify any of the above.

Yours truly,

A handwritten signature in black ink, appearing to read 'Wayne Penney', is written over a horizontal line.

Wayne Penney
Regional Director

WP/lmb



GOVERNMENT OF NEWFOUNDLAND AND LABRADOR
DEPARTMENT OF SOCIAL SERVICES

Labrador Regional Office
215 Hamilton River Road
c/o Elizabeth Goudie Building
Happy Valley/Goose Bay, LB
A0P 1E0

1993-04-27

Mr. Gehard Pries
Mennonite Church
Happy Valley, Labrador
A0P 1E0

RE: SOCIAL WORK CONSULTANT, DAVIS INLET

Thank you for the opportunity to meet on 93-04-21 and discuss in detail our proposed staffing arrangement for Davis Inlet and the role your organization may play in supporting this development. I am very pleased that the Band Council in Davis Inlet support this approach and also see the need to recruit an individual with appropriate Social Work training and experience to support the operation of this office by local staff. Given our very positive past experience with the Mennonite Church in relation to servicing Davis Inlet, I am optimistic that together we can ensure that this initiative is well supported in Davis Inlet.

As discussed, this position will not be directly involved in service delivery to clients. Services will be delivered directly by aboriginal staff and supported by this individual. Although the exact nature of this support and the required relationships need to be defined with participation of the aboriginal staff themselves, I would suggest the following guidelines for recruitment and discussion purposes.

PROFESSIONAL SOCIAL WORK POSITION

- Recruitment to be handled jointly by Mennonite Church, Band Council and Social Services.
- Service contract to be developed by and agreed to by those three parties.
- This position will not be responsible for direct client services.

*I wouldn't be so definite
here - Clients may request
service & SW'rs may have
to do some "hands on"*

.../2

- 2 -

- Will provide direct professional consultation and direction to staff and will participate and oversee case management plans.
- This position will need to become familiar with departmental programs and policies and will need to attend appropriate departmental training seminars, meetings, etc.
- Will participate/facilitate directly in a staff development program for aboriginal staff. Will provide direct training to staff on site as required or as deemed appropriate.
- Will promote/facilitate appropriate role classification for staff in relation to other community agencies.
- Will facilitate/promote confidence building with local staff and be a direct resource to staff in day to day operations.

The above is certainly not meant to be all inclusive. As mentioned, I suspect the exact roles/relationships will need to be developed a little further down the road.

I do hope the above will be useful in your efforts to recruit an individual for this position. I believe we both realize the challenge this position presents. However, I am optimistic that with appropriate flexibility our efforts will be successful.

Yours truly,



WAYNE PENNEY
Regional Director

WP/de

cc: Mr. Noel Browne, Assistant Deputy Minister
cc: Chief Katie Rich
cc: Mr. Bruce Loder



GOVERNMENT OF NEWFOUNDLAND AND LABRADOR
DEPARTMENT OF SOCIAL SERVICES

Labrador Regional Office
215 Hamilton River Road
c/o Elizabeth Goudie Building
Happy Valley/Goose Bay, LB
AOP 1EO

1993-03-31

Chief Katie Rich
Davis Inlet Band Council
Davis Inlet, Labrador
AOP 1AO

The following will serve as a follow up to your recent meeting with Mr. Mullaly and Mr. Loder. As discussed during this meeting, the Department of Social Services is very interested and committed to changing and developing our services to Davis Inlet to allow for greater participation and involvement by the community. I am sure you will agree that this needs to involve a gradual, planned process and a co-operative effort involving the Band Council and this Department. ✓

As outlined by Mr. Mullaly and Mr. Loder, we are proposing the following as a direction for staffing the Davis Inlet Office.

At present our staffing complement includes the following:

Mr. Bruce Loder	-	District Social Worker
Ms. Kathleen Benuen	-	Financial Assistance Officer
Ms. Stella Rich	-	Clerk Typist

Recently we have received the approval of a new position for the office. This position, a Community Service Worker, will be a para professional position involved in the delivery of Social Work services in Davis Inlet. Similar changes have occurred in Sheshatshit and that office now has three Community Service Worker positions. It is our intention to change our staffing structure in the Davis Inlet office and in so doing have greater involvement of Innu people in the provision of Social Services. This change would eliminate the Clerk Typist position and create a second Community Service Worker position. Therefore, the staffing complement in the office in the next month or so could be:

1	-	District Social Worker
2	-	Community Service Workers
1	-	Financial Assistance Officer

- 2 -

As you are aware, Mr. Loder was recruited to the District Social Worker position in Davis Inlet for a specific period May 1992 - October 1993. I am proposing that we consider approaching Nympha Byrne who has had considerable experience with the Department to replace Mr. Loder as the Manager of this office when Mr. Loder leaves this Fall. Given the fact that Ms. Byrne is not fully qualified in terms of professional social work education, I would propose that the Band Council and the Department approach the Mennonite Central Committee with a view to recruiting an individual with a social work background to offer full time professional support to Ms. Byrne and staff. We have approached Ms. Byrne in a preliminary way with this arrangement and she is presently considering this.

An integral part of those proposed changes is an on-going program of staff training and development. Obviously Mr. Loder can provide some training to local staff, however, he was not hired for that purpose and therefore a training program would not focus on him as a primary trainer. Other Departmental staff can provide specific training on selected topics (i.e. Child Sexual Abuse; Crisis Intervention; Risk Assessment; etc.) and this will be an ongoing process. In addition, other training possibilities are being explored that may include training supplied by Memorial University; the Labrador College and/or some other training institute.

As part of this evolution of service delivery then I invite a representative of the Band Council to be involved in the recruitment process. In Sheshatshit a representative of the Innu Nation participated in the recent hiring of the Community Service Workers. I have attached a copy of the position description for the Community Service Worker position.

Please take some time to review this information and if you are in agreement with this proposal then we can set a time to do interviews for the Community Service Worker positions. Please give me a call or contact Bruce if you require clarification on any of this.

As well, the Department is interested in developing with the community some form of an emergency shelter for children primarily focused to offer immediate shelter and support. This could include consideration of an actual facility or possibly utilizing one or two families with appropriate supports. In any event the details of this service would need to be defined by the community with professional and funding support from the Department and other agencies. This may be an area that the Community Resource Team now established may wish to review.

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- 3 -

I trust the above will serve as a basis for further discussion in our mutual efforts to improve our services to your community.

I look forward to hearing from you.

Yours truly,

A handwritten signature in black ink, appearing to be 'WP' or similar initials, written over a horizontal line.

WAYNE PENNEY
Regional Director

BM/de

Attachment

cc: Mr. N. Browne

cc: Mr. Bruce Loder

6199

COMMUNITY SERVICES WORKER**DEFINITION OF WORK**

This is para-professional work in the direct delivery of services to aboriginal communities in the areas of child welfare, youth corrections, developmental and rehabilitative services, home care and other programs.

Employees of this class work under the close clinical direction of a professional social worker in applying many social work practices with the objective of finding and applying effective means of coping with social situations and relationships. Work includes conducting assessments, developing intervention plans, providing financial assistance, providing counselling and a variety of other services. Independent judgement is required in the assessment of, and contact with, the clients served. Work is reviewed through individual case consultation, a review of caseload progress and annual performance review.

ILLUSTRATIVE EXAMPLES OF WORK

Performs para-professional social casework with a view to resolving client problems and/or providing a specific social service including involvement in such programs as social assistance, child welfare, developmental and rehabilitative services, home care and other programs. Applies appropriate policies to various work situations.

Conducts office interviews, home visits and enquiries with third parties to obtain information concerning the clients social history/circumstances. Establishes eligibility for specific social service programs. Counsels clients to effect problem resolution and improve standard of living.

Participates in the investigation of child abuse and neglect; under the direction of a social worker, implements the appropriate action. Prepares and presents cases in court proceedings, including preparation and presentation of predisposition reports and documentation concerning adoptions, child welfare applications, etc.

Assists with the development of programs of alternative measures, including overseeing clients fulfilling community service orders and probationary periods.

May represent the Department on various committees as required; participates in community workshops and events; liaises with community agencies.

May participate in an after-hours emergency on-call system for aboriginal communities.

Prepares monthly statistics and related reports.

Performs related work as required.



GOVERNMENT OF NEWFOUNDLAND AND LABRADOR

DEPARTMENT OF SOCIAL SERVICES

1993-01-18

Mr. Wayne Penney
Regional Director
Labrador Regional Office
Department of Social Services

RE: DAVIS INLET RELOCATION

Thank you for providing me the opportunity to view the Davis Inlet Relocation Study. Unfortunately, due to time restraint I have only been able to review the Executive Summary.

While the Study concentrates on the relocation costs and employment spin-off, there seems to have been little work done in relation to the cost factors associated with the medical and social problems; education and training; etc. With the anticipated growth rate for the community, the medical/social costs will certainly increase dramatically and the cost of dealing with the medical/social problems in the context of Davis Inlet will undoubtedly be more difficult and costly than building on the momentum of the move to Sango. I would like to see more work done in this area.

I apologize for the delay in responding. My comments may well mirror yours anyway.

ORIGINAL SIGNED BY

TERRENCE STAPLETON
Director of Child Welfare

TS/mo'r

TRANSMISSION RESULT REPORT(JAN 18 '93 11:44AM).....

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ERRORS

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GOVERNMENT OF NEWFOUNDLAND AND LABRADOR

DEPARTMENT OF SOCIAL SERVICES

Labrador Regional Office
215 Hamilton River Road
c/o Elizabeth Goudie Building
Happy Valley/Goose Bay, LB
A0P 1E0

FACSIMILE TRANSMISSION MESSAGE

DATE:

January 4/93

TO:

Mr. T. Dapleton

FROM:

Mr. W. Penney

RECEIVING FACSIMILE NUMBER:

TRANSMITTING FACSIMILE NUMBER:

(709) 896-9698

SUBJECT:

Davis Inlet Relocation

COMMENTS:

ORIGINALS TO FOLLOW BY MAIL: YES ()

NO (X)

WHEN THIS TRANSMISSION IS COMPLETED, YOU SHOULD HAVE
PAGES, INCLUDING THIS COVERING TRANSMITTAL.

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01/04/93

15:36

709 896 9698

DOSS LAB REGION ->->- NON EXECUTIVE

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GOVERNMENT OF NEWFOUNDLAND AND LABRADOR
DEPARTMENT OF SOCIAL SERVICES

Labrador Regional Office
215 Hamilton River Road
c/o Elizabeth Goudie Building
Happy Valley/Goose Bay, LB
AOP 1E0

1993-01-04

Mr. T. Stapleton
Director
Child Welfare Division
Department of Social Services

RE: Davis Inlet Relocation

I have been asked by Mr. Browne to prepare the Departments response to the Davis Inlet Relocation Study prepared by Terpstra and Associates Limited for the Provincial and Federal Governments and the Band Council of Davis Inlet. I would be pleased to incorporate your views. I have asked Wanda Browne to provide you with a copy of the Executive Summary and both volumes of the complete report are available through Ms. Browne.

I would require your comments by January 13, 1993 at the latest.

Yours truly,

Wayne Penney
Regional Director

WP/de

cc: Mr. N. Browne

cc: Mr. G. Skinner

Terpstra & Associates Ltd.

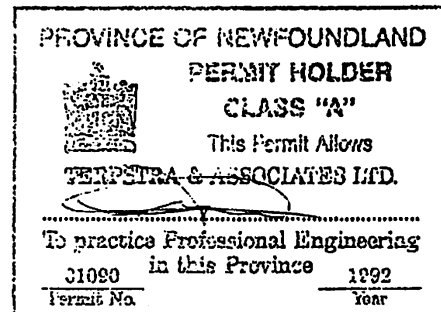
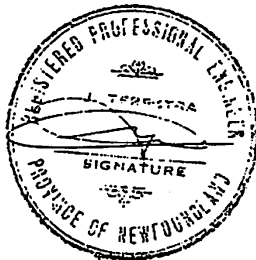
324 HAMILTON RIVER ROAD, P.O. BOX 10, STATION A - GOOSE BAY, LABRADOR A0P 1S0
TEL. (709) 896-8052 FAX (709) 896-8857

DAVIS INLET (UTSHIMASSIT) SERVICE INFRASTRUCTURE, SOCIO-ECONOMIC STUDY 1992

EXECUTIVE SUMMARY

OUR REF. 1068

OCT 1992



This study is cost shared by the Federal Government Departments of ACOA and DIAND and the Provincial Government.

Prepared with assistance from:

- David Nairne & Associates Limited, Vancouver, BC/Whitehorse, YT.
- BAE Group Ltd., St. John's, NF.
- Newfoundland Geosciences Ltd., St. John's, NF.
- MacLaren Plansearch Ltd., Halifax, NS.
- Dr. Adrian Tanner, Memorial University, St. John's, NF.

Terpstra & Associates Ltd.

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Department of Municipal & Provincial Affairs
Elizabeth Goudie Building
Happy Valley-Goose Bay, LB AOP 1EO

Nov 27 1992
Our ref. 1068

Attn. Mr. Ernie McLean
Regional Director

Dear Ernie:

**Re: Davis Inlet (Utshimassit) Service Infrastructure.
Socio-Economic Study 1992**

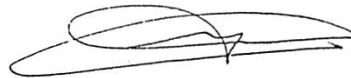
We are pleased to submit herewith, 20 copies of the Final Report for the Davis Inlet (Utshimassit) Service Infrastructure, Socio-Economic Study 1992.

It incorporates all comments from the November 13 Steering Committee meeting. It addressed all parameters listed in the terms of reference and provides a strong recommendation, based on cost and socio-economic factors. Fortunately, it was not necessary to trade one off against the other, because all recommendations and conclusions converged.

As suggested, the Executive Summary was taken out of the main report and bound separately.

We trust that this now meets with the full approval of the Steering Committee.

Sincerely yours,



Jelle Terpstra, P. Eng

JT/mat

EXECUTIVE SUMMARY
DAVIS INLET (UTSHIMASSIT) SERVICE INFRASTRUCTURE,
SOCIO-ECONOMIC STUDY 1992.

(1) Introduction and Objectives

This study is cost shared by the Federal Government Departments of ACOA and DIAND and the Provincial Government.

The study objectives are to:

1. Evaluate options to install/upgrade an acceptable level of service infrastructure at the present site.
2. To compare the results to the cost of establishing the community at a site that better addresses the needs and aspirations of residents and enables the installation of service infrastructure.
3. Review the social problems in Utshimassit and to determine which site might best facilitate their resolution.
4. Identify and evaluate alternate socio-economic opportunities.

The study includes the following:

1. Determine the water, sewage, housing and community infrastructure needs for the period 1992-2042. ✓
2. Determine the suitability of the present site and other sites to meet the determined needs of the community for the period 1992-2042.
3. Compare the monetary costs of staying at the present site or moving to a new site.
4. Review the social conditions in Utshimassit.
5. Identify the social impact related to moving the community and the social ramifications of remaining at the present site.
6. Identify social considerations for the planning of a new community.

7. Compare current and future economic opportunities at the present site to opportunities at a new site.

Before the terms of reference were prepared, the Steering Committee has pondered the question, if another option should be investigated, that of two communities connected by an access road between Davis Inlet and Sango, with a causeway or bridge or combination of both over Daniel Rattle.

It was decided not to pursue this option, because the federal and provincial governments were not prepared to fund construction of dual sets of infrastructure in both places. The cost of a 10 km long access road and causeway/bridge over Daniel Rattle (about \$10,000,000) was considered higher than the cost of the wharf and airstrip that could theoretically be shared (about \$4,000,000). The Mushuau Innu Band Council and Innu Nation were also opposed to this idea. Therefore, this option was not investigated in this report.

(2) Existing Site at Davis Inlet - The Past

Twenty-five years after being relocated to the present site, and despite many attempts by various government agencies, there is still no municipal water and sewer system in Davis Inlet. Roads and houses are in deplorable condition, and there is very little suitable land for future expansion. One public pumphouse was completed last winter, but its yield is not enough for a piped distribution system; as a result it can be used only as a source of supply to fill water buckets.

Some houses, mostly those occupied by white settlers, have an adequate supply of water from individual wellpoints, but most Innu occupied houses are located in areas where such a system is not possible due to soil conditions.

There are many reasons why there is not a better water supply system in Davis Inlet today. One of them is that in 1967 it was never made part of the relocation move from Old Davis Inlet to the current site. Initially only new houses, a wharf, a school, a church and a store were provided. Later a new school was built, when the old one burned down. Then an airstrip was added and a new government

where was this?

store and powerplant were built. Back in 1978, when it was clear that there were no good surface water sources, wells were drilled from government funds, with dismal results (Table ES-1).

Two surface water supplies were considered by different engineers during the past 10 years: Utshimassit Brook, just south of the village, and North Brook. In both instances, the watershed is small and, in the case of North Brook, the quality of the water is chemically poor with iron, color, turbidity, total organic carbon and aluminum in excess of recommended limits. In winter both freeze over (almost) completely. For either to be used as a permanent source of supply, a dam and reservoir would have to be built, to support the demand during the long winter, when demand exceeds supply.

And although over the years, all major attempts were funded directly by government, the Mushuau Innu Band Council, who set priorities for its own infrastructure component from their Native Peoples Agreement Funding, did make some attempts on its own to improve water supply conditions. Their main emphasis, however, was aimed at maintaining and upgrading their housing stock because for years they considered housing their most acute problem.

In 1990 the Mushuau Innu Band Council purchased 58, 450 litre plastic water containers with covers and installed them on stands in the various homes. They were equipped with a valve near the bottom from which people could draw water. They also started to build a pumphouse over a small brook near the airstrip. Electric power and an access road were available at that site. Unfortunately, before the pumphouse could be built, in the late fall of 1990, the brook froze up and dried up completely. It was the Band Council's intention to deliver water from the pumphouse to the houses by four wheeler and trailer in the summertime and by snowmobile and komatik in the winter. These plans did not materialize.

A 1989 engineering study recommended Utshimassit Brook as a water source. However, in the winter of 1990-91 this brook froze up and dried up almost completely. That raised much concern about Utshimassit Brook as a source of water. This, in turn, led to another major well drilling program in a "last ditch" effort to find sufficient water for the community.

A total of 16 wells were drilled by two drilling companies and the results were once again, very discouraging (see Table ES-1). The total well yield from all 23 wells drilled in 1978 and 1991 was less than 100 litre per minute (l.p.m), virtually eliminating groundwater as source of supply.

As part of this 1992 study, during a site visit by hydrogeologists one small possible groundwater aquifer was identified, high up on the hills above the airstrip, but both the Band Council and the well drillers had earlier tried hard to access this water further down the hill, without any success. Also the theoretical yield that could be obtained from this aquifer would not be enough, to supply the long term (50 year) needs of the town. Therefore this was not further pursued.

The lack of water was one of the reasons why the Innu from Davis Inlet started to look at alternative townsites.

In June, 1992, an amendment was signed to the Comprehensive Labrador Development Agreement that allocated amongst other things, \$2,000,000 for water and sewer for Davis Inlet. This allocation is to be supplemented by \$400,000 from the Canada-Newfoundland Innu Communities Agreement. Presently, these funds are put on "hold", pending the outcome of this study.

The infrastructure of value in Davis Inlet includes the airstrip, the wharf, the powerplant and its distribution system, the stores and the school; none however, is without fault. For example, the cost of electrical service is so exorbitant that people cannot afford to use electric heat; the school is over crowded and needs four extra classrooms to meet current needs, etc.

TABLE ES-1
1978 AND 1991 WELL DRILLING PROGRAMS

Note: All wells have 150 mm steel casings.

<u>Well</u>	<u>Depth</u>	<u>Particulars</u>
1978 Program:		
1	16.28 m	Dry
2	46.85 m	Dry
3	46.42 m	Dry
4	46.48 m	Yield: less than 0.5 L/m; bacteriologically safe, equipped with handpump.
5	60.81 m	Yield: approx. 1.0 L/m; bacteriologically safe, equipped with handpump.
6	92.54 m	Dry
7	15.03 m	Yield: less than 1.0 L/m; screened well, bacteriologically doubtful. Well was capped
1991 Program:		
Airstrip Terminal	35 m (?)	Yield: 0.2 L/m (?)
Powerplant well	20 m (?)	Full of mud and clay ?
RCMP Station	70.10 m	Yield: 5 L/m (drillers estimate) Equipped with pump.
Public well #1	12.57 m	Yield: 29 L/m based on 24 hour pump test Equipped with pumphouse and pump.
Public well #2	13.00 m	Yield negligible; Connected to wellpoint nearby. Abandoned and capped.
Public well #3	7.62 m	Yield: nil. Abandoned, casing removed.
Public well #4	17.98 m	Yield: nil. Abandoned, casing removed.
Public well #5	3.35 m	Yield: nil. Abandoned, casing removed.
GRHS well	91.44 m	Yield: 4 L/m from top of bedrock at 12.09 m depth (drillers estimate). Serious silting problems. Equipped with jetpump. In use with filters.
NLHC Trailer	60.96 m	Yield: 4 L/m (drillers estimate). Pump installed. In use.
NLHC House #1	21.00 m	Yield: 11 L/m (drillers estimate). Pump installed. In use.
NLHC House #2	45.00 m	Yield: 4 L/m (drillers estimate). Pump installed. In use.
NLHC House #3	39.50 m	Yield: 13.5 L/m (drillers estimate). Pump installed. In use.
Band Council Office	6.60 m	Yield: 9 L/m (drillers estimate). Not in use.
Prote Pokers House	6.60 m	Yield: 9 L/m (drillers estimate). In use.
R.C. Mission	6.60 m	Yield: 4-8 L/m (drillers estimate) Not in use.

(3) Existing Site at Davis Inlet - The Future

To determine the long term water and housing demand for the community, demographic trends and growth patterns were examined. From 1965 to 1992 the community grew at an average rate of 4.8% per year. The current population is 503. Because of the extremely young population (55% under 20), it is expected that a growth rate significantly greater than the national norm will continue for some years. The graph (Figure ES-1), with high and low demographic growth rates, shows the design population projections on which this study has been based. The 50 year design population is 2,860 people, but this may be reached in 37 years if the growth rate continues unchanged at 4.8% per year. (N.B., Sheshatshiu, the other largely Innu Community in Labrador, has maintained 6% growth per year for the past 10 years!)

At this time there are 77 occupied residential units in Davis Inlet and a population of 503 people, i.e. 6.5 persons per unit based on native and non-native occupants. The occupancy rate of the Innu housing averages 7.4 persons per unit. Based on an occupancy of 5 persons per house by 2042, a total of 595 housing units must be provided. Because 80.5% of the current housing units do not meet code requirements, and therefore need major upgrading, most of the 595 units will have to be newly constructed either in Davis Inlet or in the proposed townsite at Sango. The current townsite, however, could not accommodate this number of new units. The only option at Davis Inlet would be to build a satellite village to the North of the airstrip. Local residents do not want this, and soil conditions at the satellite location are not ideal (rock and bog).

In order to determine how water could best be supplied to Davis Inlet, three demand scenarios were evaluated, with three different levels of service, expressed in litres per capita (person) per day (L/c/d):

	<u>Demand</u>
Trucked Water Supply/Trucked Sewage Disposal	120 L/c/d
Trucked Water Supply/Piped Sewage Disposal	320 L/c/d
Piped Water Supply/Piped Sewage Disposal	570 L/c/d

Design Population Projections

Figure ES-1

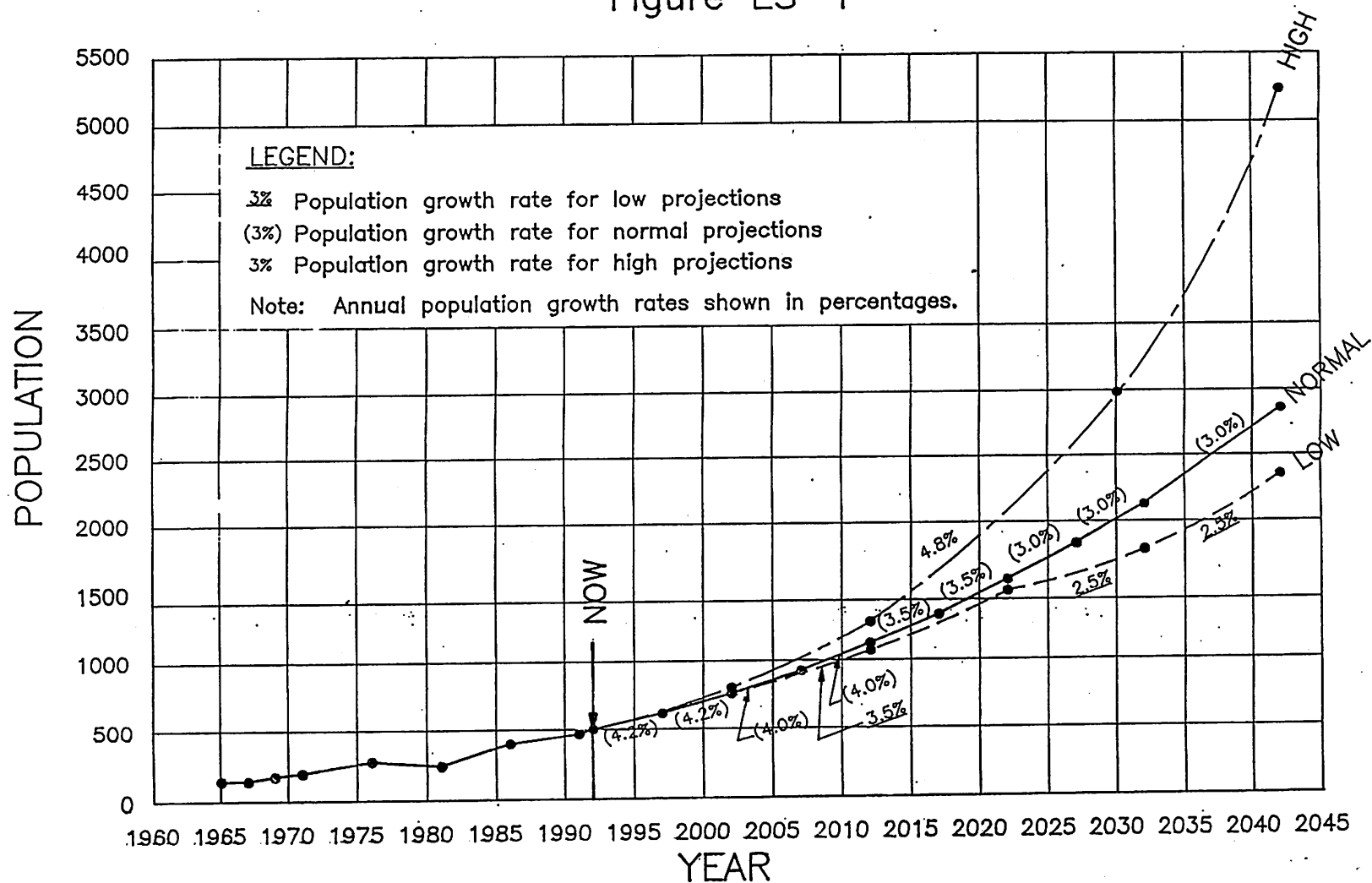


Table ES-2

COMPARISON OF SOURCES OF SUPPLY FOR 50 YEARS PIPED/PIPED SCENARIO
All cost in millions of dollars

Source	Source Dev. Cost to Supply Pressurized Water	50 Year Operating and Main. Cost	Total Cost	Advantages	Disadvantages
Utshimassit Brook on its own. (Section 8.1.1.1.5)	7.45	3.0	10.45	1) Second lowest cost. 2) Whole system is close to the village, easy access all year around.	1) Utshimassit Brook Valley cannot be used for building. 2) Drilling and blasting of huge reservoir will be disruptive. 3) Prone to contamination.
Poor Mary's Brook, gravity flow with submerged pipeline, to supplement Utshimassit Brook reservoir (no blasting). (Section 8.1.1.2.1)	7.0	3.65	10.65	1) Third lowest cost.	1) Utshimassit Brook Valley cannot be used for building. 2) Prone to contamination. 3) Difficult access to chlorination house and intake. 4) Risky marine crossing.
Pumped system from reservoir on Poor Mary's Brook, with submerged pipeline and standpipe on hill in Davis Inlet. (Section 8.1.1.2.2)	8.0	4.0	12.0	1) Lower cost. 2) System will work during power outage. 3) Utshimassit Brook Valley available for housing.	1) Difficult access to pumphouse and intake. 2) Risky marine crossing.
Poor Mary's Brook gravity flow system with causeway, to supplement Utshimassit Brook reservoir (no blasting). (Section 8.1.1.2.3)	13.4	3.5	16.9	1) Access to chlorination house and intake is possible all year round.	1) High cost. 2) Utshimassit Brook Valley cannot be used for housing. 3) Prone to contamination.
Pumped system from reservoir on Poor Mary's Brook with causeway and standpipe on hill in Davis Inlet. (Section 8.1.1.2.4)	14.3	4.0	18.3	1) Access to pumphouse and intake is possible all year round. 2) System will work during power outage. 3) Utshimassit Brook Valley available for housing.	1) High cost.
Pumped system from Jack's Brook with submerged pipeline and standpipe on hill near Davis Inlet. (Section 8.1.1.3.1)	5.1	4.0	9.1	1) Lower cost. 2) System will work during power outage. 3) Utshimassit Brook Valley available for housing.	1) Difficult access to pumphouse. 2) Risky marine crossing.
Pumped system from Jack's Brook with causeway and standpipe on hill near Davis Inlet. (Section 8.1.1.3.2)	11.4	4.0	15.4	1) Access to pumphouse and intake is possible all year round. 2) System will work during power outage. 3) Utshimassit Brook available for housing.	1) High cost.
Pumped system from North Brook to supplement pumped system from Utshimassit Brook. (Section 8.1.1.4)	12.0	3.65	15.65	1) In case of failure of one pumphouse, another pumphouse will maintain same level of service. 2) Close to only potential expansion area.	1) Cannot build in Utshimassit Brook Valley and North Brook Valley. 2) Poor water quality of North Brook. 3) Higher capital and operating and maintenance cost compared to one system on Utshimassit Brook.
Desalination Plant. (Section 8.1.3.1)	31.35	97.85	129.2	1) Utshimassit Brook Valley available for housing.	1) Extreme cost technically sophisticated, so difficult to maintain. 2) Sewage disposal must be controlled very carefully.
Storage Tanks and Reservoirs, with summer fill line. (Section 8.1.3.2)	8.4	3.0	11.4	1) Simple to operate (gravity flow), once reservoir is filled. 2) Provides summer employment. 3) Opens up Utshimassit Brook Valley for new development.	1) Difficult to cross Davis Inlet with floating pipeline. 2) Risk of damage to pipe and boats. 3) Vulnerable to vandalism, because pipe is above ground. 4) Heavy equipment needed to put pipeline in place and secure for winter.

These scenarios were applied to all possible sources of supply and combinations of systems. The capital cost to meet the 50 year demand projections and the 50 year total cost for operation and maintenance were calculated (Table ES-2). The advantages and disadvantages of each option are listed.

Utshimassit Brook, with a huge blasted reservoir and dam, is being recommended as most reliable system, although it was not the most economical system. In order to meet the long term demands of the community, this reservoir and dam must catch almost all of the annual runoff. The estimated cost to develop the source was \$7.45 million, and the combined operation and maintenance cost over a 50 year period was \$3 million for a total cost of \$10.45 million.

Next the cost of distribution, either piped or trucked, was considered. The piped system will be more economical in the long term; a total of \$28.18 million will be required to supply and distribute water in Davis Inlet over the next 50 years, \$20.3 million to collect and treat the sewage.

For sewage collection, a conventional system of piped collection with several lift stations to bring all sewage to one treatment place is recommended. Sewage treatment should be by means of a lagoon, just south of the community, that should give primary and secondary treatment. Further polishing of the secondary effluent should occur by "wetlands treatment", a method that is used extensively in the Yukon, and that is based on physical rootmat filtering, nutrient uptake by vegetation, and biological stabilization.

Truck sewage collection has been investigated, but was rejected as a viable long term option because of its high cost.

The total cost of sewer collection and treatment for the 20 and 50 year future, including operation and maintenance cost is shown in Table ES-3.

Table ES-3
COST OF SEWER COLLECTION AND TREATMENT

All Costs are in Millions of Dollars

Piped Scenario	Capital Cost	Operating and Maintenance Cost	Total Cost
20 Year Future	6.8	0.8	7.6
50 Year Future	17.7	2.6	20.3

All other infrastructure requirements for the 50 year future were investigated, methods were developed how they could best be provided in Davis Inlet, and preliminary cost estimates were prepared. Three main scenarios were considered for the existing townsite in Davis Inlet:

1. The total capital cost to provide adequate infrastructure, excluding any hydro developments, is \$57,835,000 for the 20 year future and \$144, 465,000 for the 50 year future. This has been incorporated in Table ES-9.
2. The total capital cost to provide adequate infrastructure for the 20 and 50 year future, including a Run-of-the-River Hydro project at Kakesekauts River, with a transmission line to existing Davis Inlet was calculated as \$87,035,000 and \$172,165,000 respectively. Details are shown in Table ES-10.
3. With a full scale hydro development and dam at Kakesekauts River instead of the Run-of-the-River Hydro System, the total capital cost to provide adequate infrastructure in Davis Inlet is estimated as \$93,035,000 for the next 20 year's and \$178,165,000 for the 50 year future (Table ES-11 shows detailed breakdowns).

A rough estimate has been made of the employment impact of this last scenario, because all engineering work contemplated is only of a very preliminary nature. An attempt has also been made at estimating what component of the work can be done by the Innu from Davis Inlet and Sheshatshiu, realistically speaking. It is

felt that over the 50 year period 95% of the house construction labour can be done by the Innu themselves. Most other more complicated wood frame structures can be built with 50% Innu labour, while highly specialized major projects, that must be completed in a short time frame, such as hydro development, water and sewer construction, airport construction, wharf construction, etc. will create employment, of which only 30% can be done by the Innu.

For all categories of capital work, the labour component has been estimated (Table ES-4) as a percentage of the construction cost; this percentage varies depending on the labour intensity of the work. These percentages have been prepared in consultation with representatives from the Workers Compensation Commission, Churchill Construction Limited, a local contractor, and MacLaren Plansearch, a Division of S.N.C. - Lavalin Inc.

Table ES-4 indicates the categories of capital works, the reference section in the main report from which the cost figures are obtained, the capital cost, the total labour percentage factor, the labour cost and the percentage and dollar value of the latter that is expected to be done by Innu from Davis Inlet or Sheshatshiu.

Finally, a multiplier factor of 15% has been incorporated to take account of anticipated spin-off benefits as a result of the increased economic activity. These include jobs that will be created in stores, in freight handling, in administration, at airlines, in hotels and restaurants, etc. not only in Davis Inlet, but also in other areas.

It is estimated that the total labour component associated with the capital works required in Davis Inlet over the next 50 years is approximately \$70,000,000. Of this about \$45,000,000, or 64%, will accrue directly to the Innu from Davis Inlet and Sheshatshiu.

Assuming an overall average wage rate of \$15.00 per hour, a payroll burden of 20%, for a total payroll cost of \$18.00/hr and an average workweek of 50 hours during the short construction season, the average weekly wage cost can be calculated as \$900.00.

Table ES-4
EMPLOYMENT RESULTING FROM CONSTRUCTION AT DAVIS INLET
BASED ON HYDRO DEVELOPMENT WITH DAM AT KAKESEKAUTS RIVER

Capital Works Item	Reference Section	Estimated Construction Cost (\$)	Labour Component (%)	Labour Component (\$)	Innu Labour Component (%)	Innu Labour Component (\$)
Water	9	23,180,000	25	5,795,000	30	1,738,500
Sewer	11	17,675,000	25	4,418,750	30	1,325,625
Housing	12	67,080,000	44	29,515,200	95	28,039,440
Roads	13.1	5,500,000	20	1,100,000	30	330,000
Fire Hall (excluding equipment)	13.2	75,000	40	30,000	90	27,000
School	13.3	9,000,000	40	3,600,000	50	1,800,000
Clinic	13.4	4,000,000	45	1,800,000	40	720,000
Offices	13.5	2,900,000	35	1,015,000	50	507,500
Airstrip	13.6	375,000	20	75,000	30	22,500
Wharf	13.7	1,000,000	20	200,000	30	60,000
Electric Power	13.8	35,700,000	25	8,925,000	30	2,677,500
Telephone/Cable	13.9	1,900,000	40	760,000	30	228,000
Fuel Storage	13.10	300,000	25	75,000	30	22,500
Stores and Shops	13.11	3,000,000	35	1,050,000	50	525,000
Mission/Church	13.12	700,000	35	245,000	50	122,500
Waste Disposal	13.13	795,000	25	198,750	40	79,500
Equipment Garage	13.14	2,000,000	35	700,000	50	350,000
Recreational Buildings	13.15	1,500,000	45	675,000	50	337,500
Other Community Buildings	13.16	1,000,000	40	400,000	50	200,000
Cleanup of Davis Inlet	20.4	200,000	40	80,000	50	40,000
Total Direct Construction Employment		\$177,880,000		\$60,657,700		\$39,153,065
Plus Indirect Employment			15%	9,098,655		5,872,960
Total Employment				\$69,756,355		\$45,026,024
			Say	\$70,000,000	Say	\$45,000,000

The total labour component of \$70,000,000 will therefore create almost 78,000 man weeks of employment.

In Canada's North, where construction can only take place twenty weeks per year, this is the equivalent of 3,900 man years of total employment, including the spin-off benefits.

Assuming an average wage rate for the work that can be done by the Innu of Davis Inlet and Sheshatshiu of \$11.00 per hour (because of their lower experience and skill levels), a payroll burden of 20%, for a total payroll cost of \$13.20/hr and an average workweek of 50 hours during the short construction season, the average weekly Innu wage cost can be calculated as \$460.

The Innu labour component of \$45,000,000 will therefore create 68,200 man weeks of Innu employment out of a total of 78,000, or almost 88% of the man weeks.

The operation and maintenance cost of the various infrastructure components for the 50 year design period has been estimated. These are summarized in Table ES-5. An estimate has been made of the total labour component and of the labour component that is expected to be done by Innu workers from either Sheshatshiu or Davis Inlet. Because these are long term, permanent jobs in an isolated community, it is assumed that eventually, after an initial training period, all operation and maintenance jobs would be carried out by Innu workers.

The total labour component over the 50 year period is estimated as 450 man years or 23,400 man weeks of employment with a value of \$18,000,000. The Innu labour component over the 50 year period is estimated as 95.5% or 430 man years or 22,360 man weeks or \$17,200,000.

Table ES-5
OPERATION AND MAINTENANCE EMPLOYMENT TO MAINTAIN SELECTED INFRASTRUCTURE
COMPONENTS IN DAVIS INLET FOR 50 YEARS

Infrastructure Component	Reference Section or Appendix	Operating and Maintenance Cost (\$)	Labour Component
Water Supply	A-7, p. 7 A-15, p. 5	5,000,000	Average 1.5 Technician @ \$40,000/yr x 50 years
Sewage Collection and Disposal	A-16, p. 3	2,600,000	Average 0.75 Technician @ \$40,000/yr x 50 years
Housing	12.2.5		By home occupant
Roads and Streets (including snowclearing)	A-18, p.2	5,000,000	Average 1.5 Technician @ \$40,000/yr x 50 years
Firefighting	13.2	NIL	Volunteer Fire Department
School	13.3	N/A	Average 1.0 Technician @ \$40,000/yr x 50 years
Medical Clinic	13.4	Not Calculated	Average 0.5 technician @ \$40,000/yr x 50 years
Administration Offices	13.5	Not Calculated	Average 0.5 Technician @ \$40,000/yr x 50 years
Airstrip	13.6	Not Calculated	Average 1 Technician @ \$40,000/yr x 50 years
Wharf	13.7	Not Calculated	Average 0.25 Technician @ \$40,000/yr x 50 years
Electrical Supply	13.8	Not Calculated	By Utility Company
Telephone/Cable	13.9	Not Calculated	By Utility Company
Fuel Storage	13.10	Not Calculated	By Fuel Company
Stores and Shops	13.11	Not Calculated	By Store Owners
Mission/Church	13.12	Not Calculated	By Church
Waste Disposal	13.13	Not Calculated	Average 1.0 Technician @ \$40,000/yr x 50 years
Equipment Garage	13.14	Not Calculated	Average 1.0 Technician @ \$40,000/yr x 50 years
Recreational Buildings	13.15	Not Calculated	By Recreation Department
Other Community Buildings	13.16	Not Calculated	By Building Owners
Total Labour Component			Average 9.0 Technicians x 50 years = 450 man years @ \$40,000 = \$18,000,000 (23,400 man weeks)

The total employment for Davis Inlet for the 50 year design period to construct all, and operate and maintain key infrastructure elements is summarized in Table ES-6. This table shows the total dollar value and the total man weeks, as well as the dollar value and man weeks of the work that is expected to be done by the Innu. The figures in brackets are percentages of the total.

Table ES-6
EMPLOYMENT SUMMARY

	Employment Value	Man Weeks	Innu Employment Value	Innu Man Weeks
Construction	\$70,000,000	78,000	\$45,000,000 (64.3%)	68,200 (87.4%)
Operation and Maintenance	\$18,000,000	23,400	\$17,200,000 (95.5%)	22,350 (95.5%)
Total	\$88,000,000	101,400	\$62,200,000 (70.7%)	90,550 (89.3%)

The Innu, like many other aboriginal peoples in Canada, are struggling to redefine who they are and what their priorities should be for the future. They not only retain strong cultural and economic ties to the land base that they harvest, but they are rediscovering its significance to them as a people. The residents of Davis Inlet were relocated to the island with the promise from government of improved infrastructure and services. But these have not appeared for various reasons outlined before. Instead, while they have struggled to accommodate to the alien priorities of distant authorities, they have largely lost touch with their essential identity. The result is a community in acute distress: alcoholism, gas sniffing and suicide. The present site at Davis Inlet was not their choice and it has failed them.

The land harvested extends far across the barrens of the mainland and along the coast. The fact that many Innu today "fly out" to the camps does not detract from the psychological barrier that the island creates. For weeks in the spring and again in late fall, the barrier is real. This land-based people who will continue to extract a considerable percentage of their best nutrition from country food not only

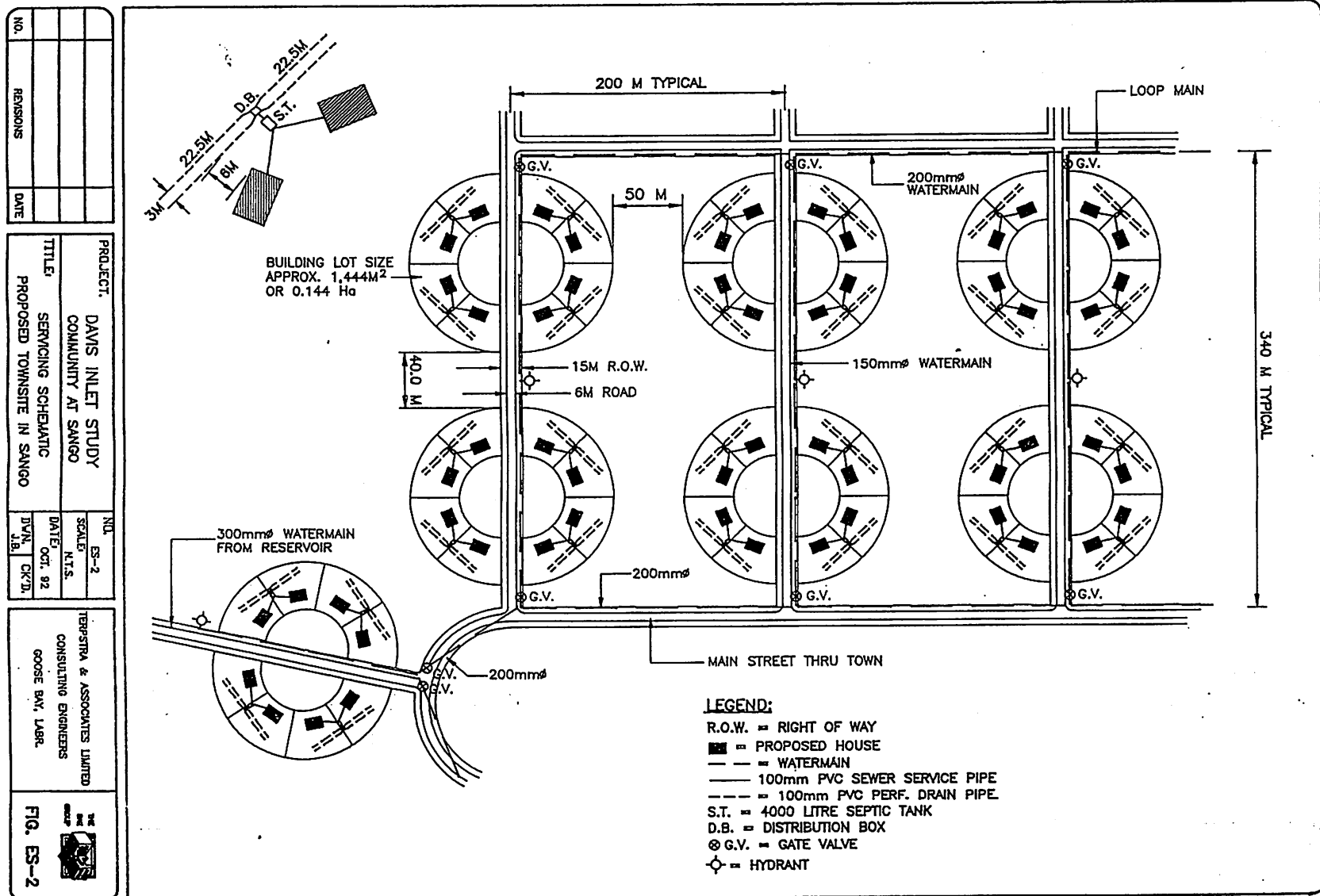
want to relocate to another site, but have chosen that site and are determined through their own initiatives to relocate.

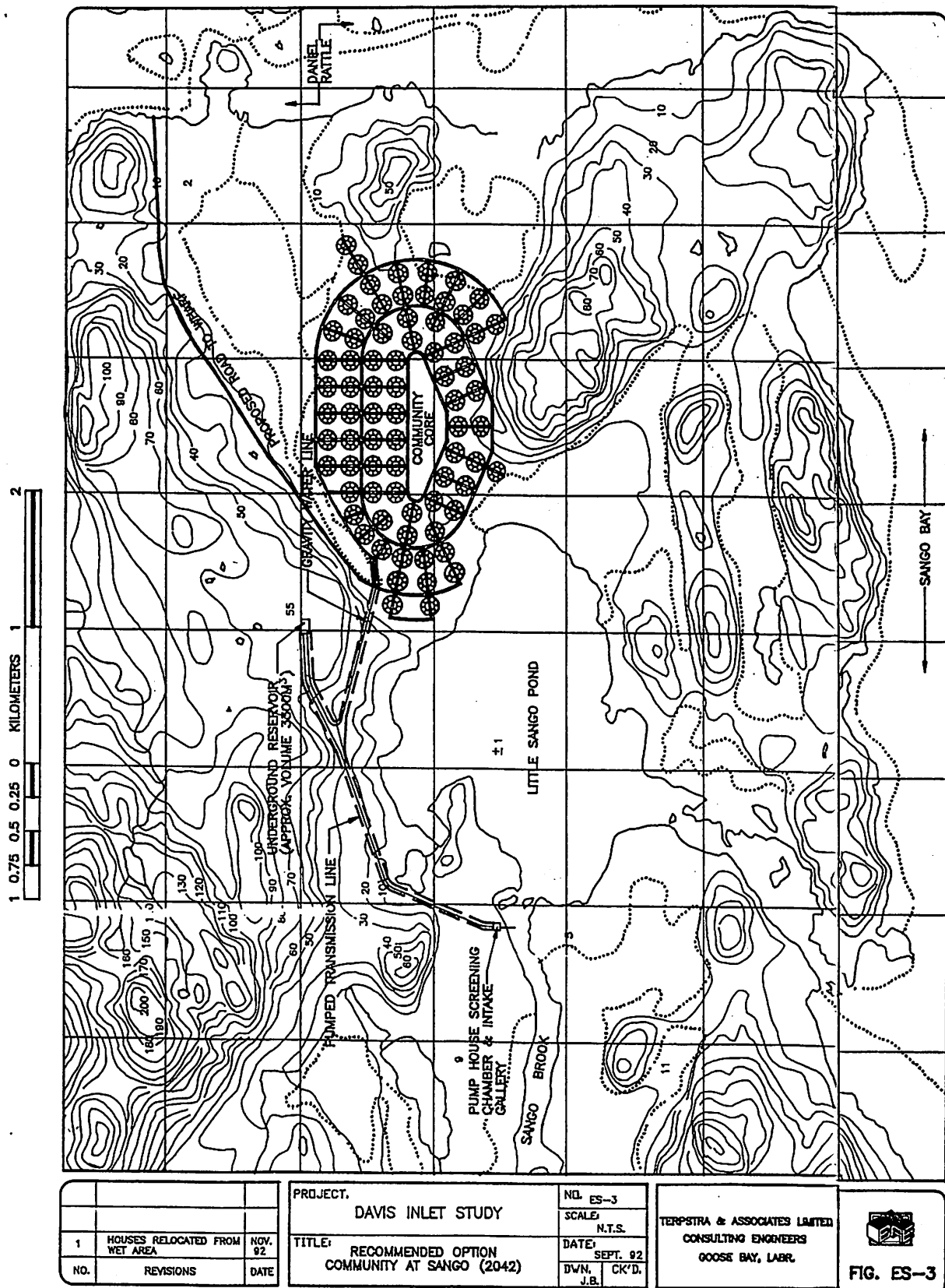
(4) **Alternative Site at Sango**

A town layout has been prepared, based on the "cluster concept", developed by the Innu, jointly with Jacob Schiere. Clusters of 8 houses are separated by green belts. It was customized for water and sewer services (Figure ES-2). Figure ES-3 shows that the proposed townsite has a suitable, fairly level area, large enough to accommodate 600 houses and all associated infrastructure. Soil tests in the proposed townsite have been carried out to a depth of 4 m. Clean, and well-draining sands were found in general at the plateau; no groundwater was found at that depth, except in the low lying fringe areas. This plateau has ground suitable for the construction of foundations, water and sewer lines, septic tank systems and roads. The potential for groundwater as source of supply has been investigated in detail, but the results were discouraging and it was therefore rejected.

An "unlimited" source of good quality water, Sango Brook, with approximately 70 km² of watershed is located 3-4 km to the west of the townsite. The proposed pipe route passes near a high sandy plateau where a large underground concrete reservoir can be constructed. This reservoir would be able to provide peak and fire flows by gravity. The fact that it would be constructed underground will help maintain water temperatures above freezing. From such a reservoir the townsite could be supplied by gravity, even during power outages.

A piped water system, complete with all appurtenances suitable to serve the 50 year future can be installed in Sango for a capital cost of \$18,940,000. As with Davis Inlet it will cost about \$5,000,000 to operate it over a 50 year period.





Sewage treatment at the new townsite should be done much like it is in Sheshatshiu, with individual septic tanks on each lot or with one large septic tank for every two houses, as is proposed here to minimize the destruction of vegetation.

The capital cost of such a sewer system is estimated as \$2,380,000 to serve the 50 year needs; operation and maintenance cost are estimated as \$15,000 per year or \$750,000 for 50 years.

The total capital cost to provide adequate infrastructure in Sango, excluding any hydro developments, is \$69,150,000 for the 20 year future and \$136,080,000 for the 50 year future. This has been incorporated in Table ES-9, in comparison with the infrastructure for Davis Inlet. The total capital cost to provide adequate infrastructure in Sango for the 20 and 50 year future, including a Run-of-the-River Hydro project at Kakesekauts River, south of Sango was calculated as \$81,150,000 and \$146,580,000 respectively. Details are shown in Table ES-10.

With a full scale hydro development and dam at Kakesekauts River instead of the Run-of-the-River hydro system, the total capital cost to provide adequate infrastructure in Davis Inlet is estimated as \$88,150,000 for the next 20 years and \$153,580,000 for the 50 year future (Table ES-11 shows detailed breakdowns).

A rough estimate has been made of the employment impact of this last scenario. No accurate estimates could be made, because all engineering work contemplated is only of a very preliminary nature. An attempt has also been made at estimating what component of the work at Sango can be done by the Innu from Davis Inlet and Sheshatshiu, much in the same way as was done for the upgrading of infrastructure in Davis Inlet in Section 3 of this Executive Summary.

The total labour component of all capital work at Sango, plus a 15% increase for indirect (spin-off) employment is estimated as \$64,000,000. This will provide 71,200 man weeks of employment, which can be considered equivalent to 3,560 man years of employment, when taking into account that in Canada's North, the construction season is only about 20 weeks long.

The Innu labour component of this \$64,000,000 is estimated as 68% or \$43,500,000. Based on a lower than average Innu labour cost of \$660 per week, due to the lower skill and experience levels, this \$43,500,000 will create almost 66,000 man weeks of Innu employment, or almost 93% of the man weeks.

The operation and maintenance cost of some selected infrastructure components for the 50 year design period has been estimated.

These are summarized in Table ES-7. An estimate has been made of the total labour component and of the labour component that is expected to be done by Innu workers from either Sheshatshiu, Sango or Davis Inlet. Because these are long term, permanent jobs in an isolated community, it is assumed that eventually, after an initial training period almost all operation and maintenance jobs are carried out by Innu workers.

The total labour component for operation and maintenance of selected infrastructure components is 437.5 man years or 22,750 man weeks, or \$17,500,000. Innu labour component over 50 year period is estimated as 95% or 415 man years, or 21,580 man weeks or \$16,600,000.

The total employment for Sango for the 50 year design period, to construct all, and operate and maintain some selected infrastructure elements is summarized in Table ES-8. This table shows the total dollar value and the total man weeks, as well as the dollar value and man weeks of the work that is expected to be done by the Innu. The figures in brackets are percentages of the total.

Table ES-7
50 YEAR OPERATION AND MAINTENANCE EMPLOYMENT FOR INFRASTRUCTURE IN SANGO

Infrastructure Component	Reference Section or Appendix	Operating and Maintenance Cost (\$)	Labour Component
Water Supply	16.4	5,000,000	Average 1.5 Technician @ \$40,000/yr x 50 years
Sewage Collection and Disposal	17.4	450,000	Average 0.5 Technician @ \$40,000/yr x 50 years
Housing	15.4		By home occupant
Roads and Streets (including snowclearing)	A-18, p.2	5,000,000	Average 1.5 Technician @ \$40,000/yr x 50 years
Firefighting	18.2	NIL	Volunteer Fire Department
School	18.3	N/A	Average 1.0 Technician @ \$40,000/yr x 50 years*
Medical Clinic	18.4	Not Calculated	Average 0.5 technician @ \$40,000/yr x 50 years
Administration Offices	18.5	Not Calculated	Average 0.5 Technician @ \$40,000/yr x 50 years
Airstrip	18.6	Not Calculated	Average 1 Technician @ \$40,000/yr x 50 years
Wharf	18.7	Not Calculated	Average 0.25 Technician @ \$40,000/yr x 50 years
Electrical Supply	18.8	Not Calculated	By Utility Company
Telephone/Cable	18.9	Not Calculated	By Utility Company
Fuel Storage	18.10	Not Calculated	By Fuel Company
Stores and Shops	18.11	Not Calculated	By Store Owners
Mission/Church	18.12	Not Calculated	By Church
Waste Disposal	18.13	Not Calculated	Average 1.0 Technician @ \$40,000/yr x 50 years
Equipment Garage	18.14	Not Calculated	Average 1.0 Technician @ \$40,000/yr x 50 years
Recreational Buildings	18.15	Not Calculated	By Recreation Department
Other Community Buildings	18.16	Not Calculated	By Building Owners
Total Labour Component			Average 8.75 Technicians x 50 years = 437.5 man years @ \$40,000 = \$17,500,000 (22,750 man weeks)

Table ES-8
EMPLOYMENT SUMMARY

	Employment Value	Man Weeks	Innu Employment Value	Innu Man Weeks
Construction	\$64,000,000	71,200	\$43,500,000 (68.0%)	66,000 (93.0%)
Operation and Maintenance	\$17,500,000	22,750	\$16,600,000 (94.9%)	21,580 (94.9%)
Total	\$81,500,000	93,950	\$60,100,000 (73.7%)	87,580 (93.2%)

The site at Sango offers a new future, a future with some of the technological benefits that most Canadians take for granted and a future that will facilitate a definition of new cultural aspirations. The Innu are not going to live as they did fifty years ago, but neither should they live as they have in the recent past. The Sango site offers opportunities and the same harvesting areas as those accessed from Davis Inlet, but the water barriers will no longer be there.

The new site may open opportunities for other economic endeavours based on the resource base including wilderness guiding, fishing, etc. It will certainly provide opportunities in construction and servicing. The main economic opportunity that was identified, was the hydropower potential of Kakesekauts River. As with Davis Inlet, three scenarios were considered for Sango: excluding hydro development, a "Run-of-the-River" system and a full hydro development with a dam.

1. Without hydro development, the community will depend on diesel powered electricity, that is extremely expensive. And despite those high rates the utility company still has to subsidize the system. In fact, the current powerplant is probably subsidized at a cost of \$1,000,000 per year.

When this subsidy is extrapolated in proportion with the forecasted population growth, subsidies will accumulate to about \$41,000,000 in 20 years and \$177,000,000 in 50 years. The total capital cost for all infrastructure in Sango for the 20 and 50 year future is estimated as \$69,150,000 and \$136,080,000 (Table ES-9).

2. The total capital cost to provide adequate infrastructure in Sango for the 20 and 50 year future, including a Run-of-the-River Hydro Project at Kakesekauts River is estimated to cost \$81,150,000 and \$146,580,000 (Table ES-10).
3. With a full scale hydro development and dam at Kakesekauts River, instead of the Run-of-the River Hydro System, the total capital cost to provide adequate infrastructure for the 20 and 50 year future is estimated as \$88,150,000 and \$153,580,000 (Table ES-11).

By developing the Band Council's own hydropower at Kakesekauts River, it can gain independence from the power company, and save the utility company tremendous amounts in subsidies in the long term. It is hoped that some of these savings can be applied to offset the cost of relocation.

Low cost electricity will help to improve the standard of living for many residents, because they will be much more comfortable with much less effort. If all new houses in Sango are built to R-2000 standards, and are properly maintained, the amount of energy required to heat them will be much less than what is presently consumed.

Furthermore, if burning of firewood is no longer the main method of heating the houses, the environmental damage resulting from cutting down forests will be less as well. As was calculated in Jacob Schiere's report, in May 1992, at the current rate of fuel wood consumption and the anticipated population growth rate, all trees in an area of 75 km² surrounding Sango will be cut in 25 years. And since in this part of Canada, it takes over 100 years for a tree to grow to about a 76 mm diameter, for all intents and purposes, the forest can be considered a non-renewable resource.

One other important factor that must be considered is that of community healing.

Aboriginal peoples across the north who have experienced cultural breakdown following the loss of self-reliance, autonomy and a sense of self-worth, have been commonly observed to engage in various social pathologies, including substance

abuse, interpersonal violence, child neglect, suicide and petty crime. This pattern has recently been labelled "Post-traumatic stress syndrome" by Harold Napoleon, a Yupik and survivor of alcoholism and former prison inmate.

The importance of community healing and cultural revival of aboriginal communities, suffering from these social pathologies, both as a solution to such problems, and as a path to social and economic development, is widely assumed in the literature. However, there are relatively few well-documented studies of the long-term effectiveness of programs of aboriginal community selfhealing, and the effects of these programs on community social development.

Probably the best-known example in Canada is the Alkali Lake Band from British Columbia. They have a 6-7 year program to counter substance abuse problems in their community, and are now actively involved in helping other native communities.

Our subconsultants, David Nairne & Associates Limited, provided us with another good example of successful community healing as a result of a transfer of control and self government: the Teslin Tlingit First Nation in the Yukon Territory. Their self government initiatives cover areas of health care, substance abuse, justice, land use, housing development, employment, resource development, etc. Their approach is even more comprehensive than the one in Alkali Lake, B.C.

And although a relocation to Sango on its own will not solve the alcohol abuse and other social problems, the relocation, coupled with a transfer of control and more input in the design, layout, architecture of the new townsite, followed by active participation in and control of the implementation may add the dimension to the peoples lives that is missing at present. So indirectly relocation may contribute to improved social conditions.

(5) Comparison Between Davis Inlet and Sango

Three comparisons were made of the capital cost to provide all infrastructure in both Davis Inlet and Sango for the 20 and 50 year future:

Table ES-9
Capital Cost Comparison
Excluding Hydro Development

Component	Davis Inlet			Sango		
	Capital Cost for 20 Year Future	Capital Cost for 50 Year Future	Reference Section	Capital Cost for 20 Year Future	Capital Cost for 50 Year Future	Reference Section
Water	\$9,830,000	\$23,180,000	9	9,980,000	\$ 18,940,000	16
Sewer	6,800,000	17,675,000	11	1,000,000	2,680,000	17
Housing	24,000,000	67,080,000	12	25,450,000	64,940,000	15.4
Roads	1,860,000	5,500,000	13.1	2,000,000	3,500,000	18.1
Firefighting	260,000	360,000	13.2	260,000	360,000	18.2
School	3,350,000	9,000,000	13.3	5,500,000	11,000,000	18.3
Clinic	2,000,000	4,000,000	13.4	2,000,000	4,000,000	18.4
Offices	1,400,000	2,900,000	13.5	1,500,000	3,000,000	18.5
Airstrip	150,000	375,000	13.6	3,000,000	3,000,000	18.6
Wharf	1,000,000	1,000,000	13.7	3,000,000	3,000,000	18.7
Electrical Power (Diesel Generation)	500,000	2,000,000	13.8	4,500,000	6,000,000	18.8
Telephone/Cable	1,300,000	1,900,000	13.9	2,515,000	3,115,000	18.9
Fuel Storage	100,000	300,000	13.10	160,000	400,000	18.10
Stores and Shops	1,000,000	3,000,000	13.11	3,000,000	5,000,000	18.11
Mission	200,000	700,000	13.12	500,000	1,000,000	18.12
Waste Disposal	385,000	795,000	13.13	285,000	645,000	18.13
Equipment Garage	1,500,000	2,000,000	13.14	1,500,000	2,000,000	18.14
Recreational Buildings	1,500,000	1,500,000	13.15	1,500,000	1,500,000	18.15
Other Community Buildings	500,000	1,000,000	13.16	500,000	1,000,000	18.16
Clean up of Davis Inlet	200,000	200,000	20.2.5.1	1,000,000	1,000,000	20.2.5.1
Total Capital Cost	\$57,835,000	\$144,465,000		\$69,150,000	\$136,080,000	

Table ES-10
Capital Cost Comparison
Including "Run-of-the-River" Hydro Development

Component	Davis Inlet			Sango		
	Capital Cost for 20 Year Future	Capital Cost for 50 Year Future	Reference Section	Capital Cost for 20 Year Future	Capital Cost for 50 Year Future	Reference Section
Water	\$9,830,000	\$23,180,000	9	9,980,000	\$ 18,940,000	16
Sewer	6,800,000	17,675,000	11	1,000,000	2,680,000	17
Housing	24,000,000	67,080,000	12	25,450,000	64,940,000	15.4
Roads	1,860,000	5,500,000	13.1	2,000,000	3,500,000	18.1
Firefighting	260,000	360,000	13.2	260,000	360,000	18.2
School	3,350,000	9,000,000	13.3	5,500,000	11,000,000	18.3
Clinic	2,000,000	4,000,000	13.4	2,000,000	4,000,000	18.4
Offices	1,400,000	2,900,000	13.5	1,500,000	3,000,000	18.5
Airstrip	150,000	375,000	13.6	3,000,000	3,000,000	18.6
Wharf	1,000,000	1,000,000	13.7	3,000,000	3,000,000	18.7
Electrical Power (Hydro, Diesel Backup)	29,700,000	29,700,000	13.8	16,500,000	16,500,000	18.8
Telephone/Cable	1,300,000	1,900,000	13.9	2,515,000	3,115,000	18.9
Fuel Storage	100,000	300,000	13.10	160,000	400,000	18.10
Stores and Shops	1,000,000	3,000,000	13.11	3,000,000	5,000,000	18.11
Mission	200,000	700,000	13.12	500,000	1,000,000	18.12
Waste Disposal	385,000	795,000	13.13	285,000	645,000	18.13
Equipment Garage	1,500,000	2,000,000	13.14	1,500,000	2,000,000	18.14
Recreational Buildings	1,500,000	1,500,000	13.15	1,500,000	1,500,000	18.15
Other Community Buildings	500,000	1,000,000	13.16	500,000	1,000,000	18.16
Clean up of Davis Inlet	200,000	200,000	20.2.5.1	1,000,000	1,000,000	20.2.5.1
Total Capital Cost	\$87,035,000	\$172,165,000		\$81,150,000	\$146,580,000	

Table ES-11
Capital Cost Comparison
Including Hydro Development With Dam

Component	Davis Inlet			Sango		
	Capital Cost for 20 Year Future	Capital Cost for 50 Year Future	Reference Section	Capital Cost for 20 Year Future	Capital Cost for 50 Year Future	Reference Section
Water	\$9,830,000	\$23,180,000	9	9,980,000	\$ 18,940,000	16
Sewer	6,800,000	17,675,000	11	1,000,000	2,680,000	17
Housing	24,000,000	67,080,000	12	25,450,000	64,940,000	15.4
Roads	1,860,000	5,500,000	13.1	2,000,000	3,500,000	18.1
Firefighting	260,000	360,000	13.2	260,000	360,000	18.2
School	3,350,000	9,000,000	13.3	5,500,000	11,000,000	18.3
Clinic	2,000,000	4,000,000	13.4	2,000,000	4,000,000	18.4
Offices	1,400,000	2,900,000	13.5	1,500,000	3,000,000	18.5
Airstrip	150,000	375,000	13.6	3,000,000	3,000,000	18.6
Wharf	1,000,000	1,000,000	13.7	3,000,000	3,000,000	18.7
Electrical Power (Hydro, Diesel Backup)	35,700,000	35,700,000	13.8	23,500,000	23,500,000	18.8
Telephone/Cable	1,300,000	1,900,000	13.9	2,515,000	3,115,000	18.9
Fuel Storage	100,000	300,000	13.10	160,000	400,000	18.10
Stores and Shops	1,000,000	3,000,000	13.11	3,000,000	5,000,000	18.11
Mission	200,000	700,000	13.12	500,000	1,000,000	18.12
Waste Disposal	385,000	795,000	13.13	285,000	645,000	18.13
Equipment Garage	1,500,000	2,000,000	13.14	1,500,000	2,000,000	18.14
Recreational Buildings	1,500,000	1,500,000	13.15	1,500,000	1,500,000	18.15
Other Community Buildings	500,000	1,000,000	13.16	500,000	1,000,000	18.16
Clean up of Davis Inlet	200,000	200,000	20.2.5.1	1,000,000	1,000,000	20.2.5.1
Total Capital Cost	\$93,035,000	\$178,165,000		\$88,150,000	\$153,580,000	

1. Without hydropower development, but with diesel power generation, the way it is presently done in Davis Inlet (Table ES-9).
2. With a Run-of-the-River Hydro Development (Table ES-10).
3. With a Full Scale Hydro Development with dam (Table ES-11).

Without taking power subsidies, hydro development and operation and maintenance cost into account, the capital cost to develop Sango is \$11,300,000 higher in 20 years, than the cost to improve Davis Inlet. In 50 years, with this scenario, the capital cost to develop Sango is \$8,400,000 lower than the cost to upgrade Davis Inlet (Table ES-9).

When the Run-of-the-River Hydro development at Kakesekauts River is brought into the equation, for both Davis Inlet, and for Sango, for the 20 and the 50 year future, of course the overall costs increase, but they increase more for Davis Inlet than for Sango making the capital cost for Sango lower than for Davis Inlet, both for the 20 and the 50 year future (Table ES-10).

When the full scale hydro development at Kakesekauts River, complete with dam is taken into account, the capital cost increases even further for both Davis Inlet as for Sango. With this scenario Sango will be less expensive to develop than the cost to upgrade Davis Inlet (Table ES-11).

Three comparisons were made of selected operating and maintenance costs for the next 20 and 50 years. Those infrastructure components that had identical operation and maintenance cost for Davis Inlet and Sango, such as the water supply system have been deleted from the comparison.

The infrastructure components that had different operation and maintenance costs were:

1. Sewer System
2. Houses and Other Buildings
3. Power Supply System

A very important maintenance cost of housing and other buildings is the cost of vandalism.

Based on past experience, its cost is expected to be skyrocketing to about \$3,500,000 in Davis Inlet over the next 20 years, and to about \$19,000,000 over the next 50 years, assuming that no drastic changes are made. The present justice and social systems appear unable to cope with the problem of vandalism. It is hoped that a relocation to Sango can become a new start with new rules to prevent vandalism, enforced by native police officers and a strong Band Council. It is estimated that with the introduction of new policies and new control system, combined with the relocation to Sango, the vandalism cost can be reduced to about \$2,000,000 in 20 years and \$4,000,000 in 50 years.

All selected operating and maintenance cost comparisons are summarized in Tables ES-12 to ES-14 for the three power supply scenarios for the 20 and 50 year future, similar to the scenarios considered for the capital cost.

A final comparison for all costs (capital and operation and maintenance cost) for all three scenarios for the 20 and 50 year future, without considering power subsidies was done in Tables ES-15 and ES-16.

It can be seen from Table ES-15 that for the 20 year future, the lowest total cost option was to upgrade existing Davis Inlet, without any hydro development (\$62,100,000). The cost to develop a new townsite in Sango was \$9,200,000 more expensive (\$71,300,000).

+ [From Table ES-16 can be seen that for the 50 year future, the lowest cost option was to relocate to Sango (\$140,600,000), which was \$25,500,000 less expensive than the total cost to upgrade Davis Inlet (\$166,100,000).

Table ES-12

**OPERATING AND MAINTENANCE COST COMPARISON BOTH SITES,
EXCLUDING HYDRO DEVELOPMENT**

Note: all parameters that are equal are not shown.

Component	Davis Inlet			Sango		
	Operating and Maintenance Cost		Reference Section	Operating and Maintenance Cost		Reference Section
	20 Years	50 Years		20 Years	50 Years	
Sewer	\$ 800,000	\$ 2,600,000	11	\$ 70,000	\$ 450,000	17
Housing and Other Buildings	3,500,000	19,000,000	20.2.5.4	2,000,000	4,000,000	20.2.5.4
Total Operating and Maintenance Cost	\$4,300,000	\$21,600,000		\$2,070,000	\$4,450,000	

Table ES-13

**OPERATING AND MAINTENANCE COST COMPARISON BOTH SITES,
WITH "RUN-OF-THE-RIVER" HYDRO DEVELOPMENT**

Note: all parameters that are equal are not shown.

Component	Davis Inlet			Sango		
	Operating and Maintenance Cost		Reference Section	Operating and Maintenance Cost		Reference Section
	20 Years	50 Years		20 Years	50 Years	
Sewer	\$ 800,000	\$ 2,600,000	11	\$ 70,000	\$ 450,000	17
Housing and Other Buildings	3,500,000	19,000,000	20.2.5.4	2,000,000	4,000,000	20.2.5.4
Power Supply	11,880,000	29,700,000	18.8.2.3	7,200,000	24,000,000	18.8.4.5
Total Operating and Maintenance Cost	\$16,180,000	\$51,300,000		\$9,270,000	\$28,450,000	

Table ES-14

**OPERATING AND MAINTENANCE COST COMPARISON BOTH SITES,
WITH HYDRO DEVELOPMENT WITH DAM**

Note: all parameters that are equal are not shown.

Component	Davis Inlet			Sango		
	Operating and Maintenance Cost		Reference Section	Operating and Maintenance Cost		Reference Section
	20 Years	50 Years		20 Years	50 Years	
Sewer	\$ 800,000	\$ 2,600,000	11	\$ 70,000	\$ 450,000	17
Housing and Other Buildings	3,500,000	19,000,000	20.2.5.4	2,000,000	4,000,000	20.2.5.4
Power Supply	14,280,000	35,700,000	18.8.2.3	10,000,000	26,000,000	18.8.4.6
Total Operating and Maintenance Cost	\$18,580,000	\$57,300,000		\$12,070,000	\$30,450,000	

Table ES-15

**20 YEAR COST COMPARISON DAVIS INLET VS SANGO
WITHOUT CONSIDERING POWER SUBSIDIES**

All costs in millions of dollars

Scenario	Davis Inlet			Sango		
	Capital	Operating and Maintenance*	Total	Capital	Operating and Maintenance*	Total
No Hydro (Diesel Power)	\$57.8	\$ 4.3	\$ 62.1	\$69.2	\$ 2.1	\$ 71.3
Run-of-the-River Hydro	87.0	16.2	103.2	81.2	9.3	90.5
Hydro with Dam	93.0	18.6	111.6	88.2	12.1	100.3

Table ES-16

**50 YEAR COST COMPARISON DAVIS INLET VS SANGO
WITHOUT CONSIDERING POWER SUBSIDIES**

All costs in millions of dollars

Scenario	Davis Inlet			Sango		
	Capital	Operating and Maintenance*	Total	Capital	Operating and Maintenance	Total
No Hydro (Diesel Power)	\$144.5	\$21.6	\$166.1	\$136.1	\$ 4.5	\$140.6
Run-of-the-River Hydro	172.2	51.3	223.5	146.6	28.5	175.1
Hydro with Dam	178.2	57.3	235.5	153.6	30.5	184.1

* Selected items only. All parameters that are equal are not included.

Table ES-17

**20 YEAR COST COMPARISON DAVIS INLET VS SANGO,
INCLUDING POWER SUBSIDY IMPACT**

All costs in millions of dollars

Scenario	Davis Inlet				Sango			
	Capital	Operating and Maintenance*	Power Subsidy	Total	Capital	Operating and Maintenance*	Power Subsidy	Total
No Hydro (Diesel Power)	\$57.8	\$ 4.3	\$41.0	\$103.1	\$69.2	\$ 2.1	\$41.0	\$112.3
Run-of-the-River Hydro	87.0	16.2	Nil	103.2	81.2	9.3	Nil	90.5
Hydro with Dam	93.0	18.6	Nil	111.6	88.2	12.1	Nil	100.3

Table ES-18

**50 YEAR COST COMPARISON DAVIS INLET VS SANGO,
INCLUDING POWER SUBSIDY IMPACT**

All costs in millions of dollars

Scenario	Davis Inlet				Sango			
	Capital	Operating and Maintenance*	Power Subsidy	Total	Capital	Operating and Maintenance*	Power Subsidy	Total
No Hydro (Diesel Power)	\$144.5	\$21.6	\$177.0	\$343.1	\$136.1	\$ 4.5	\$177.0	\$317.6
Run-of-the-River Hydro	172.2	51.3	Nil	223.5	146.6	28.5	Nil	175.1
Hydro with Dam	178.2	57.3	Nil	235.5	153.6	30.5	Nil	184.1

* Selected items only. All parameters that are equal, are not included.

However, annually large power subsidies are required to subsidize the diesel powerplant. If these subsidies will increase in proportion with the population growth, assuming no increased per capita power consumption, these subsidies could add up to \$41,000,000 in 20 years and \$177,000,000 in 50 years. When they are introduced in the comparison, the results are as shown in Tables ES-17 and ES-18.

With that scenario, the lowest cost for the 20 year future will be Sango, with a Run-of-the-River Hydro System (\$90,500,000). For the 50 year future it will again be Sango, with a Run-of-the-River Hydro System (\$175,100,000).

Although Sango with a Run-of-the-River Hydro System has the lowest total cost, Sango with a hydro system with a dam is only about \$10,000,000 more expensive (5%, based on the 50 year cost).

When taking into account that the hydro dam alternative will produce ten times the power, than the Run-of-the-River alternative (4.0 MW vs. 0.4 MW), it becomes very attractive.

When the employment value and man weeks of employment that will be created, either by upgrading Davis Inlet, or by building a new town at Sango, are compared both the cost and the employment are greater for Davis Inlet although not by much. See Table ES-19.

Table ES-19
EMPLOYMENT COMPARISON

	Davis Inlet		Sango	
	Value	Man Weeks	Value	Man Weeks
Total Employment	\$88,000,000	101,400	\$81,500,000	93,950
Innu Employment	\$62,200,000	90,550	\$60,100,000	87,580

(6) **Recommendations**

It is recommended:

1. That the community of Davis Inlet be relocated to Sango.
2. That a new municipal plan be developed by the Band Council for Sango, with a clearly defined central core, houses in clusters, radial roads and ring roads, as is shown in principle on Figure ES-3.
3. That an implementation strategy be developed for the relocation of the community.
4. That the new community be serviced by a conventional, deep buried, piped water system from Sango River, with sewage disposal through septic tanks and disposal fields.
5. That appropriate housing of R-2000 standard be designed to suit the special requirements of the families of the Mushuau Innu Band.
6. That, in order to reduce social problems and rebuild self esteem of the Innu, the relocation to Sango is coupled with a transfer of control to the Innu through self government.
7. That the hydro electric potential of the Kakesekauts River be fully developed by building a dam and creating a reservoir, thus providing an economic power source for the new community and eliminating the need for costly diesel power generation.
8. That to ensure maximum benefit to the community, capital works be done through a combination of project management and public tender process.
9. That governments act expeditiously to implement the recommendations of this study.