Maximizing Łutsël K'e Community Benefit from the Proposed National Park

Through Capacity Building and the Social Economy

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Prepared for the Parks Working Group of the Łutsël K'e Dene First Nation

 Łutsël K'e Dene First Nation

Having a vision is very, very important. You will have to have a strong vision, so you can tell Parks Canada and other interests very clearly what you want.

Derias Elias, Vuntut Gwitchin First Nation

It is not a 50/50 arrangement in the park, how we Dene people should deal with the government. It is 100% on both sides, 100% for the Dene, and 100% for Canada. It is like a marriage.

Francois Paulette, Park Advisor

It is Parks Canada's intention that, after receiving the recommendations concerning measures to increase Łutsël K'e Dene First Nation capacity to deal with the potential impacts and benefits of the national park, it will begin action to implement those recommendations according to priorities that may be agreed to by the parties.

MOU between Łutsël K'e Dene First Nation and The Parks Canada Agency, October 2006

Maximizing Łutsël K'e Community Benefit from the Proposed National Park

This report was prepared for the Thaidene Nene Parks Working Group of the Łutsël K'e Dene First Nation. The information in this report resulted from Nathan Bennett's thesis research, which was conducted during the spring and summer of 2008 in Łutsël K'e, NWT. All stages of this research project were supervised by Dr. Harvey Lemelin (School of Outdoor Recreation, Parks and Tourism, Lakehead University) and guided by Stephen Ellis and Gloria Enzoe (Thaidene Nene Parks Working Group, Łutsël K'e Dene First Nation). The analysis presented in this report was based on the available data and represents the views of the authors and not necessarily those of Lakehead University or the Łutsël K'e Dene First Nation.

Łutsël K'e Dene Band

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Acknowledgements

This project is dedicated to the people of Łutsël K'e, for whom Thaidene Nene is an integral part of your way of life and who you are as a people. Thaidene Nene is ancestral and spiritual home, birthplace, mother, provider and inspiration. Thaidene Nene is a vast area of boreal forests, lakes and waterways and tundra that is filled with your history, your culture and your spirits. From inception to completion, this project was inspired by your people's stories and your insights into how a national park could be integrated with your community's realities and dreams. If it proceeds, may the national park bring many social, cultural, educational, political, economic and environmental benefits to the people of Łutsël K'e long into the future.

This project is also dedicated to the protection of Tsekue Theda (Old Lady of the Falls), spiritual inspiration and healer of the Łutsël K'e Denesoline.
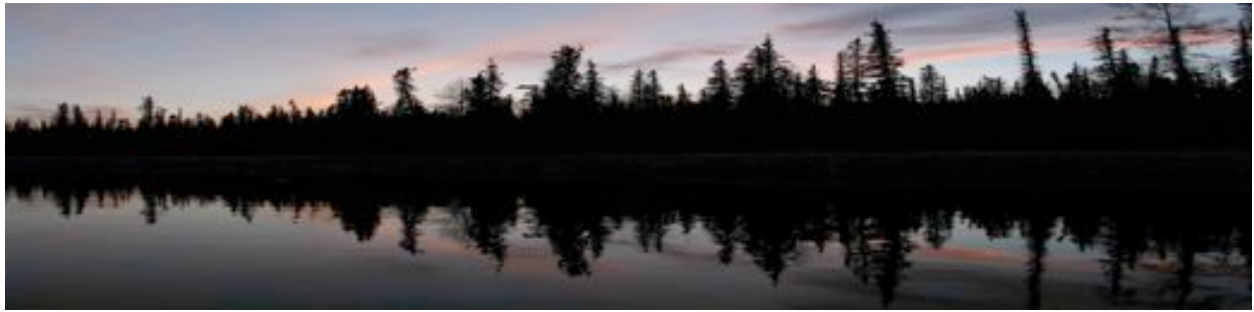
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ABSTRACT

The primarily Dene First Nation community of of Łutsël K'e, Northwest Territories, located 200km east of Yellowknife on the East Arm of Great Slave Lake, is questioning the implications of the creation of a national park in their traditional territory and on the local community and how to maximize local benefit. This document explores the results of a collaboratively developed research project that focused on: 1) perceived and desired community development outcomes related to the creation of a national park; 2) capacity building for the maximization of local benefit; and 3) the role of the social economy in facilitating social and economic development related to park creation.

Prior to exploring these three areas of focus, the first section explores the context of this study and provides a brief history of the national park proposal for the East Arm of Great Slave Lake. The research process, methodology and methods are also outlined in this section. The second section of this document explores community perceptions of the reasons that the community initially opposed the formation of a national park and the factors that may have caused the community's position to change and provides an overview of the perceived and desired community benefits of the park's creation. A discussion of emergent themes related to capacity building for tourism development, for capitalizing on potential employment and contract opportunities, and for non-economic development is provided in the third section. The fourth section examines the role of the social economy in facilitating community development related to the creation of the park.

Recommendations for applying the results of this research are highlighted throughout the document. The goal of this document has been to provide information for the Łutsël K'e Dene First Nation and the Parks Canada agency and to support the maximization of local community development as the formation of the national park proceeds.

TABLE OF CONTENTS

LIST OF TABLES

LIST OF FIGURES

INTRODUCTION

Introduction

Once a nomadic people wandering the area to the north, east and south of the East Arm of Great Slave Lake, the Chipewyan Dene of Łutsël K'e, Northwest Territories, still maintain a strong connection to their traditional territory. The town of Łutsël K'e, located on the shores of Christie Bay on the East Arm of Great Slave Lake, is now home to approximately 400 of the Łutsël K'e Dene First Nation band membership (NWT Bureau of Statistics, 2004). In recent years, the Łutsël K'e Dene First Nation (LDFN) have been considering the implications of protecting their traditional territory (locally referred to as Thaidene Nene, meaning "The Land of The Ancestors") in a national park. This document outlines a collaborative research project exploring community perceptions of the benefits of a national park, how to build capacity in order to maximize local benefit, and the role of the social economy in facilitating community and tourism development related to the creation of the park.

Why This Study? - A Brief History of Thaidene Nene

In the near future, Łutsël K'e, Northwest Territories could become the gateway to a national park, which could be one of the largest in Canada. The initial 1969 proposal for a national park in the East Arm of Great Slave Lake was rejected by former LDFN Chief Pierre Catholique. Despite this initial refusal, Parks Canada made an initial land withdrawal of 7,400 km^2 in 1971 (Figure 1). Since that time, the park proposal has been met with several failed attempts to move ahead as a result of local skepticism and opposition and the failure to ratify the Dene-Metis comprehensive land claim process. More recently, however, the Łutsël K'e Dene First Nation's position has shifted regarding the formation of the park in their traditional homeland. In 2001, Chief Felix Lockhart re-opened discussions with Parks Canada about the possibility of creating a national park in the traditional territory of the Łutsël K'e Dene First Nation.
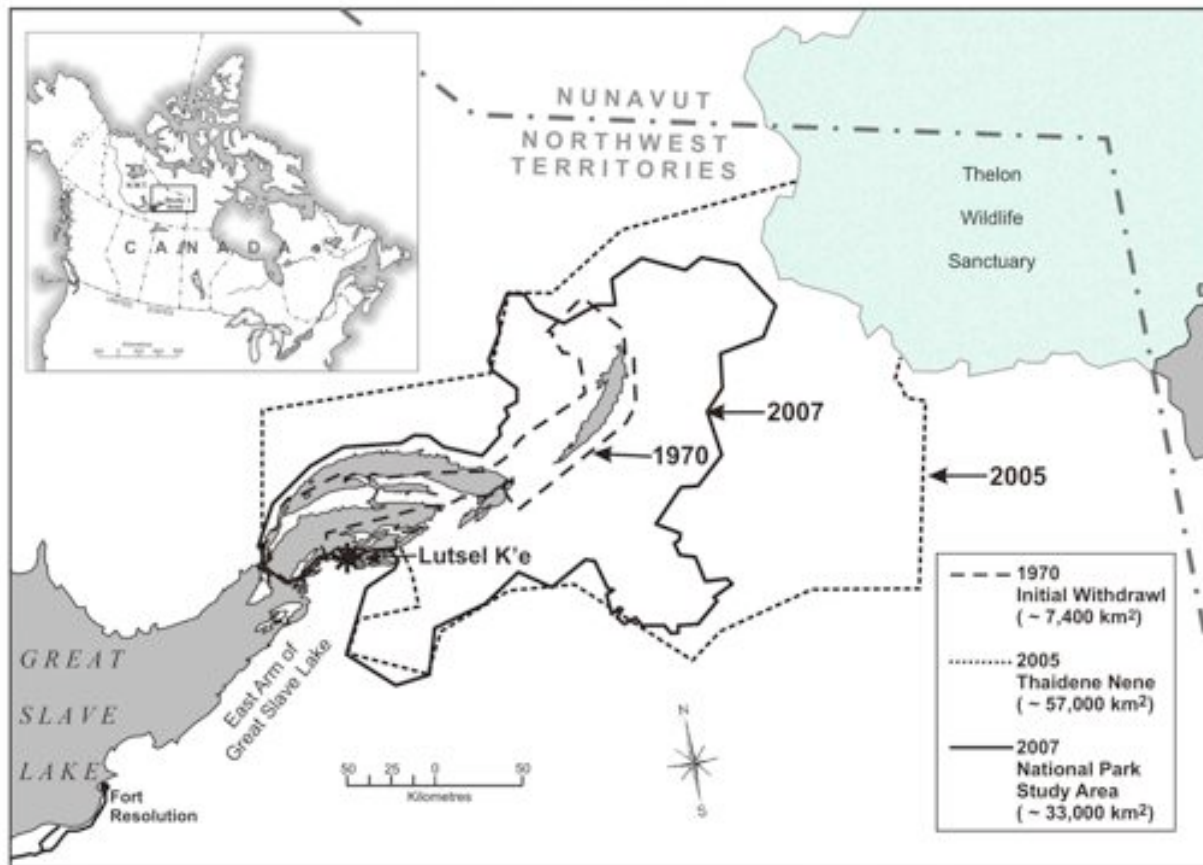
Figure 1 – Proposed boundaries for the National Park

Since 2001, many conversations about the park have occurred both at a community level and between the community and Parks Canada. At a community level, meetings have largely been focused on local concerns, park management, boundaries, names, rationales, Parks Canada and Akaitcho political processes, and local development potential. In 2005, the Łutsël K'e Dene First Nation forwarded an area of approximately 57,000 km^2 for protection as part of the Akaitcho territory negotiations processes. In 2006, the Łutsël K'e Dene First Nation and the Minister of the Environment, Rona Ambrose, signed a Memorandum of Understanding which outlined a three year plan to complete feasibility studies, recommend a boundary, examine impacts and benefits of the park, and consult with the public. A study area of 33,000 km^2 was established in 2007 (Figure 1). Currently, an operational scenario is being negotiated, feasibility studies and a Mineral and Energy Resource Assessment (MERA) are underway and local and national consultations are soon to begin.

> *"The park was one of the most exciting things that happened while I was chief. I feel very positive about it. – Chief Adelaine Jonnassen*

At a community level, many concerns and unanswered questions remain regarding how and even if the community wishes to proceed with a national park or some other form of protected area.

Further questions remain regarding how a national park or other protected area can be effectively integrated with local community development and how to build local capacity to take full advantage of the benefits that the park could offer. This study explores these two lines of questioning and looks at the role of social economy organizations in facilitating desired community development outcomes.

Overview of The Project

This report presents the results of a collaborative action research project that focused on community development outcomes and capacity building objectives in Łutsël K'e related to the possible creation of a national park in Thaidene Nene. In addition, the project sought to clarify the role of social economy organizations in achieving local development objectives.

Methodology
This project adopted an action research methodology that was philosophically guided by appreciative inquiry (Cooperrider & Whitney, 1999). Action research allows for the exploration of questions determined by and with a research partner, is participative and is action oriented (Reason & Bradbury, 2000). Appreciative Inquiry (AI) is a solution oriented action research methodology (Cooperrider & Whitney, 1999). AI encourages organizations or communities to steer away from looking at "weaknesses" and to focus on the "extraordinary" in order to elevate the organization or community in question to its full potential (Boyd, 2007). AI has the goals of exploring positive potential, empowerment, developing capacity, mobilization and generating change (Bushe, 2009; Koster & Lemelin, 2009). AI is ultimately focused on improving society and quality of life. Instead of using the group process often associated with AI, we used individual interviews to account for the context of the study.

The Research Process
This research project followed a 10-step process in order to meet the study's objectives and ensure effective collaboration throughout:

1. Project Development with Community

2. Literature Review

3. Hiring and Training of Research Assistant

4. Review of Community Meeting Minutes

5. Interviews with Community Members (26 Band Members; 9 Non-Band Members)

6. Interviews with External Park, Tourism and Development Representatives (9 Total)

7. Data Analysis

8. Development of Final Community Report

9. Community Presentation

10. Thesis Completion
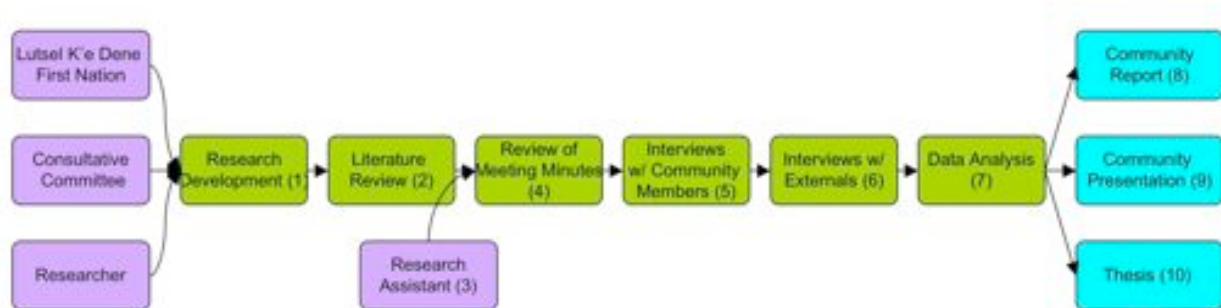
Figure 2 - 10 step collaborative research process employed in this study

As shown in Figure 2, the researcher, the LDFN and a consultative committee, entered together as equal partners into this research project. An initial visit to the community in February 2008 allowed the researcher to become familiar with the context and consult with Stephen Ellis, Gloria Enzoe and Chief Adelaine Jonnasen and Council regarding the research project. During the Spring and Summer of 2008, the researcher hired a research assistant and conducted fieldwork and interviews. Interviews were conducted with 26 band members, 9 non-band community members and 9 individuals external to the community. We felt that using a "triangulation of perspective" and focusing on a combination of "insider" and "outsider" voices would give the greatest amount of insight into this complex issue (Lockhart, 1982; Neuman, 2001; Caine, Salomons & Simmons, 2007). During the fall of 2008 and winter of 2009, the interviews were transcribed and analyzed using NVivo 8, a qualitative analysis software.

Following the initial field research, the researcher returned to the community to seek clarity, receive feedback, consult regarding the final report and to report back findings.

Overview of Document

The rest of this document explores the results of the research. The next section brings together the voices of band members and long-term community members to explore community perceptions of the history of the park and current rationales for engaging with Parks Canada. This chapter focuses on the perceived and desired community benefits of community members relating to the creation of the park. The third section brings in the voices of all groups interviewed and focuses on the concept of capacity building to maximize benefit from the creation of the park. The fourth section explores the role of social economy organizations in facilitating local development relating to the creation of the park. The fifth section provides some concluding remarks and recommendations for proceeding and using this information. The appendices of this document also presents a number of tables of results from various aspects of this research.
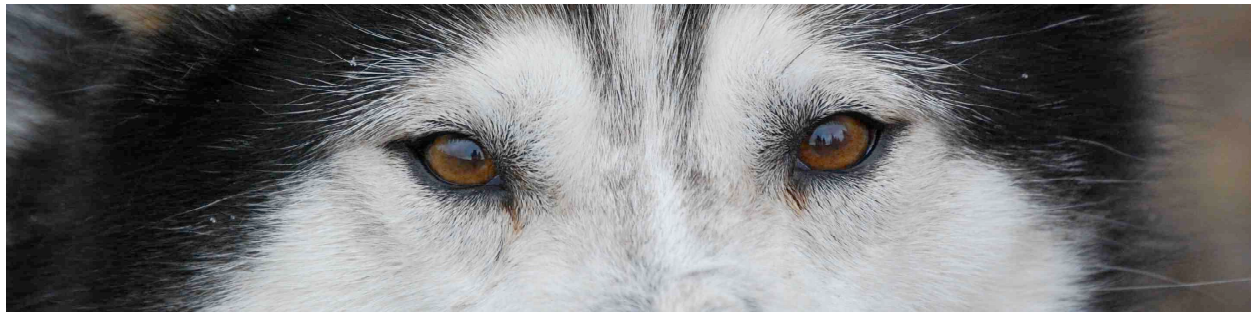
PERCEPTIONS OF THAIDENE NENE

Introduction

Perceptions of the park have shifted significantly since it was initially proposed in 1969. This chapter explores community perceptions of the original rationale for opposing the original national park proposal, examines factors that might have lead to the community's current stance regarding the park, and looks at the community's perceived and desired benefits and persistent concerns regarding the creation of a national park.

Shifting Perceptions of the Park – Still Tentative

Originally, in 1969, the proposed East Arm National Park was viewed as a negative development for the community. Chief Pierre Catholique talks about how government officials put a paper in front of him in Ottawa and asked him to sign it, "I grabbed the pen and told the officials that I am not going to sign the paper for a park." The original refusal of the park proposal, according to community members, was the result of:

- Lack of effective consultation in processes surrounding the creation of the park;
- Community misunderstanding of the park resulting from a lack of information;
- Distrust of government;
- Resistance to granting external title or ownership to the land;
- Resistance to being confined or restricted to an area;
- A general feeling that designation of a protected area was not necessary; and,
- A feeling that parks were contrary to the local way of life because of restrictions on use of the land for traditional activities.

The government would come here and do whatever they wanted. They would build mines and they wouldn't give us a cent. On our land. They came and then they left. Not anymore, I told them. I told them you have to come meet with us four or five times until everyone understands and then we make a decision. If we like it, okay. Otherwise, go away. – Chief Pierre Catholique

Many interviewees still feel today that Chief Pierre Catholique showed an incredible amount of insight in refusing to sign the documents that would have created the East Arm National Park.

Since the original proposal, the local position on protecting the area as a national park has changed significantly. Throughout the north, development pressures have been increasing resulting in a feeling, particularly among the elders, that conservation was a necessary path for preventing development in areas that the community valued for cultural, historical, spiritual or subsistence (hunting, fishing, trapping, gathering) reasons. During the intervening years, there were ongoing changes within the community from a more traditional lifestyle to a more sedentary lifestyle with a greater dependency on the wage economy. Community governance structures and roles also shifted significantly and aboriginal groups in the north experienced an increased level of political power, knowledge, mobility and unity. In addition, Parks Canada's policies surrounding traditional uses and the potential for recognition of aboriginal title changed as the result of changes in the Constitution Act and a number of significant court cases. Many people in the community also felt that Parks Canada's processes have improved, particularly in the areas of consultation with the local community and improved provision of information.

> *It is all going to be about the way of life, through history and even carrying on today through maintaining that so you want to be able to put forward the idea of not just preservation but of a culture of people. We don't want to live in the past, we just want to be able to continue on living in the future and that is more than preserving that is actually day to day life and that's more than existing, it's living. - Felix Lockhart*

Partially as a result of the factors listed in the previous paragraph, perceptions of the park have changed slowly over the years. Community members now see the park as having a number of benefits for the community but still have a number of concerns. The following two sections will outline the perceived and desired benefits and concerns of community members regarding the creation of a park.

Why a National Park? – Perceived and Desired Benefits

The creation of a national park in the traditional territory of the Łutsël K'e was seen as having a number of perceived and desired benefits for the community. Protection of the area was seen as playing an important role in the community's social, cultural, political and economic development in the future. At the same time, the park was seen as a way of protecting the aesthetic, cultural, social, spiritual, and environmental values of the area. The community's perceived and desired benefits fell into 11 spheres: *economic, employment, cultural, social, political, educational, infrastructure,*

> *So that could be an asset, that park, for that. Their identity is kept. Their language. You know, it is not only the land, it is the social structure of the community, of the band. So that is all one package. The land is them. The people belong to the land. They belong to the park. Part of it.- Eduardo Prince*

environmental, health, spiritual, and *aesthetic*. Details regarding these 11 spheres of perceived and desired benefit are provided in Table 1.

Table 1 - Perceived and desired benefits relating to the creation of a national park

Type of Benefit	Band Perceived and Desired Benefits
Aesthetic	• Protect beauty of area
Cultural	• Contribute to preserving and strengthening a living culture 　　Contribute to cultural education for community and others 　　Infrastructure for contributing to cultural education 　　Preservation and ongoing use of Dene (Chipeweyan) language 　　Cultural preservation and revitalization through tourism development • Contribute to sustaining traditional way of life 　　Freedom and right to continue traditional uses (harvesting, hunting, fishing, trapping) and way of life 　　Preservation of wildlife and resources to allow for continued ability to live off the land • Contribute to preservation of history, culture and traditional knowledge 　　Preservation and documentation of historical, traditional and cultural knowledge 　　Preservation and documentation of cultural and historical sites 　　Infrastructure for storing cultural and historical knowledge
Economic	• Economic benefits 　　From direct employment with Parks Canada 　　From infrastructure creation and maintenance contracts 　　From tourism development 　　From Impact Benefit Agreement with Parks Canada to support community goals • Ongoing funding to support community management, jobs, training and infrastructure development • Funding to create trust fund to support community development and capacity building efforts • Funding to support community's cultural, social and educational goals • Increased potential for business and tourism development
Educational	• Initial support and programs for training and educating local people and youth in preparation for park • Ongoing support and programs for training and educating local people and youth • Support for cultural education (i.e., camps and programs) for community
Employment	• Significant opportunities for locals through both direct and indirect employment • Culturally and socially suitable employment options in park and tourism • Local employment in full range of positions pertaining to park (including management and research) 　　Management positions located in the community 　　Work towards 100% of jobs being filled locally
Environmental	• Protection from exploration, development, mining and contamination • Protection of flora and fauna (plants and animals) • Protection of caribou populations and habitats • Protection of ecosystem • Protection of land • Protection of water • Legacy for future generations
Health	• Maintenance of physical health from eating wild foods • Maintenance of physical health from having clean water to drink • Ongoing positive impacts on mental health from being on the land

Table 1 (continued)

Type of Benefit	Band Perceived and Desired Benefits

Infrastructure	• Community integrated infrastructure development in Łutsël K'e
	  For managing and operating park
	  For local uses and community benefit
	    i. For storage of cultural, historical and traditional knowledge
	    ii. For cultural education of locals
	    iii. Infrastructure for socio-cultural events
	  For supporting tourism development
	    iv. For greeting tourists
	    v. For selling goods and services to tourists
	    vi. For accommodating and feeding tourists
	• Integrated community and tourism infrastructure development in park
	  Trails and facilities for tourists
	  Facilities for local use

Political	• Meaningful consultation and incorporation of local vision into park creation and management
	• Protection of aboriginal and treaty rights and continued access to area
	• Recognition of aboriginal (or mutual) title
	• Mechanisms for increasing local control over and level of input into management of area
	  Creation of locally weighted joint management body
	  Implementation of flexible and contextual management arrangement
	  Implementation of mechanisms for controlling visitors to area
	• Ability to increase land area-quantum through park and treaty negotiations

Social	• Suitable, meaningful, desirable and positive local employment opportunities • Positive social impacts from suitable and local economic and employment opportunities • Positive personal development from successful business development and ownership • Positive social and emotional outcomes (improved quality of life, pride, self esteem, less social problems, not having to worry about the land) from protecting area • Improved relationship with the "outside world" • Support for community programs and events
Spiritual	• Protection of spiritual aspects of local culture • Protection of sacred area and spiritual site(s)

*Note: A more in depth discussion of these 11 spheres of benefit is provided in my thesis (available upon request).

Ongoing Concerns About The Park

While local perceptions of the park were generally positive, there were a number of perceived and real concerns that will need to be addressed as the park proceeds in order to ensure lasting positive outcomes and support. Community members were concerned about the overall level of benefit to the community, particularly in the areas of employment and tourism, and the ability to prepare the community and individuals to take advantage of these benefits. A long history of mistrust of the government (in general) and the Parks Canada Agency might also be resulting in concerns about the negative aspects of signing an agreement. Community members were particularly concerned about the level of local control in management of the area, the implementation of externally created and restrictive regulations, the loss of aboriginal or treaty rights, and the issue of land title. The level of funding that would come with the creation of the park and how this funding would be managed was also seen as potentially problematic.

> *I guess that it will be good for us if they stick to the words, the government officials, if they don't change nothing around, it will be good for the future. - Madelaine Drybones*

Overview

The previous discussion of benefits and concerns related to the creation of the park has the potential to guide the creation of a unified community vision for the park and future negotiations with Parks Canada. This information could also be integrated into community and park planning processes in order to ensure that the park is congruent with local values and vision. While some of the benefits presented in this section would automatically result from the creation of the park, other benefits will require ongoing efforts on the part of various stakeholders who are involved in the management of the park and the development of the community. On the other hand, it is also possible that no park or protected area could help the community to achieve all of the benefits discussed here or fix the range of issues alluded to in this document. It will be important, as the park feasibility studies and negotiations proceed, to clarify what benefits the park might and can not contribute to the community. The following chapters of this document focuses on achieving desired community benefits through building capacity proceeded by a discussion of the role of the social economy in facilitating local park and community development processes.
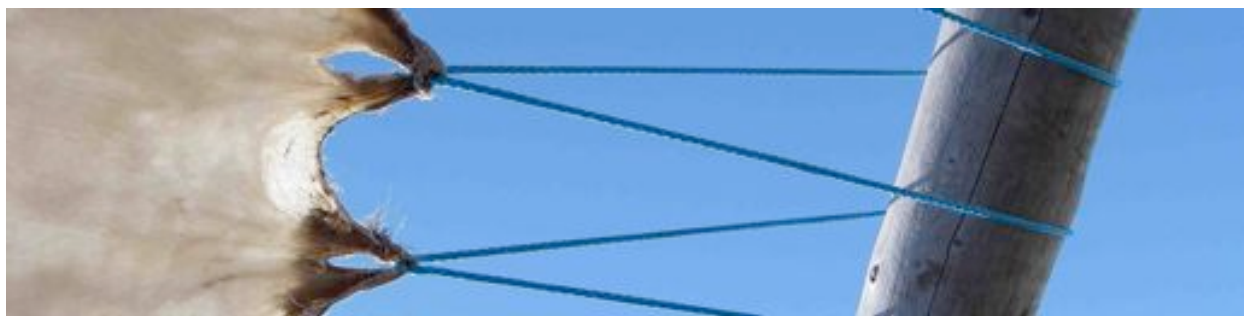
BUILDING CAPACITY TO MAXIMIZE BENEFIT

Introduction

The park was seen as providing major opportunities for both economic and non-economic development in Łutsël K'e. One goal of this project was to examine capacity building objectives that would allow for the maximization of local benefit. Rather than using a predetermined theory or definition of capacity building, we allowed ideas to emerge from the interviews. Three groups were seen as central to supporting capacity building efforts: individuals, the community and the Parks Canada agency (Figure 2). An additional group of organizations was seen as being peripheral to the process of capacity building through providing resources to the community and individuals to support capacity building efforts (see Appendix H).
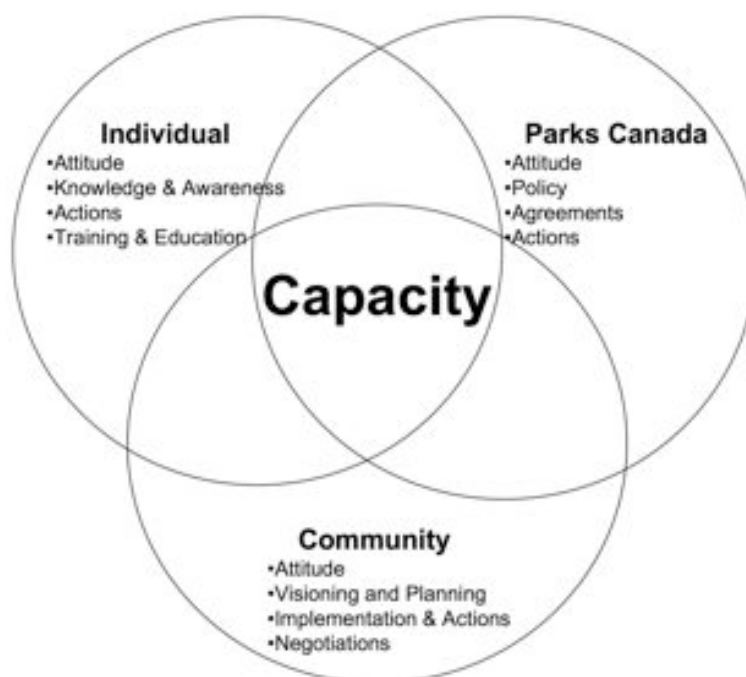
Figure 3 – Roles of individuals, the community and the Parks Canada agency in supporting capacity building

Each of these three groups (individuals, the community and Parks Canada) was seen as having particular roles in building capacity within the community. Summaries of all comments and ideas pertaining to the roles of each of these three groups in capacity building for maximizing economic (tourism, employment and contracts) and non-economic development are presented in the appendices (Appendix B, C & D).

This chapter focuses on a number of *important* themes that emerged from the interviews related to capacity building. The first section of this chapter will focus on themes that emerged related to capacity building that were seen as important to support all forms of benefit in the community. The following sections focus on capacity building themes related to tourism development, employment, contracts and non-economic development.

General Capacity Building Themes

Vision
The articulation of a *united* community vision for the park was seen as central to the community achieving its goals. Interviewees felt that it was necessary to communicate this vision both within and outside the community in order to inform ongoing park and community development processes.

Community Leadership
Interview participants also suggested that ongoing community leadership was required in order to maintain the vision for the park.

Parks Canada is a piece of government that can provide opportunities and particularly can develop opportunities in response to community needs, but it needs to be the community and the people of the community that determine where they want to go, determine their future. – Gordon Hamre

Social Development
The ongoing improvement of local social conditions was seen as necessary for community members to get educated, fill jobs with the parks agency and successfully develop tourism. Interviewees felt that the park could potentially contribute to social and healing programs in the community.

Improved Communication Strategies
Many interviewees felt that improved communication strategies within the community were necessary in order to increase local awareness and knowledge of ongoing parks development processes, potential employment opportunities and tourism development potential. It was felt that, ultimately, this improved sharing of information would assist community members in maximizing personal and community benefit. Community members also felt that Parks Canada could improve their communications with the community so that community members were aware what was happening.

Trust Building
Many community members commented on a lack of trust for the government and for any agreement that might be made with Parks Canada. Throughout the park development process there is a need for ongoing trust building efforts between Parks Canada and the community.

Collaboration
Interviewees both within and outside the community commented on the need for *collaboration* between the Parks Canada agency and the community. Community members and external interview participants felt that the Parks Canada agency and the community should be working in partnership and focusing on achieving mutually determined and beneficial goals.

It's been one sided for too many years and so I think today let's sit down and talk to each other and try to work things out. I think that's the better approach than to have anything imposed on us.... So it isn't just a park that is going to dominated by, by the concept of Parks Canada, the concept of government again. – Felix Lockhart

Civic Engagement and Input
Community members felt that it was essential for the Parks Working Group, the chief and council and Parks Canada to engage with the community at all stages throughout the creation of the park. Yet participants also felt that it was the responsibility of individuals to seek out information, attend meetings, give input into the vision for the park and identify what supports were needed to build local capacity.

Planning of Education and Training
The creation of a coordinated community plan for the education and training of local people was seen as essential for ensuring that local people are able to fulfill parks-related jobs, capitalize on contracts and develop tourism. Several important parts of this plan that were mentioned by participants included 1) increasing local knowledge of opportunities and training requirements, 2) running training courses in the community through the college, 3) creating on-the-job training programs, 4) ensuring that there was financial support and 5) ascertaining that educated people returned to the community through offering incentives

Capacity Building for Tourism

Community Leadership and Coordination
During the interviews, interview participants commented on the central and coordinating role of the community and its organizations in building capacity for tourism. It was felt that successful tourism development and capacity building efforts would need to be driven by the community and would require strong leadership at the community level.

What requires more effort on the part of Łutsël K'e is taking advantage of business opportunities. That's where Parks Canada just doesn't set up there automatically. - Bob Gamble

Clarification of Level of Interest
There were several areas of clarification that were identified by research participants in order to ensure maximum benefit from tourism. One essential area that will need examination prior to starting capacity building efforts is clarification of local levels of interest in engaging in the tourism industry.

Realistic Expectations
Many external participants were concerned that the community had unrealistic expectations about the potential for tourism development. The socio-economic impact assessment that Parks Canada produces as part of the park development processes could inform these expectations.

Planning of Tourism
Interviewees emphasized that careful planning of tourism experiences, products, services and infrastructure would be necessary in order to maximize local levels of benefit. Appendix F provides an exploration of all of the tourism experiences, products and services that participants felt could be provided by the community.

> *I think if you go towards self sufficiency, then you have the vision of creating your own lifestyle based on your culture. – Felix Lockhart*

Respectful Integration of Culture
Interviewees emphasized that tourism should be planned in a manner that integrates, showcases and supports the local culture and community strengths within tourism offerings. In order to appropriately incorporate culture, interviewees felt that the community will need to explore aspects of the culture that can be shared and determine a tourism code of conduct for the park and ensure the ongoing cultural education of youth in the community.

Education and Training
Though community members have strong land skills and traditional knowledge, there were a number of areas where the education and training of individuals and the larger community will be required in order to support the development of tourism. Appendix E provides an exploration of areas where participants felt that individuals will need education and training in order to maximize local benefit from tourism development. Many external organizations offer tourism related training programs (Appendix H).

> *I can't emphasize enough that if Łutsël K'e wants to develop some sort of economic base out of tourism, there has to be a major shift in hospitality and mannerisms here. There is not other way to say it. – anonymous participant*

Hospitality
Improved levels of local hospitality within the community was seen as being essential to providing positive experiences to *all* visitors to Łutsël K'e. Improving local hospitality was viewed as a necessary aspect of improving the external image of the community and creating an attractive atmosphere for tourists.

Community Supports for Tourism
The creation of local policies and bodies to support local tourism, business and economic development was seen as important for the success of capacity building and tourism development efforts. Currently, there is confusion within the community about which organization should focus on tourism and business development or whether a new body should be created to support tourism and economic development.

Networks and Partnerships
The successful development of tourism in the community could depend on the creation of networks and partnerships with outside private sector tourism companies and governmental organizations that support tourism development. Interviewees identified a number of assets and resources that could be utilized through creating these partnerships (see Appendix H).

Shifting Attitudes
The shifting of individual and community attitudes might also be important for the success of tourism development and capacity building efforts. Interviewees felt that individuals and the community were going to have to shift attitudes towards a) embracing the market economy and becoming economically self reliant, b) building community support for economic development, c) creating a welcoming atmosphere for tourists, and, d) taking a risk and investing in community tourism development.

> *Here in Łutsël K'e we have a hard time keeping workers relative to anywhere else. The culture is going to have to change if people are going to be successful at tourism. People are going to have to embrace the economy. – anonymous participant*

Parks Canada Support for Tourism Development
Interviewees felt that Parks Canada had a role in supporting local tourism development through 1) providing initial financial and ongoing professional support, 2) marketing community tourism products, and 3) creating mechanisms to maximize local benefit from tourism. Financing might also come from Parks Canada for 4) supporting the creation of a local body for tourism development.

Outreach and Partnering
Parks Canada was also seen as having an important role to play in partnering with external organizations and agencies, such as Northwest Territories Tourism, Aurora College and GNWT Industry, Tourism and Investment, that support economic and tourism development and marketing (see Appendix H).

Recognition as the "Gateway"
Many interviewees felt that the formal recognition of Łutsël K'e as the gateway and mandatory entrance to the park would increase levels of local benefit significantly.

Capacity Building for Park Employment and Contracts

Education and Training
As with tourism, there were a number of areas where individuals would require education and training to be able to fulfill the requirements of direct employment opportunities with Parks Canada and to capitalize on potential contracts (Appendix E).

Community Supports for Education
Interview participants felt that improved community education programs were necessary in order to raise the basic skill and education levels of local people. While ongoing efforts were being made to improve education in the school and in the college, interviewees commented that more support from the community were required if students were going to be successful.

Parks Canada Support for Education and Training
Interviewees felt that Parks Canada should provide initial and ongoing support for the training and education of local people prior to the creation of the park so that opportunities were not leaked to outside individuals.

> *I'd like to see funding to use for educating our people, I mean we have to train our people – Charlie Catholique*

Provisions to Ensure Local Benefit
During negotiations and in the agreement between Parks Canada and the Łutsël K'e Dene First Nation, interview participants felt that there should be provisions to 1) ensure that jobs were kept in the community, 2) support local business ownership, 3) encourage the utilization of local organizations for contracts, and 4) locate the park office and management in Łutsël K'e.

Capacity Building for Non-Economic Development

When asked about how the park could benefit the community, many community members talked more extensively about the non-economic benefits of the park (i.e., educational, social, cultural, political, environmental, and spiritual) than the economic benefits. When asked, however, about capacity building interviewees most often focused on the more tangible benefits of tourism development and employment and contracts. While the results that emerged related to capacity building for non-economic development did not reach saturation, Appendix D presents the breadth of ideas related to capacity building for non-economic development and this section explores a few important themes that came out of the interviews.

Funding for Non-Economic Initiatives
Community members felt that the park could or should contribute to local educational, social and cultural initiatives as well as infrastructure development in the community. Appendix I provides

an overview of community initiatives that community members felt could be funded wholly or partially by the Parks Canada.

Community Development Trust Fund
Interview participants both within and outside the community commented on the potential creation of a community focused, board-run trust fund similar to the Gwaii Trust Fund that could support both community economic development and non-economic initiatives.

Contextualized Park Creation
Interviewees from all interview groups felt that a best-case scenario for the community would be if the park was created in a contextualized fashion based on the local vision for the area and for the community. Several interviewees questioned whether the Parks Canada agency's mandate had the flexibility to allow for the creation of a truly contextualized park.

> *I am not sure whether Parks Canada has matured enough as an agency to really include a community's vision for a park. – anonymous external participant*

Joint Management Structures and Processes
The creation of a joint management structures as part of the parks' development was seen as an important way for the community to increase local levels of input into management of the area. Further research into what would constitute appropriate and effective management structures and process for the park is recommended.

Integration of Park Infrastructure
Interviewees commented on the potential for the park to contribute to the creation of infrastructure both within the community and within the park (Appendix G). Community members felt that the park could contribute to infrastructure development for community social, educational and cultural uses, for park operations and for tourism. The careful planning of park infrastructure for the integration of community and park usage is necessary.

Overview and Recommendations

This chapter presents the potential results from the establishment of a national park and capacity building for economic and non-economic development in the community. Every attempt was made to present all opinions, perspectives and ideas that emerged from the research in Appendices B,C, and D. This chapter focused on a number of themes that received particular attention during the interviews.

The extent of capacity building actions that are presented in this chapter and in the appendices of this document may be somewhat overwhelming on first glance. The following recommendations provide a starting place for implementing capacity building efforts related to tourism development, employment and contracts and non-economic development:

General

1. Articulate and communicate a united community vision for the park both inside and outside the community;
2. Create a collaborative partnership with Parks Canada;
3. Improve communication strategies within the community in order to increase levels of awareness and knowledge of parks processes and opportunities;

Tourism

4. Create a body or office within the community to spearhead tourism and economic development and implement capacity building priorities as this is beyond the mandate or capacity of current community organizations or the Parks Working Group;
5. Prioritize capacity building processes and create achievable outcomes in order to attain desired goals;
6. Begin planning of tourism experiences, products, services and infrastructure in a way that integrates local culture and utilizes local strengths;
7. Increase community knowledge of tourism through partnering with outside private and public sector organizations that provide tourism-related training and education;

Employment and Contracts

8. Create a plan for education and training in the community in order to capitalize on potential employment opportunities;
9. Ensure that there is economic support for education and training efforts;
10. Advocate for provisions in the agreement that will ensure local employment and economic benefit from contracts;

Non-Economic Development

11. Research desirable and contextually appropriate joint management structures and processes;
12. Plan park-related infrastructure for integrated park, tourism and community usage; and,
13. Advocate for financial contributions to support community non-economic (cultural, social, educational and infrastructure) initiatives.

ROLE OF THE SOCIAL ECONOMY IN FACILITATING COMMUNITY DEVELOPMENT

Introduction to the Social Economy

Social economy organizations often fall into the following institutional categories: cooperatives, mutuals or associations (Borzaga, 2001). According to the Canadian Community Economic Development Network, the Social Economy consists of association-based economic initiatives founded on values of:

- Service to members of community rather than generating profits;
- Autonomous management (not government or market controlled);
- Democratic decision-making;
- Primacy of persons and work over capital;
- Based on principles of participation and empowerment.

There are currently a number of social economy organizations that are operating in Łutsël K'e, including the Denesoline Corporation, the Coop and Thebacha Business Development Services. This chapter explores the roles of current formal social economy organizations in supporting community development related to the creation of the park and examines the potential for the expansion of the social economy in order to support the community's social and economic development related to the park.

Current Organizations and Their Roles

Arctic Cooperatives Ltd (i.e., The Coop), the Denesoline Corporation and Thebacha Business Development Services are all currently operating organizations in Łutsël K'e that are part of the social economy. All of these organizations are board-run organizations that provide services to the community. The *Coop* currently operates a retail and food store in Łutsël K'e, runs the post office and has the fuel contract. The *Denesoline Corporation* has contracts for firefighting, ice road maintenance, general contracting, and providing labour for the mining industry. It also has investments in the mining and exploration industry and operates East Arm Aviation Services Ltd. *Thebacha Business Development Services* is a Community Futures Development Corporation

that is responsible for supporting community economic development, entrepreneurship training, business counseling and running a loan program. Results from this research showed that each of these organizations *could* have an important role in facilitating community development related to the park, particularly in two areas: 1) supporting tourism development; and, 2) capitalizing on infrastructure development and maintenance contracts.

Roles in Supporting Tourism Development
Interviewees discussed the roles of the The Coop, the Denesoline Corporation and Thebacha Business Services in supporting tourism development. While there was some agreement about the roles of these organizations in supporting tourism development, there was also some disagreement about the level to which these organizations should engage in tourism development. Table 2 explores the potential future roles of these organizations in supporting tourism development. Areas where there was disagreement in the results are marked (i.e., disagreement).

Table 2 - An exploration of the roles of current social economy organizations in supporting tourism development

Organization	Role in Supporting Tourism Development
Arctic Cooperatives Ltd.	• Build and operate hotel through Inns North • Provision of goods (food and gas) to tourists • Sales of arts, crafts and souvenirs • Build and operate restaurant *(disagreement)* • Coordination of tourism experiences *(disagreement)*
Denesoline Corporation Ltd.	• Support tourism, business and local economic development *(disagreement)* • Set up arm of corporation to support tourism development and operation *(disagreement)* • Investments in community tourism-related developments (i.e., businesses, hotel) *(disagreement)*
Thebacha Business Services	• Supporting community economic development • Entrepreneurship training • Business counseling • Loan programs

Interviewees agreed that the Coop should build and operate a hotel in the community (through Inns North) and capitalize on tourism through selling goods (i.e., food, gas, souvenirs) to tourists. They did not, though, agree on whether the Coop should build and operate a small restaurant or coordinate tourism experiences. Interviewees did not agree at all on whether the Denesoline Corporation should (or should not) engage in tourism or invest in tourism-related developments, such as the hotel or private businesses. It is important that the roles of the Coop and the Corporation are clarified in order to maintain their effective functioning in supporting tourism development as the park proceeds.

Finally, most interviewees within the community did not know what Thebacha Business Development Services was or what services it offers. In order to increase the effective

functioning of this organization, Thebacha Business Development Services would need to have an increased presence in the community and to increase local knowledge of the services that they could offer through an improved outreach and communication strategy.

Roles in Capitalizing on Contracts

The Coop and the Denesoline Corporation were seen as having a role in capitalizing on potential infrastructure development, maintenance and supplies contracts that could come with the creation of the park. Interviewees discussed the potential role of the Denesoline Corporation in capitalizing on infrastructure development, transportation (air services) and maintenance contracts. Community members were seen to have many of the skills necessary to build and maintain many of the community and park infrastructures; however, the Denesoline Corporation would need to coordinate and manage these contracts in order to keep them in the community. The Denesoline Corporation could also partner with outside private sector construction companies in order to capitalize on the development of larger park-related infrastructures (for example, a parks office). Through the East Arm Air Services, the corporation's aviation arm, it could also benefit from park-related transportation into the community and into the park. Finally, the Coop, could capitalize on the creation of the park, through contracting to sell provisions and gas to Parks Canada to support ongoing operations.

Expansion of the Social Economy

There were several areas where the social economy could be expanded in order to support the achievement of community development outcomes related to the creation of the park: 1) through the creation of an office to support community economic development; 2) through the creation of a tourism cooperative, association or corporation; and, 3) through the creation of a community development trust fund.

Community Economic Development

Interviewees often discussed the need to have an office that supports local community economic development in the community. Originally, this was part of the Denesoline Corporation's mandate. While some people felt that this should still be part of the Denesoline Corporation's mandate, others felt that the corporation did not have the capacity to focus on CED. Participants felt that the Łutsël K'e Dene First Nation should ensure that there is ongoing support for economic and business development within the community through creating policies and an office to support local economic development.

A Tourism Cooperative?

Interviewees also felt that it might be more effective to create a new tourism-focused cooperative, association or corporation (hereafter referred to as a cooperative) to support the development of tourism in the community. This tourism cooperative was seen as having several important roles in coordinating and supporting tourism development:

- Provision of tourism-related training and education

- Administrative and accounting support
- Assisting community in procuring start-up funds
- Securing licensing and insurance
- Handling bookings
- Website development and marketing
- Networking with tourism wholesalers and travel agents
- Hiring local people to deliver tourism experiences
- Incorporation of local cultural activities into tourism
- Development of local human and physical resources
- Representative of tourism development in local and park governance organizations

I think the best situation is probably a co-operative for tourism. – Stephen Ellis

The development of tourism on a cooperative model was seen as having potential advantages and disadvantages (Table 3).

Table 3 – Advantages and Disadvantages of Utilizing Cooperative Body for Tourism Development

Advantages	Disadvantages
- Coordinating body for tourism - Coordinate the pooling of human and physical resources - Overcome challenges to small businesses (i.e., insurance, licensing, financing) - Land claims or Parks Canada "seed" money could provide initial financial capital - Marketing of a number of businesses - Locals need business, administrative and financial support to get involved in tourism - Potentially more suited to close knit community - a cooperative spirit might be easier to foster - Reinvestment of money back into the community - Building community capacity for tourism	- No personal "risks" for community members - Community board decisions can negatively impact cooperatives - Could contribute to or be effected by small town politics - Some people would rather operate their own businesses - Too many boards, not enough capacity - Requires voluntary engagement

A Community Development Trust Fund

The creation of a community development focused and board operated trust fund was also discussed by interview participants. This community-controlled trust fund, created through negotiations, could be used to support community economic and infrastructure development, as well as social, cultural and educational initiatives. Appendix I provides an overview of perceived and desired community initiatives that require funding and that could be funded by the trust fund. Interviewees mentioned other similar trust funds that had been created in the Queen Charlotte Islands (i.e, Gwaii Trust Fund) and for the Champagne-Aishik First Nation.

Overview and Recommendations

This section explored the roles of current and potential future social economy organizations in supporting community development related to the creation of the park. Based on these results, there are a number of recommendations that might allow for the expansion of and effective functioning of the social economy in the future:

1. Clarify roles of Denesoline Corporation and the Coop relating to tourism development in order to ensure their effective functioning;
2. Encourage Thebacha Business Development Services to increase their presence in the community and to improve their outreach and communication strategy;
3. Ensure that the Denesoline Corporation and the Coop are involved in park discussions so that they might capitalize on potential infrastructure development, maintenance, transportation and supplies contracts;
4. Create community policies and offices in the community to support economic development;
5. Explore the potential for the creation of a cooperative body to support tourism development;
6. Ensure that there is financial support for the creation of bodies to support tourism development in the community; and,
7. Advocate for the creation of a community-oriented, board-run trust fund to support community economic and non-economic development initiatives.

CONCLUSION

Many community members felt that it was quite important that the national park was created in a manner that benefited the local community as much as possible; it is our hope that the results and discourse presented in this report will be useful to both the Łutsël K'e Dene First Nation and to the Parks Canada agency in achieving this end. This report has presented the results of a collaboratively developed research project that examined several topics related to community development and national park creation. The study focused on the perceived and desired community benefits of the park, how to build local capacity to take full advantage of the benefits that the park *could* offer, and the role of social economy organizations in facilitating desired community development outcomes.

This report is timely as the results could inform ongoing park and community development processes and support the community in achieving maximum benefit during and after the creation of a national park. More specifically, these findings could be integrated into the community's vision for the national park, inform Parks Canada's socio-economic study of the area, inform long-term park management documents and processes, assist the community in determining capacity building objectives to support the development of tourism, encourage the future development and growth of the social economy in Lutsel K'e, and inform future social and economic developments in the community.

Of course, the success of the community and park development processes will require significant planning and ongoing efforts on the part of all of the various stakeholders involved. Many of the practical steps that could be taken to maximize local benefit have been stated in earlier chapters and in the appendices of this document. In closure, we want to end where this document began through emphasizing the importance of articulating a united community vision for the park and of long-term commitment to park and community development processes.

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APPENDICES

Appendix A – History of the National Park

The following history is taken from a presentation titled "The Land That We Keep for Us, An Aboriginal Perspective on Conservation – The Case of Thaidene Nene/East Arm of Great Slave Lake" given by Steve Ellis and Gloria Enzoe at The Canadian Parks for Tomorrow Conference in May, 2008 in Calgary, Alberta. Used with permission. The complete presentation is available from http://lutselkeandthaidenenene.wordpress.com/history/.   This information is used by permission of the presenters.

1969-1970 - Canada approaches Chief Pierre Catholique of the Łutsël K'e Dene First Nation in the interest of obtaining First Nation support for a New National Park in the East Arm of Great Slave Lake. The Chief is flown to the mountain parks and Prince Albert NP to be shown examples of National Parks. He is then flown to Ottawa to sign a document providing support for park establishment. The Chief refuses to sign the document, feeling rushed, coerced, and isolated in Ottawa. He is also very concerned that his people will be prevented from practicing their way of life in the park – he fears a loss of jurisdiction over the traditional homeland, the uncontrolled encroachment of visitors, and an inability to harvest wildlife and otherwise hunt, fish, trap, and gather. Upon returning home, he calls for a meeting of Dene Chiefs. Famously, he states that "never again will a Dene Chief be alone in a room with a number of government officials. In the future, we must be united – when there are 16 government officials in a room, there will be 16 Dene Chiefs". This is the inception of the Indian Brotherhood, which later evolved into the Dene Nation. Failing to obtain Dene consent, Canada nonetheless makes an Order in Council to withdraw a portion of the East Arm of Great Slave Lake (7400 square kms.) in the hopes of making a National Park there in the future.
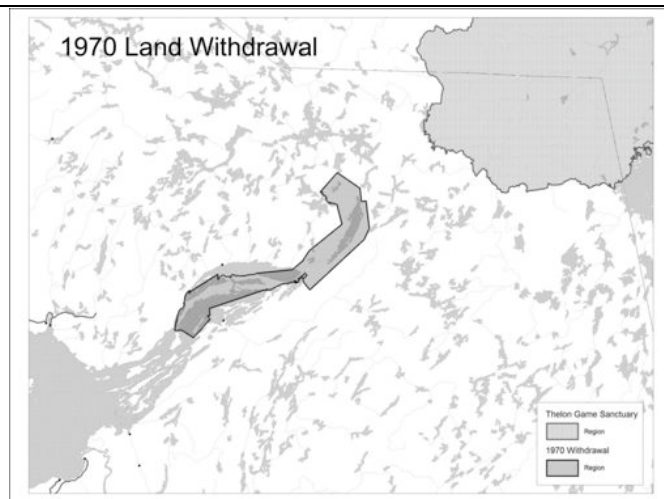
Figure 4 - 1970 5-Year Land Withdrawal (7400 km^2)

1980s - Canada again approaches Łutsël K'e in the early 1980s to introduce a slightly modified park proposal, hoping that time may have resolved some outstanding issues. However, the same concerns as in 1970 remain – uncertainty over the effect of a park upon a people's ability to practice their way of life. Nonetheless, the Dene recognize that the withdrawal has protected some of its traditional territory from mineral interests. It supports the withdrawal, but upholds position that it will not discuss park until lands, rights, and title issues are resolved through negotiation with Canada. The land remains in withdrawal. Chief Zepp Casaway famously tells governments officials to "pack up their maps and go".

2000 - Akaitcho Framework Agreement signed in 2000 outlining how Łutsël K'e and the Akaitcho Dene will negotiate a claim. One subject matter is Parks and Protected Areas. Chief Felix Lockhart approaches Canada to renew discussions about a proposed National Park in the traditional territory of the Łutsël K'e Dene

2004 - Chief Archie Catholique and his Council formally resolve to enter into negotiations with Canada with the intent of creating a partnership for the planning, operation, and management of a protected area in the traditional territory.

2005 - The Łutsël K'e Dene First Nation approves a portion of its traditional territory (57000 square kms) for consideration as a new National Park. The area is named "Thaidene Nene", the Land of the Ancestors. The LKDFN also formally approaches Canada through the Akaitcho Process to withdraw Thaidene Nene for further disposition.
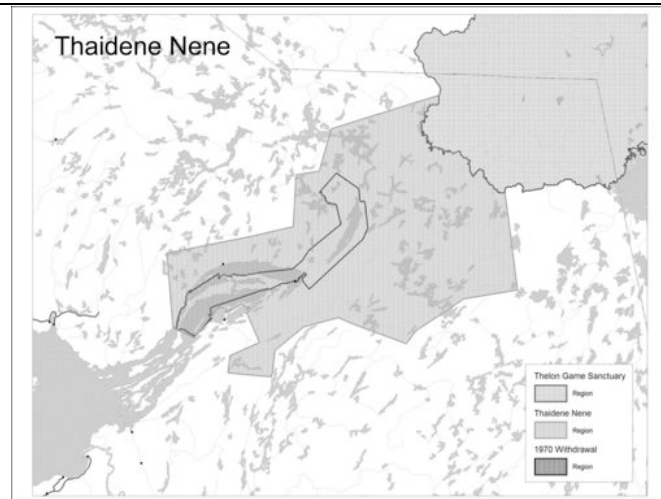
Figure 5 - "Thaidene Nene" Approved for Consideration as National Park (57,000 km^2)

2006 - Chief Adeline Jonasson and Parks Canada sign an MOU agreeing to investigate the feasibility of establishing a new National Park in Thaidene Nene

2007 - New, expanded Area of Interest (33,000 km2) for proposed National Park is withdrawn for a five year period. This area is referred to as the East Arm National Park.
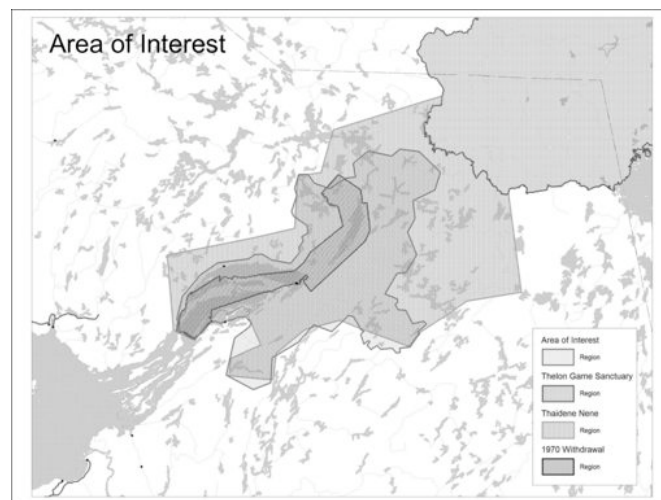
Figure 6 - East Arm National Park Area of Interest (33,000 km^2)

Currently – Parks Canada is undertaking the required planning and feasibility studies (i.e., MERA, operations scenario, impacts/benefits, consultation) and negotiations are underway.

Appendix B – Capacity Building for Tourism Development

Table 4 - Perceived roles of individuals, community and Parks Canada in building capacity for tourism development

Individuals	
Attitude	• Empowerment of individuals and shift in mentality towards self reliance • Build personal commitment and motivation • Embrace individual responsibility for tourism development • Embrace individual responsibility for community hospitality • Willingness to leave community to get training, education, experience
Actions	• Ongoing personal development, healing and dealing with addictions • Development of tourism businesses to capitalize on opportunities • Get education and training necessary for tourism jobs and development • Start getting educated now
Knowledge and Awareness	• Increased knowledge and awareness of tourism industry • Increased knowledge of opportunities and education requirements • Increased knowledge of Łutsël K'e Dene culture and history

Training and Education	• Improved basic education and skills (literacy and numeracy)
	• Areas of training and education for tourism related employment
	    Tourism Business Training
	      i. Financial and business management training
	      ii. Computer skills
	      iii. Marketing knowledge and training
	    Guiding and Service Training
	      iv. Interpretation training
	      v. Guiding experience, training and certification
	      vi. Hospitality and reliability training
	      vii. Safety training and certification
	      viii. Certification and training in new skills (e.g. – kayaking, canoeing, climbing)

Community	
Attitude	• Become active agents of change • Build community support for tourism and successful entrepreneurs • Embrace a slow development process for tourism • Ensure the community has realistic expectations • Focus on long term commitment and investment • Shift in mentality towards self reliance and embracing the market economy • Take a risk, make an investment in the community and engage in tourism development • Patience, commitment and dedication to process • Create a relationship based on trust and work in partnership with Parks Canada • Ultimately the community has to make sure it is ready and really wants it
Visioning and Planning	*Clarification and Considerations* • Clarification of local interest in engaging in tourism • Clarify whether to base tourists and tourism inside or outside of community • Clarify roles of local organizations pertaining to local economic development • Consider the potential for a cooperative model of tourism development • Consider potential impacts on local lifestyle and willingness to adapt • Explore what aspects of culture can and should not be shared • Consideration of long-term impacts and potential for other development *Research and Information* • Identification of external assets and resources to support tourism development • Identification of potential and viable products, sites and experiences

	• Learning from other communities and indigenous groups who have engaged in tourism development • Market research to determine demand for potential tourism products • Utilize funding from contribution agreement to visit and research other parks and communities • Ongoing research and documentation of cultural and traditional knowledge *Planning and Development* • Begin developing tourism now to capitalize on current and potential increases in tourism • Creation of a long term vision and strategy for economic and tourism development • Develop creative training and education plan and ensure institutional support • Encourage community engagement and discussions about tourism • Set up mechanisms to ensure that economic opportunities are kept local • Planning of socially, culturally and economically sustainable tourism • Planning of tourism experiences 　　Develop unique tourism product based on local nature, culture and activities 　　Incorporate and integrate culture into all tourism products and experiences 　　Develop multi-season and year-round tourism offerings 　　Define your product and cater to a market niche(s) • Planning of tourism infrastructure 　　Design community integrated and contextually appropriate tourism infrastructure 　　Plan reasonable level of community infrastructure to service tourists (i.e. – accommodations, meals, visitor-interpretive centre, marina, fueling station) 　　Planning of infrastructure in park to capitalize on tourists (i.e. – campsites, cabins, trails and routes) • Planning of services for tourists 　　Creation of transportation services for tourists (i.e., in town and into park) 　　Planning of rental services (i.e. – boats, kayaks, canoes, fishing gear) and sales for tourists (i.e. – traditional foods, memorabilia, local arts and crafts)
Actions	*Information and Awareness* • Implementation of hospitality training and tourism awareness building at a community level • Increase local awareness and knowledge of the tourism industry, and potential impacts and opportunities • Ensure community has realistic expectations *Community Supports* • Creation of local body to support tourism and/or economic development • Ensure supports for local businesses are in place (human resources, supplies, maintenance, business support services) • Establish community mechanisms and policies for supporting local economic development • Improved and ongoing political stability in community *Networking and Partnerships* • Create and improve relationships and partnerships with outside tourism businesses for mutual benefit • Create relationships and partnerships with government and non-government tourism and economic development organizations • Network and create partnerships with wholesalers and tourism marketing organizations • Inviting and welcoming of individuals from outside agency and organizations to the community *Assets and Resources* • Increased knowledge and education on available assets and resources to support tourism development • Effective utilization of external assets and resources *Training and Education* • Improve the community's capacity to deliver high quality tourism experiences • Engage youth in work experience and tourism training

	• Ensure that cultural and traditional skills and knowledge are documented and passed on
	• Set up programs for people to gain hands-on experience in other parks
	• Incorporation of tourism training into school curriculum
	• Offering tourism courses through the local college
	• Ongoing improvements to community education programs to raise community education and skill level
	• Improved community and parental support for education
	Infrastructure Creation
	• Partner with Parks Canada to create tourism infrastructure
	• Build up community tourism infrastructure (i.e. – accommodations, meals, visitor-interpretive centre, marina, fueling station)
	• Create infrastructure in park to service tourists (i.e. – campsites, cabins, trails and routes)
	• Ongoing maintenance and repair of tourism related infrastructure
	Product and Service Development
	• Develop locally owned transportation services for tourists to community, in community and in park (i.e. – air, ground, water)
	• Develop rental service for tourists (i.e. – boats, kayaks, canoes, fishing gear)
	• Set up place to sell memorabilia and crafts to tourists (i.e. – traditional foods, memorabilia, local arts and crafts)
	Tourism Experience Development
	• Development of tourism experiences and packages
	• Expand current offerings to deliver a broader range of experiences
	• Incorporation of social issues into interpretation
	Image and Marketing
	• Create a new and positive image of Łutsël K'e outside the community
	• Marketing of the product and the park
	Organizational Improvements
	• Ensure effective utilization of funding and resources
	• Ensure strong and united leadership
	• Improved inclusion and culture in community meetings
	• Improved, effective and transparent community communications
	• Taking collective responsibility for community
	• Work together and orient community towards a common goal
	Other
	• Establishment of a code of conduct (protocols and expectations) to control tourist behaviour
	• Improved and ongoing stewardship of community and environmental resources
	• Ongoing maintenance, documentation and passing on of cultural knowledge
	• Ensure that all visitors to Łutsël K'e have a positive experience
	• Selection of key people to spearhead tourism development
	• Ongoing work and programs to address community social issues and addictions
	• Ensure community organizations are fulfilling roles and improve relationships between organizations
	• Ongoing improvements to community's physical and social environment
Negotiations	• Negotiate for funding to support tourism development
	Advocate for creation of a long-term board run trust fund for community development and capacity building
	Ensure financial support for education and training
	Ensure financial support for creating community infrastructure
Parks Canada Agency	
Attitude	• Work in collaboration with community
	• Create a partnership based on trust
	• Meet community 'half-way" and work towards mutually determined objectives
Policy	• Increased consideration given to capacity building and community development during creation of new parks
	• Creation of contextualized parks that incorporate local community vision

Agreement	*Mechanisms for Maximizing Local Benefit*
	• Inclusion of provisions for local tourism business ownership
	• Establishment of Łutsël K'e as gateway and mandatory entrance for tourists
	• Incorporation of mechanisms to ensure local partnering with and benefit from externally owned tourism operations
	• Creation of entry fee system for tourists (with proceeds directed to support local community development)
	• Creation of mechanisms for local input and control over tourism development
	Funding
	• Funding Arrangement and Management
	    Creation of trust to use for community development and capacity building
	    Set up community board to control, administer and invest funds
	• Funding Provisions
	    Funding to support business and tourism development
	    Provision of funding supports for tourism development and marketing
	    Provision of funding supports for tourism infrastructure development

Actions	*Information and Communication* • Ensure that the community has realistic expectations • Clear communication of level of service and competencies required for tourism in park *Networking and Partnering* • Partnering with outside governmental and non-governmental tourism and business development organizations to support local tourism development • Ongoing and effective outreach, education and partnering with external organizations (i.e., Aurora College, GNWT ITI, NWT Tourism) *Planning and Development* • Facilitation of community planning of tourism • Design park and community infrastructure for multiple uses including tourism • Building of tourism infrastructure in park *Initial and Ongoing Supports* • Provision of initial financial and ongoing professional support for tourism development • Ongoing responsibility for marketing of local tourism businesses and park • Provision of support for initial and ongoing capacity building and training *Other* • Exploration of potential for hunting and trapping tourism (as cultural experiences) within park • Support for community tourism "code of conduct" (expectations and protocols)

Appendix C – Capacity Building for Jobs and Contracts

Table 5 - Roles of individuals, community and Parks Canada in building capacity for direct employment and contracts

Individuals	
Attitude	• Empowerment of individuals and shift in mentality towards self reliance • Build personal commitment and motivation • Willingness to leave community to get training, education, and experience
Knowledge and Information	• Increased knowledge and experience of other parks • Knowledge of opportunities and education requirements

Training and Education	• Need alternative and on-the-job training programs
	• Get education and training for specific parks-related jobs
	   • Direct Park Employment
	      o Management and Superintendants – Experience and training in the National Parks system
	      o Wardens - Diplomas or degrees (e.g., Natural Resources and Training Program, Aurora College; Environmental Studies or Science Degrees)
	      o Patrol People – Diplomas (e.g., NRTP Program)
	      o Clerical and Administrative Staff – Requirements Vary
	      o Historical Researchers – Archaeology, Anthropology or History Degrees
	      o Park Interpreters – Minimum two years post secondary (natural or social sciences), Knowledge of human and natural history of area.
	   • Contracts and Labour (Requirements vary)
	      o Vehicle, snowmobile and small motor maintenance training
	      o Building maintenance training

Personal and Social Development	• Ongoing personal development, healing and dealing with addictions • Build personal commitment, motivation and work towards goals • Taking personal responsibility
Community (Organization)	
Attitude	• Patience, commitment and dedication to process • Create a relationship based on trust and work in partnership with Parks Canada • Ensure community has realistic expectations
Visioning and Planning	*Clarification and Considerations* • Clarification of roles of community organizations pertaining to training for direct employment and capitalizing on infrastructure and maintenance contracts • Ultimately the community has to make sure it is ready and really wants it *Community Engagement and Input* • Encourage community input through community meetings, discussions and consultations • Nurture all-ages civic engagement on parks issue *Research and Information* • Important to be as informed and knowledgeable as possible • Consideration of long-term impacts and potential for other development • Identify sources of funding and resources to support training and education • Identifying external assets and resources to support training and education • Learning from other park communities and indigenous groups • Utilize funding from contribution agreement to seek information

	· Utilize funding from contribution agreement to visit and research other parks
	Development of Community Vision
	· Develop and articulate a united community vision for the park
	Networking and Partnerships
	· Inviting and welcoming of individuals from outside agencies and organizations to the community
	Planning
	· Ensure that jobs accrue to community
	      · Develop creative training and education plan and ensure institutional support
	      · Consider whether LDFN may need to pay for some positions

Negotiations	· Ensure that negotiation and agreement is sound and complete
	· Ensure there are provisions for local employment, hiring and job requirements
	· Partner with Parks Canada to create community infrastructure
	· Hire a strong negotiator
	· Negotiate for funding to support community development and capacity building
	      · Advocate for creation of a long-term board run trust fund for community development and capacity building
	      · Ensure financial support for education and training
	      · Ensure financial support for creating community infrastructure
	      · Ensure there are funding supports for community social, cultural and educational goals related to the park

Implementation and Actions	*Information and Awareness*
	· Communicate community vision for park to community members
	· Education of local people on opportunities and education requirements
	· Ensure community has realistic expectations
	· Build community understanding and awareness of park and potential impacts and benefits of a park
	Education and Training
	· Focus on preparing, educating and involving youth
	· Implement the community's education and training plan (table of considerations)
	· Ongoing improvements to community education programs to raise community education and skill level
	· Improved community and parental support for education
	Prior to Park
	· Build community capacity to take advantage of infrastructure and maintenance contracts
	· Communicate and advocate for community vision for park
	· Creating links and partnerships with external assets and resources (i.e., Aurora College, ENGOs)
	Ongoing
	· Choose individuals who will be successful
	· Ensure community organizations are fulfilling roles and improve relationships between organizations
	· Allocate funding for community social, cultural and educational needs
	· Ensure educated and skilled people to return to the community
	      · Invest in band member's education in exchange for returning to community (i.e., create contracts)
	      · Offer incentives for people to return
	      · Ensure people who go away have housing when they return
	· Ongoing improvements to community's physical and social environment
	· Ongoing work and programs to address and improve local social issues

	Organizational Improvements · Ensure effective utilization of funding and resources · Ensure strong and united leadership · Improved inclusion and culture in community meetings · Improved, effective and transparent community communications · Taking collective responsibility for community · Work together and orient community towards a common goal
Parks Canada (Institution)	
Attitude	· Work in collaboration with community · Create a partnership based on trust · Meet community 'half-way" and work towards mutually determined objectives
Policy	· Increased consideration given to capacity building and community development during creation of new parks · Creation of contextualized parks that incorporate local community vision

Agreement	*Funding*
	· Funding Arrangement and Management
	   · Creation of trust to use for community development and capacity building
	   · Set up community board to control, administer and invest funds
	· Funding Provisions
	   · Funding to support training and education
	· Implementation of creative and on-the-job training programs
	· Mechanisms for supporting initial and ongoing training and education
	· Recognition as gateway and locating park management office and other infrastructure in community
	· Set up mechanisms to keep contracts in community
	· Utilization of local economic development corporation for infrastructure development and maintenance contracts

Actions	*Prior to Park* · Consideration of other developments in park boundary · Improved and ongoing community education and information about park · Initial and ongoing provision of support for community engagement in park discussions · Provision of support for initial and ongoing capacity building and training *Ongoing Actions* · Building of trust and positive working relationship with Łutsël K'e · Ongoing and effective outreach, education and partnering with community organizations (i.e., Denesoline Corporation) · Ongoing and effective outreach, education and partnering with external organizations (i.e., Aurora College, GNWT ITI, NWT Tourism) *Intra-Agency Actions* · Ensure Parks Canada employees understand working of agency regarding community development and capacity building · Exploration of new park-compatible economic development options

Appendix D – Capacity Building for Non-Economic Development

Table 6 - Roles of individuals, community and Parks Canada in building capacity for non-economic benefits

Individuals	
Attitude	• Accept responsibility for role in conservation
Knowledge and Information	• Increased knowledge and experience of other parks
Training & Education	• Education and training in governance, management and working on boards
Community (Organization)	
Attitude	• Create a relationship based on trust and work in partnership with Parks Canada • Patience, commitment and dedication to process • Accept responsibility for role in conservation
Visioning and Planning	*Clarification and Considerations* • Clarification of roles and rights of other communities and groups regarding the park • Revisiting of community's desired boundaries *Community Engagement and Input* • Encourage community input through community meetings, discussions and consultations • Nurture all-ages civic engagement on parks issue *Research and Information* • Learning from other park communities and indigenous groups • Ongoing research and documentation of cultural and traditional knowledge • Research on potential management processes, structures and policies • Utilize funding from contribution agreement to seek information • Utilize funding from contribution agreement to visit and research other parks *Community Vision* • Develop and articulate a united community vision for the park *Planning* • Determine desired management process, structures and policies • Integrate culture and context in planning park • Create and design community use infrastructure in park

Negotiations	• Advocate for community vision in park creation
	• Agree to disagree with Parks Canada on title issue (leave discussion to treaty negotiations)
	• Ensure that community concerns are addressed in agreement
	• Ensure that negotiation and agreement is sound and complete
	• Partner with Parks Canada to create community infrastructure
	• Hire a strong negotiator
	• Negotiate for funding to support community development and capacity building
	   • Advocate for creation of a long-term board run trust fund for community development and capacity building
	   • Ensure financial support for creating community infrastructure
	   • Ensure there are funding supports for community social, cultural and educational goals related to the park

Implementation and Actions	*Information and Awareness* • Communicate community vision for park to community members *Prior to Park*

	• Communicate and advocate for community vision for park • Development of Nahatni Dene Watcher program to create presence in area and for ongoing stewardship • Take the lead and drive the process of creating the park based on the community's vision • Creating links and partnerships with external assets and resources (i.e., Prince of Wales Heritage Centre) *Ongoing* • Allocate funding for community social, cultural and educational needs • Ongoing maintenance and preservation of local culture through passing on knowledge to younger generations *Organizational Improvements* • Ensure effective utilization of funding and resources • Ensure strong and united leadership • Improved inclusion and culture in community meetings • Improved, effective and transparent community communications • Taking collective responsibility for community • Work together and orient community towards a common goal
Parks Canada (Institution)	
Attitude	• Work in collaboration with community • Create a partnership based on trust • Meet community 'half-way" and work towards mutually determined objectives
Policy	• Increased consideration given to capacity building and community development during creation of new parks • Creation of contextualized parks that incorporate local community vision

Agreement	• Creation of context specific and flexible arrangement
	Funding
	• Funding Arrangement and Management
	   • Creation of trust to use for community development and capacity building
	   • Set up community board to control, administer and invest funds
	• Funding Provisions
	   • Funding to support infrastructure development
	   • Funding to support local social, cultural, and educational initiatives
	• Integrate park-related infrastructure with community uses
	• Integration of local vision into park mandate
	• Ongoing protection of aboriginal and treaty rights
	• Recognition of aboriginal title *or* agree to disagree on title
	• Recognition as gateway and locating park management office and other infrastructure in community
	• Create body or structure that supports local control and management

Actions	*Prior to Park* • Address community concerns about park (See Table) • Consideration of potential for other communities (i.e., Fort Reliance) in park boundary • Ensure community input throughout process of creating park • Identification and incorporation of local vision for park • Improved communication about guaranteed long-term protection of aboriginal and treaty rights (i.e., hunting, trapping, fishing, subsistence harvests) • Initial and ongoing provision of support for community engagement in park discussions *Ongoing Actions* • Building of trust and positive working relationship with Łutsël K'e

	• Creation of park goals, regulations and policies with community • Respectful incorporation of traditional knowledge in management of the area

Appendix E – Training and Education

Table 7 – Training and education of community members for potential opportunities

Training For	Position(s)	Training or Education Needed
Tourism	Tourism Business Development	• Financial management • Business management • Computer skills • Marketing
	Guiding and Service Oriented Positions	• Interpretation training • Guide training and certification • Hospitality and reliability training • Safety training and certification • Certification and training in new skills (i.e., - kayaking, canoeing, climbing)
Park Jobs*	Management or Superintendant	• Experience and training in the National Parks system
	Wardens	• Diplomas or degrees (i.e., Natural Resources and Training Program, Aurora College; Environmental Studies or Science Degrees)
	Patrol People	• Diplomas (i.e., NRTP Program)
	Clerical and Administration	• Requirements vary
	Park Interpreters	• Minimum two years post secondary (natural or social sciences) • Knowledge of human and natural history of area
Contracts*	Maintenance	• Vehicle, snowmobile and small motor maintenance training • Building maintenance training
	Infrastructure Development	• Various
	Research Positions (Historical, Natural and Assistants)	• Historical Research - Archaeology, Anthropology or History Degrees • Natural Science Research – Biology, Chemistry, Environmental Science or Geography Degrees • Research Assistants – Level of training required varies
	Language Translators	• Dene language translator training
Non-Economic Development	Governance	• Training in governance, management and working on boards

*Note: These park-related positions may not all be allocated to Łutsël K'e.

Appendix F – Potential Tourism Experiences, Products, Services and Infrastructure

Table 8 – Potential Tourism Experiences That Could Be Developed

Culture	Adventure	Nature

Lifestyle Experiences
 Living on the Land
 Historical Canoe Trips
 Wearing traditional clothes
 Exploring Traditional Routes and Trails
 Checking fishing nets
 Participation in traditional hunts
 Trapping tourism
 Visiting Sacred Sites
 Visiting Historical Sites
 Culture Camp
Knowledge
 Elder's Stories
 Historical interpretation
 History of interaction with Europeans
 Legends
 Spiritual Teachings
Skills (Demo. or Hands On)
 Leatherwork and Beading
 Carving
 Making Fire
 Making Drums
 Survival Skills
 Using Old Tools
 Preparing Hides
 Preparing Traditional Foods (i.e., Cooking Bannock, Drying Fish, Drying Meat)
	• Boating (Rides and Tours)
	• Canoe Trips
	• Camping
	• Rock climbing
	• Dogsledding
	• Fishing expeditions*
	• ATV tours*
	• Hiking
	• Mountain Biking
	• Whitewater Rafting and Paddling
	• Sailing
	• Scuba Diving
	• Sea Kayaking
		• Aerial Scenic Tours
		• Art Retreats
		• Aurora Tourism
		• Birdwatching
		• General sightseeing on the East Arm
		   Waterfalls
		   Unique Geological Formations
		• Photography
		• Wilderness and Solitude
		• Wildlife Viewing
		   Caribou
		   Muskox
		• Visiting Barrenlands

	Events	**Winter**
	• Blueberry Festival • Dog Race to Łutsël K'e • Drum Dances • Fishing Tournaments • Hand Game Tournaments • Sailing Race to East Arm • Spiritual Gathering • Summer Festivals • Treaty Days	• Caribou hunts* • Cross-country skiing • Dogsledding • Hunting and Trapping* • Ice Climbing • Ice Fishing • Snowmobiling
	Locations	**Consumptive***
	• Barrenlands • MacLeod Bay • Old Lady of the Falls • Pike's Portage • Snowdrift River • Wildbread Bay • The Thelon River • Artillery Lake • Duhammel Lake	• Fishing* • Hunting* • Trapping*
		Other
		• Conferences • Educational Facility • Healing and Wellness Retreats • East Arm Cruises (i.e., Norweeta)

*Note: These experiences *may* not be allowed in the park.

Table 9 – Potential Tourism Services and Products

Potential Services	Potential Products

Accommodation
• In Łutsël K'e
    Small campsite near town
    Hotel and/or Bed & Breakfast
• In the Park
    Cabins or small lodge
    Campsites
	Food
	• Local foods
	    Smoked Fish
	    Drymeat
	• Basic provisions
	    Through the Coop

Food • Small restaurant, café or coffeeshop	Supplies • Camping supplies • Fishing gear
Rentals • Motorboats • Kayaks and canoes • Camping gear • ATVs and Snowmachines	Gas • At waterside in Łutsël K'e • Fueling station in North Arm

Transportation
• In Łutsël K'e
    Airport taxi service
• Into the Park
    Air service
    ATV rentals and tours
    Snowmobile rentals and tours
• To-From Łutsël K'e
    Air service
    By motorboat
    By snowmachine
    Expediting service
	Memorabilia
	• Souvenirs
	    Postcards
	    Hats
	    Shirts
	• Arts & Crafts
	    Beading and Leatherwork
	    Carvings
	    Dog Teams
	    Drums
	    Paintings of John Rombough
	    Mittens
	    Moccasins

Table 10 - Potential Tourism Infrastructure

Potential Tourism Infrastructure	
In Community	In Park

• Accommodations
    Small campsite near town
    Hotel and/or Bed & Breakfast
• Visitor Info Centre
• Interpretive Centre/Museum
• Place to Eat
• Marina & Fueling Station
	• Accommodations
	    Cabins or small lodge
	    Campsites
	• Trails and Routes
	• Interpretation at Historical/Cultural Sites
	• Fueling Stations

Appendix G – Potential Park-Related Infrastructure

Table 11 - Potential park-related infrastructure in community and in park

Potential Infrastructure in Community		
Intended Users	Purpose	Infrastructure
Tourists	Accommodations	• Hotel • Bed & breakfast • Campground
	Food	• Restaurant or coffee shop
	Selling goods to tourists	• Craft/gift shop • Small store • Fueling station (for boats)
	Greeting and capturing tourists	• Marina • Visitor/heritage/interpretive centre
Community	Managing the park	• Parks Canada office building
	Storing historical knowledge &	• Heritage/interpretive centre
	Education of local people	• Historical/cultural archive
	Food and social use	• Restaurant or coffee shop

Potential Infrastructure in Park		
Intended Users	Purpose	• Infrastructure
Tourists	Facilities for tourists	• Cabins at historical sites and on routes • Campsites • Trails • Picnic and sitting areas
Community	Facilities for local use	• Cultural/educational/healing facility on the land • Camps/cabins for local use

Appendix H – Assets and Resources to Support Capacity Building Efforts

Table 12 - Assets and resources to support capacity building efforts

Assets	Resources Provided
Thebacha Business Development Services (Community Futures)	• Supports community economic development • Provides entrepreneurship training, business counseling and loan programs
Tourism Training North	• Provides training programs, seminars and workshops relating to tourism (i.e., hospitality, marketing, guiding, service, management, interpretation)
Government of the Northwest Territories	*Industry, Tourism and Investment (ITI)* • Education and training for tourism, business and economic development • Funding and support for tourism, business and economic development • Supports for marketing of tourism • Support for research and planning of tourism and product development *Business Development Investment Corporation (BDIC)* • Provides loans and capital for economic development
Northwest Territories Tourism	• Promotion, marketing and advertising of tourism in the NWT
Government of Canada	*Indian and Northern Affairs Canada* • Operates Strategic Investments in Northern Economic Development, which invests in organizations that support small and medium-sized businesses (such as the Métis-Dene Development Fund) *Canadian Tourism Commission* • Conducts market research and publishes studies • Promotes tourism product and industry development
Metis-Dene Development Fund	• Provides funding and support for Aboriginal business in the Northwest Territories
Prince of Wales Heritage Centre	• Identification and documentation of historical and archaeological sites
ENGOs	• Provide financial support community capacity building and community development initiatives • Raise profile of park and community (thus increasing tourism)
Private Tourism Companies	• Potential for creating economically beneficial partnerships • Creation of mentoring relationships
Tourism Wholesalers and Travel Agents	• Marketing and selling of tourism products
Aurora College	• Education and training programs for tourism and park-related positions

Appendix I – Overview of perceived and desired community initiatives that require funding

Table 13 - Overview of perceived and desired community initiatives that require funding

Sphere of Development	Initiative
Social	• Social Programs • Healing Programs • Recreation Programs • Youth Centre
Cultural	• Cultural and Historical Documentation • Cultural Education in Schools • Culture Camps and Programs On the Land • Language Programs
Educational	• Education and Training Programs • Scholarships for Education • Parks Education in Schools • Cultural Education in Schools
Infrastructure	• Facilities for Storing and Presenting Cultural and Historical Knowledge • Facilities for Community Use on the land