

Socio-Economic Impact Assessment of Funding and Programming Reductions at the Lakes District Campus of the College of New Caledonia



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1 INTRODUCTION

1.1 Background

The Lakes District Campus of the College of New Caledonia (CNC Lakes) has been providing educational programs and social services to the Lakes District region in north-central British Columbia for nearly 40 years. Restructuring at the College is threatening the sustainability of this vibrant community hub.

CNC Lakes has been offering a wide range of courses, programs and services designed to meet community needs since 1976. The main campus is located in the community of Burns Lake, with outreach provided through satellite campuses and on local First Nations reserves. Overall, the campus region covers approximately 20,000 sq. km with a population of more than 8,000 (CNC. 2015).

The campus has developed an innovative holistic, wrap-around approach to education. This is reflected in the campus' eight Guiding Principles which include: equality based; encouraging; interdependent; learner centred; community based; accountable; competitive and innovative; and comfortable and healthy (CNC Lakes. nd). The campus is known for providing students with the supports they need to achieve their personal and academic goals. Staff are recognized for their leadership in the community and have received international recognition for their innovative work in Fetal Alcohol Spectrum Disorder (FASD) (CNC. 2015).

Meeting the needs of local First Nations has been a particular focus at the campus. Typically, over 60 percent of the students attending the campus each year are Aboriginal and most are members of one of the six First Nations in the region (Burns Lake Band, Cheslatta Carrier Nation, Lake Babine Nation, Nee Tahi Buhn Band, Skin Tyee Nation, and Wet'suwet'en First Nation).

Participant numbers at the campus have historically been very high. For example, in 2013/14, total registrations exceeded 3000 across the full range of programs (traditional academic courses and programs; trades and technical programs; essential skills and other entry level programs; vocational training; and social service programs for adults, children and families and online programming) (CNC Lakes Regional Campus Advisory. 2015).

Starting in 2013/14, the College of New Caledonia began to implement a philosophical change in delivery approach for the Lakes District Campus, shifting away from the holistic and community-driven approach that has made CNC Lakes a leader in education and social service support. Associated with this shift in delivery model is a significant decline in the funding provided to CNC Lakes and elimination of the cost recovery social programs designed to meet community need. It is anticipated that the number of regular employees at CNC Lakes will drop from 92 in 2012/13 to 22 in 2016/17 (a 76 percent decline), with FTEs also dropping 80 percent (from 407 in 2012/13 to a projected low of 82 by 2016/17).

1.2 Report Purpose

The purpose of this report is to assess the socio-economic impacts of the recent and proposed funding, program and service cuts at CNC Lakes. As noted above, these cuts are significant. The assessment will document the impacts on the local communities and First Nations throughout the Lakes District service area. Specifically, the report will focus on:

- An analysis of economic impacts (current and projected);
- An assessment of the educational implications (current and projected); and,
- An analysis of social impacts, both at the community and individual level.

1.3 Report Outline

The report is organized as follows:

- Section 2 provides an overview of the campus;
- Section 3 provides community context and information on population, education, labour force, and social vulnerability;
- Section 4 outlines the economic implications of the transition at CNC Lakes specifically assessing the impacts on direct and total employment and employment income, household numbers and population;
- Section 5 investigates the educational impacts; and
- Section 6 presents the social impacts focusing on impacts on students, participants in family programs, staff, self control, and critical mass of skilled workers.

Finally, Appendices outlining the methodologies for the economic and social assessments and references are provided.

2 CNC LAKES

2.1 Introduction

It is safe to assume that all rural BC, small town satellite college campuses have a positive educational impact on their communities and surrounding areas as they draw mainly from their local area, e.g. College of the Rockies – Invermere, Okanagan College – Revelstoke, Northwest Community College – Smithers, and College of New Caledonia – Quesnel to list just a few. Most of these campuses have programs designed for their local residents. The educational impact that they create for this analysis is referred to as the “base level”. CNC Lakes would be expected, given its location, small community size and rural location with substantial distance (2.5 hours travel time) from a major campus, to produce results similar to the other campuses with the same mix of courses and programs for local students.

2.2 Enrollment and Success

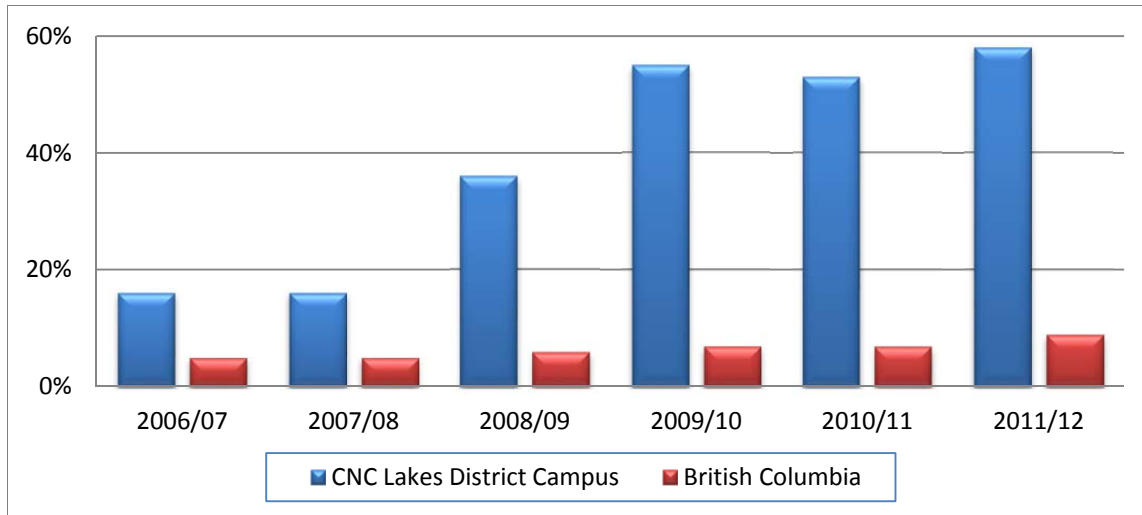
The CNC Lakes enrollment, full-time equivalency (FTE) count, and staffing, as compared to other similar campuses, clearly indicates that the campus is somehow generating more enrollment, FTE count, staffing, and high success rates. This holds true with aboriginal students (self identified) which make up at least 60 percent of the CNC Lakes student body. Table 1 and Figure 1 and Figure 2 show high levels of enrollment and success. It is this incremental difference that is the focus of this analysis. When CNC Lakes is compared, on a population basis, with other campuses in the CNC catchment area their participation rates are higher with a higher percentage of aboriginal students, while achieving high success rates.

Table 1: 2013-2014 Fiscal Year CNC Lakes Student & Program Profile: Full-Time Equivalency

FTE excluding PPD					
Campus (Group)	Course Registrants*	Distinct count of Course Sec ID	FTE	FTE/1000 pop	
Burns Lake	1,068	142	163.3	20	
Nechako (incl. Fort St. James)	752	108	108.0	7	
Mackenzie	768	156	70.2	17	
Quesnel	1,880	171	291.4	12	
PPD FTE					
Campus (Group)	Course Registrants*	Distinct count of Course Sec ID	FTE		
Burns Lake	3,082	247	101.6	13	
Nechako (incl. Fort St. James)	3,603	413	101.8	6	
Mackenzie	867	101	22.5	6	
Quesnel	302	70	29.3	1	

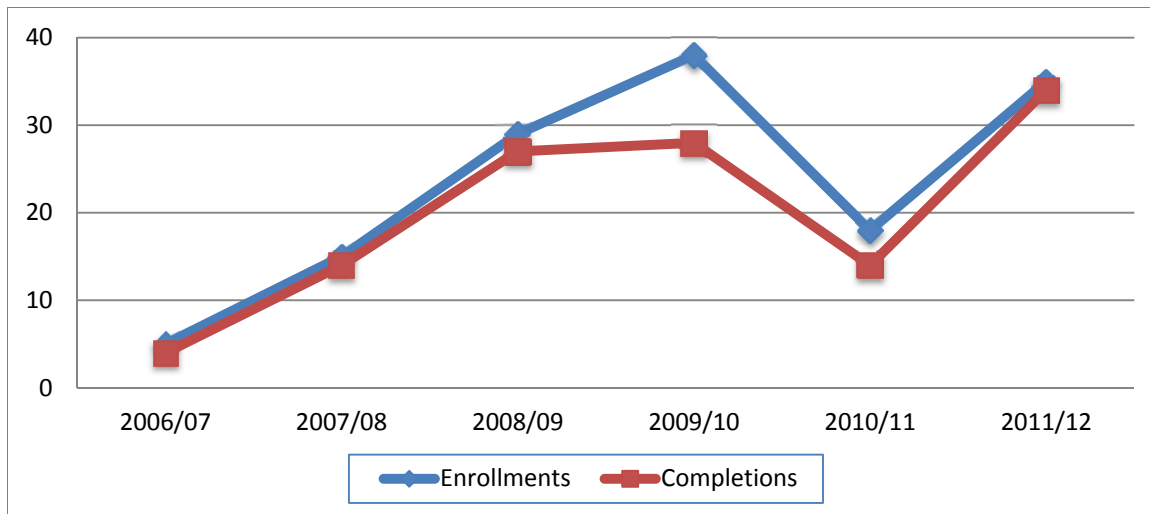
Source: CNC (2014)

Figure 1: Aboriginal Enrollment in Apprenticeship Programs



Source: CNC (nda)

Figure 2: Aboriginal Student Enrollments and Completions – Trades Programs, CNC Lakes



Source: CNC (nda)

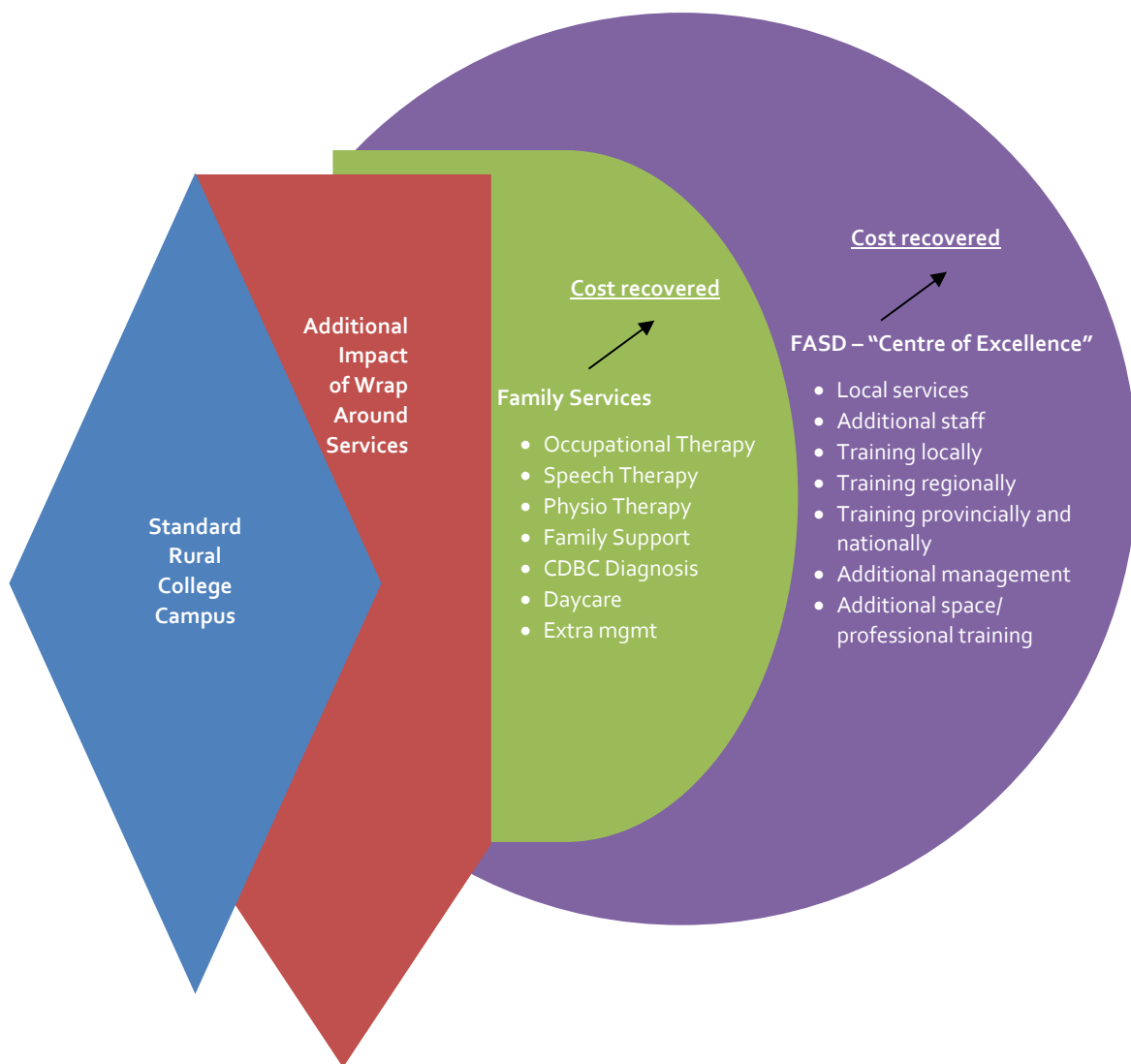
For ease of this analysis, post secondary students are divided in four arbitrary levels as follows: 1) young, with solid high school graduation grades, financial means and interest in moving away to obtain their post secondary education; 2) young, with either lower high school grades, constrained financial means and/or more limited interest in moving away to obtain their post secondary education; 3) more mature students with constrained financial means, and/or barriers to relocation for education; 4) more mature students, often with poor previous academic performance (usually without Grade 12), constrained financial means, and/or barriers to relocation for post secondary education and/or young students with significant academic and personal barriers to post secondary education. A potential student living in an urban setting, even with barriers to relocation, has multiple choices for post secondary education depending on their subject of interest, current level of academic standard, and financial means. In a rural setting, relocation constraints, financial constraints, or other barriers to post secondary education, severely limit attendance in a post secondary institution. Rural college campuses with standard

programs offered obtain primarily Level 3 and Level 4 students at their institutions often requiring more educational and personal support services. This appears to be the case for CNC Lakes as well, creating a more educationally challenging environment than what is experienced in educational institutions populated by mainly Level 1 and Level 2 students.

2.2.1 What is the difference?

So, why the significantly higher number of attendees, FTEs, staff, and graduates at CNC Lakes. The low education levels for the catchment area (see Section 3.4) clearly shows that it is not a historical hot bed for high achievement in the K-12 system. The difference is the student and participant wrap-around system, as shown in Figure 3 and Figure 4, targeted at meeting the wide variety of educational and non-educational needs of the students and participants.

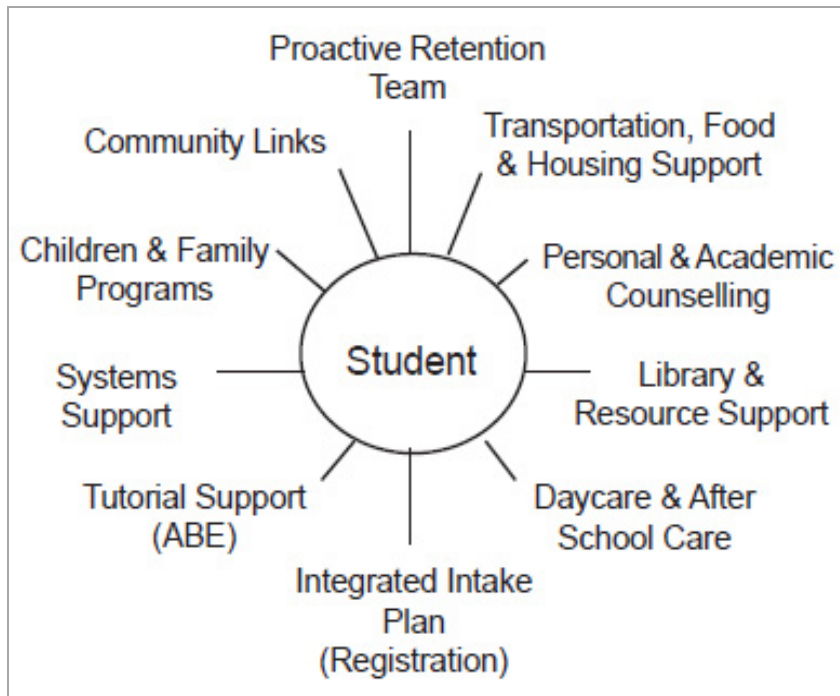
Figure 3: CNCLakes Educational & Wrap-around Services



2.2.2 Wrap-around Services

In general, the headings and descriptors of each of the wrap-around services (see Figure 4) are more common at many large post secondary institutions but rare, if ever, at rural campuses. At CNC Lakes, these services appear to have been taken to a whole new level by the Campus managers and service providers obtaining a mix of the usual funding from the Ministry of Advanced Education (AVED) with funding from the BC Ministry of Children and Family Development (MCFD) and BC Ministry of Health (MoH), Public Health Agency of Canada (PHAC), as well as support from the six First Nations in the catchment area.

Figure 4: CNC Lakes: Student 'Wrap-around' Supports



Source: CNC Lakes and Lake Babine Nation (nd)

Establishing and maintaining the mix of funding for these wrap-around student and community services over a few decades of programming required the building of true partnerships with the six First Nations, Northern Health (NH), particularly the Burns Lake Health Area providers, the managers of the provincial social services, and employers in the region. These types of real partnerships not only increased funding levels, but also impacted program selection, design, delivery, and attendance. The advisory committee of six First Nation communities in the service area describe generating programs “with us” not “for us”.

The partnerships have generated efficiencies of scale particularly for personal and professional development courses. The cost efficiency of locally available certificate programs for local employers is significant. The responsiveness to employers’ needs has contributed to program design, attendance numbers, success rates, and access to employment upon completion for students. Examples are cohort training for specific occupations offered in years when enough demand emerges. This responsiveness also created a high level of success for the students, as shown in Table 2. The end result is that CNC Lakes is consistently described as a community-owned college.

Table 2: CNC Lakes Outcomes for Aboriginal Students, 2006

Program	Outcome for Aboriginal Students
Home Support Resident Care	81% received certification
Office Worker Preparation	92% received certification
Aboriginal Teacher Assistant	78% received certification
Forest Equipment Operator	85% employed or in further training
Social Service Worker	95% course completion
Early Childhood Education	70% found employment in ECE field
Courses	Outcome for Aboriginal Students
Food safe	96% received certification
FASD Online University Transfer	100% course completion
Occupational First Aid, Level 3	100% received certification

Source: CNC Lakes and Lake Babine Nation (nd)

The intensive learner centered bias, combined with these true partnerships, pushed CNC Lakes to create wrap-around services that are well outside of what rural college campuses traditionally provide, including personal health, child day care, child development, housing support, counselling, physiotherapy, speech therapy, occupational therapy, etc. The value of the integrated services in a single location, housed within the non-medical college campus building, contributed to ease of access and a secondary link to college education programs. The interrelationships between the wrap-around services, community needs, learners’ needs, and capable educators generated specialized programs for vocations, trades and personal development including for FASD affected children, their parents, future parents and those in the FASD field, locally, regionally, provincially, nationally and internationally. These wrap-around services created what is commonly known as a centre of excellence regarding FASD and its prevention. It also created, as per the key informant interviews, a safe, secure, learning and drop-in environment. The services increased the rate of change experienced by participants. Not surprising, there are now young adults attending CNC Lakes who started down the hall at the day care.

Establishing specialized programming and services, particularly where it must be done on a cost recovery basis, required substantial creative management time. There is a direct connection between availability of management time and innovative programs, curriculum, services, and financing mechanisms. CNC Lakes developed a snowball effect of program development by consistently finding additional outside resources that enabled it to hire and keep quality entrepreneurial staff that developed programs and services that have obtained superior results. They also lassoed enough efficiencies and economies of scale to be able to keep the snowball rolling down hill to develop the next program or service. Critical to the process has been the consistent initiation by CNC Lakes advisory group, staff, and managers not waiting for opportunities to be handed to them. Over time, the number of college staff and participants continued to grow on the back of the consistent program and service development snowball. Re-starting this momentum would be costly.

There are many, many personal examples of individuals entering the CNC Lakes building at the east end, accessing the family services and then, over time, shifting west down-the-hall to educational programs. This shift would occur as their comfort, capacity, resources, and confidence grew. The term consistently used by former participants is “it changed my whole life”. These types of comments are not uncommon for graduates of post secondary educational institutions but at CNC Lakes the starting point is often much further back of where most education facilities start. The required steps to go from adult basic

education to vocational or other programs are many more and the success rate at CNC Lakes with these transitions is impressive. What makes the success even more impressive is that many of the students come from households where often no one in the household has pursued post secondary education before; where there is a significant distrust of education institutions built out of the residential schools experience; and where household members have had poor experiences at public schools. The success in creating a safe environment for learning cannot be overstated.

2.2.3 FASD – “Centre of Excellence”

Many of those who are most vulnerable begin their relationship with CNC Lakes by participating in the Healthier Babies Brighter Futures (HBBF) program. Table 3 provides a snapshot of HBBF client profiles as at September 30, 2009. These are women experiencing very high barriers to a high quality of life, yet are demonstrating success. The caseloads for the HBBF workers are high, with 24 Early Intervention Services (EIS) child assessments per year and a caseload of hundreds at any one time. The early, systematic intervention with children 0-6 years of age has often been dramatic as articulated by parents, staff, and program reports. Kindergarten teachers report children with special needs being much better prepared for their classroom participation and learning.

Table 3: HBBF 08/09 Program Outcomes and Successes

MEASURE AT INTAKE	MEASURE AT MARCH 31/13
72% living in unstable housing.	34% living in unstable housing
78% misusing substances	72% abstain or decrease substance use
0 using reliable birth control	54% utilizing reliable birth control measures*
88% lack food security	73% increased food security
72% experiencing domestic violence	47% experiencing domestic violence
0% accessing child development services	67% accessing child development services

Data Source: CNC Lakes (ndb)

What has been the educational impact of this mix of wrap-around services? The general social and economic impacts of increased education is well documented and it is well accepted that increases in education, particularly to the Grade 12 level and certification beyond Grade 12, results in a variety of positive impacts on both the individual and their family as it relates to income, health, quality of life, and life expectancy. The clear link between improved educational outcomes and quality of life is embedded in the Provincial post secondary education policies for targeted advancement in general and for aboriginals specifically. The positive correlation between these social indicators and education are not discussed here, instead are accepted as foundational.

3 COMMUNITY CONTEXT

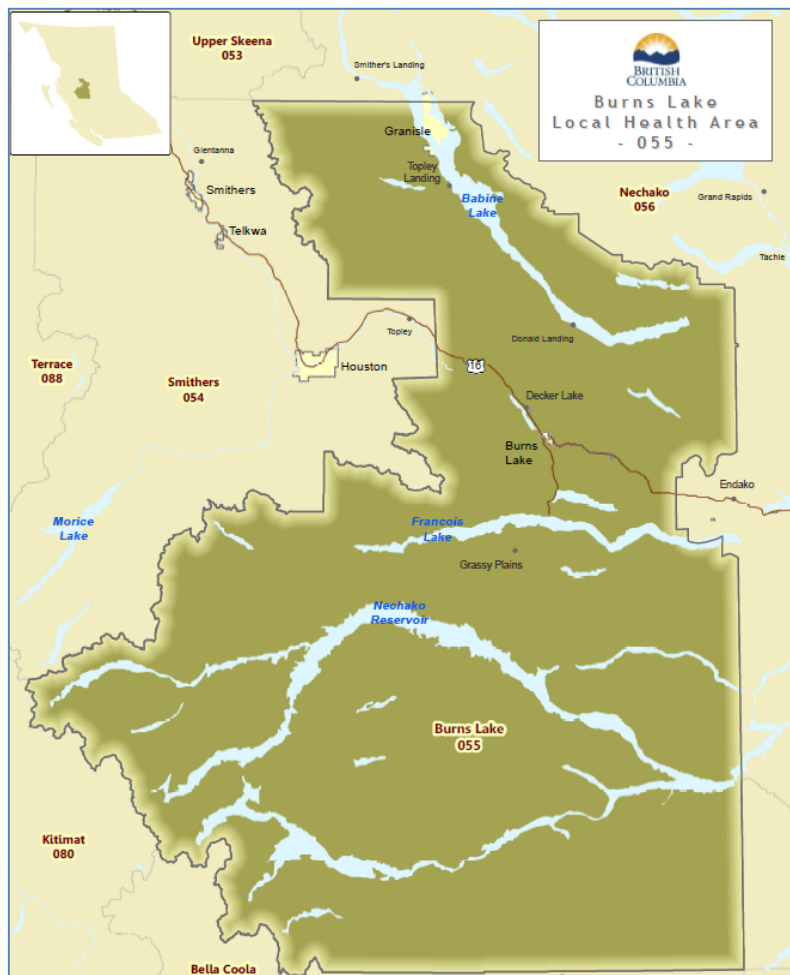
3.1 Introduction

Burns Lake is located in central British Columbia and is located 228 kilometres from Prince George via Highway 16. Within the CNC Lakes Campus area approximately 75 percent of residents live outside the Village of Burns Lake. In addition to geographic isolation, weather can be a factor in mobility for many residents. Travel in the winter months on icy and often isolated road system with virtually no public transportation system can be a challenge for many residents.

3.2 Service and Study Area

CNC lakes is located in the Village of Burns Lake and serves an area similar to the Burns Lake Local Health Area (LHA). Figure 5 outlines the Burns Lake LHA, also known as LHA 055. The communities in the service area also include the Village of Granisle, the unincorporated communities of Topley Landing, Donald Landing, Decker Lake, Grassy Plains, Tintagle and Southbank. The service area is also home to several First Nations including Burns Lake Band, Lake Babine Nation, Cheslatta Carrier Nation, Nee Tahi Buhn Band, Skin Tyee Nation, and Wet’suwet’en First Nation.

Figure 5: Map of Burns Lake LHA



Source: BC Stats.(2011)

3.3 Population Trends and Characteristics

3.3.1 Historical and Future Population

Population between 1991 and 2041 for the Burns Lake LHA, Bulkley Nechako Regional District and British Columbia are presented in Table 4. While the population declined locally and regionally between 2001 and 2015, this has started to change with both the Burns Lake LHA and Bulkley Nechako Regional District beginning to add new residents and this trend is anticipated to continue for the foreseeable future.

Table 4: Historical, Current and Projected Population, 1991-2041

	1991	2001	2011	2015	2031	2041
Burns Lake LHA	7,275	7,605	6,875	7,000	7,455	7,945
Bulkley Nechako RD	38,880	41,260	39,905	40,550	43,715	47,810
British Columbia	3,373,785	4,076,880	4,195,765	4,681,750	5,634,440	6,118,280

Source: BC Stats (1998)(2015a) (2015b)

3.3.2 First Nations Population

A key component of the Burns Lake LHA population is the area's First Nation population. In 2011, First Nations were estimated to make up 32.5 percent of population in the Burns Lake LHA. This is much higher than was observed at the provincial level which had a First Nations population share of 5.3 percent in 2011 (Statistics Canada 2013a). Table 5 outlines the population by First Nations who have communities within the Burns Lake LHA.

Table 5: First Nations with Communities in Burns Lake LHA, by Residence, 2014

	Reserve & Crown Land	Off Reserve	Total
Burns Lake	80	48	128
Cheslatta Carrier Nation	181	170	351
Lake Babine Nation	1,022	1,418	2,440
Nee-Tahi-Buhn	90	54	144
Skin Tyee	121	58	179
Wet'suwet'en First Nation	146	96	242
Total	1,640	1,844	3,484

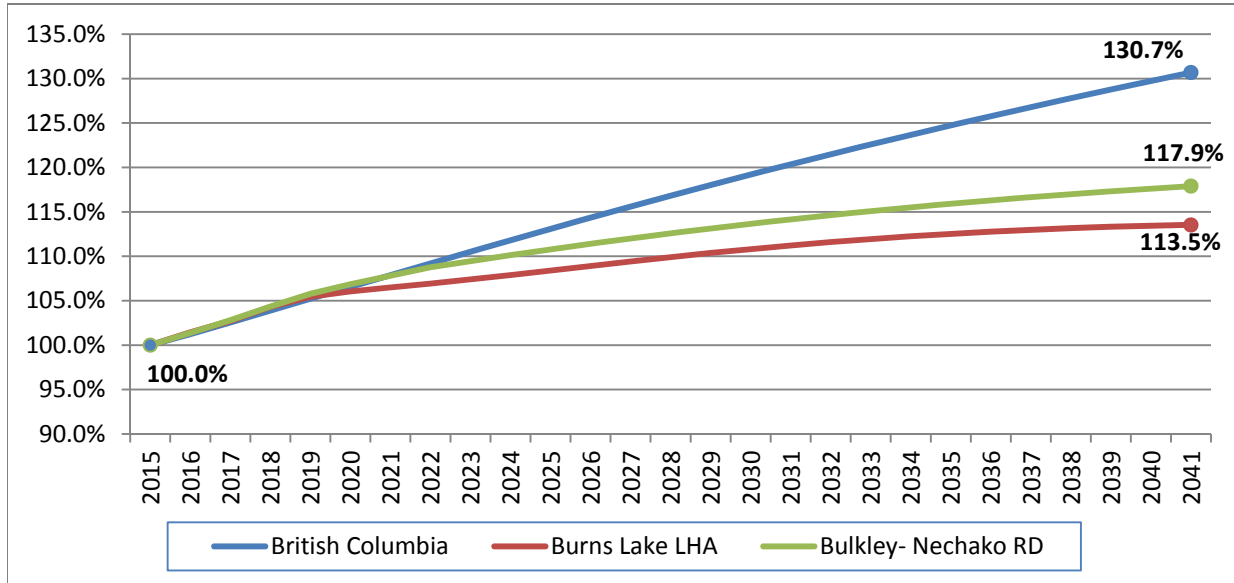
Source: AANDC (2014)

Note: Not all First Nations members listed in the Table above live within the Burns Lake LHA.

3.3.3 Status Quo Population Forecast

Figure 6 outlines the current growth forecast for the Burns Lake area, as measured by BC Stats' population projections for the Burns Lake Local Health Area, Bulkley-Nechako Regional District and BC.

Figure 6: Burns Lake LHA, Bulkley-Nechako RD and BC Population Change 2015 to 2041 (2015=100%)



Source: BC Stats (2014)

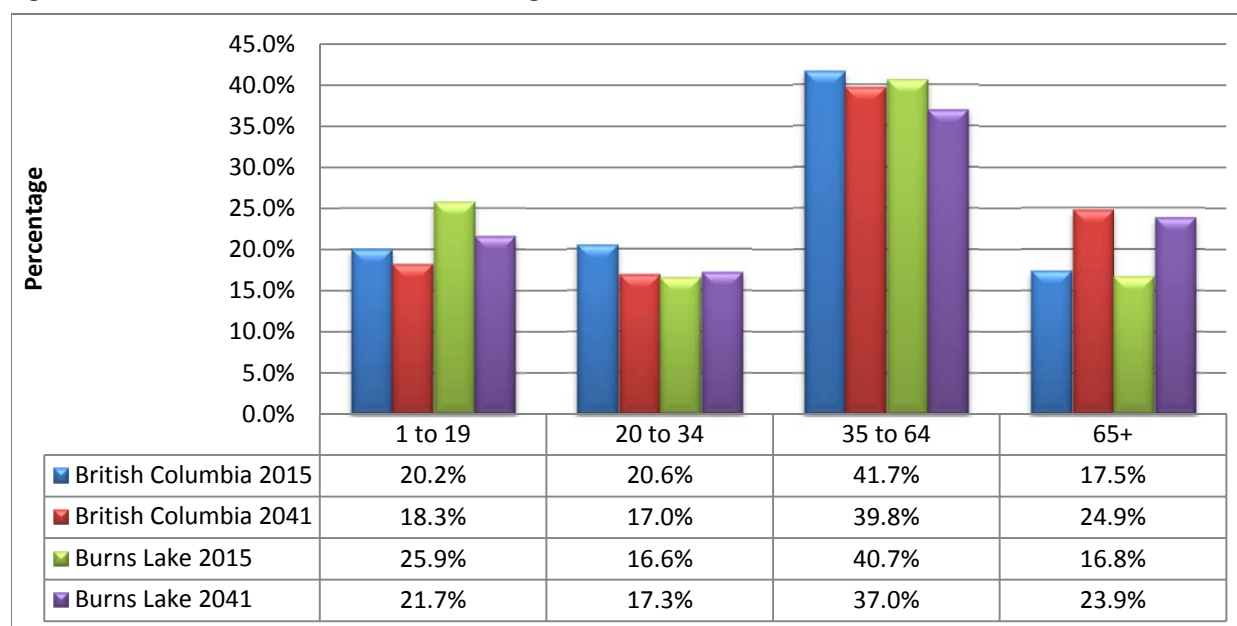
As illustrated, the population in the Burns Lake LHA and Bulkley-Nechako Regional District is expected to match the growth anticipated at the provincial level between 2015 and 2020. This is unusual for a rural area in British Columbia, as most rural parts of British Columbia are typically seeing flat population growth and are noticeably lagging the provincial level population growth rate.

3.3.4 Age Characteristics

Figure 7 outlines the age characteristics for the Burns Lake LHA and British Columbia in 2015 and the projected age characteristics in 2041. As illustrated, the Burns Lake LHA has a noticeably younger demographic than the province, with 25.9 percent of the population under 19 years of age and 16.8 percent of the population over 65 years of age. At the provincial level, 20.2 percent of the population is under 19 years of age and 17.5 percent is over 65 years of age.

Looking ahead to 2041, Burns Lake LHA will continue to have a larger number of residents in the younger demographics than is generally observed at the provincial level; thereby illustrating the need for ongoing post-secondary educational options.

Figure 7: Burns Lake LHA and British Columbia Age Characteristics, 2015 and 2041



Source: BC Stats (2014)

3.4 Educational Attainment

Table 6 outlines the educational attainment in the Burns Lake LHA and compares this with the provincial levels. As outlined, the Burns Lake area has a significantly higher share of their population that has not graduated from high school than generally observed at the provincial level. However, the local area matches the province in the share of population with apprenticeship or trades certificates, diplomas or degrees, and College and other non-university certification or diplomas.

Table 6: Burns Lake LHA and British Columbia Education Attainment, 2011

	Burns Lake LHA	British Columbia
No certificate; diploma or degree	27.0%	13.8%
High school diploma or equivalent	33.8%	24.9%
Postsecondary certificate; diploma or degree		
Apprenticeship or trades certificate or diploma	12.9%	11.7%
College; CEGEP or other non-university certificate or diploma	16.2%	18.9%
University certificate or diploma below bachelor level	2.1%	6.1%
Bachelor's degree	5.9%	15.4%
University certificate; diploma or degree above bachelor level	2.0%	9.2%
Sub-Total	39.2%	61.3%
Total	100.0%	100.0%

Source: Statistics Canada (2013b)

3.5 Experienced Labour Force

Experienced labour force data for the Burns Lake area is outlined in Table 7 and is compared to the experienced labour force shares for the province. The Burns Lake area with 36.4 percent of its experienced labour force in the goods producing sector of the economy has almost twice the share observed at the provincial level. Much of this labour force, as illustrated by the labour force in forestry and manufacturing, is within the forest sector.

Table 7: Experienced Labour Force, Burns Lake Area and British Columbia, 2011

	Burns Lake Area		BC
11 Agriculture; forestry; fishing and hunting	435	13.7%	2.6%
21 Mining; quarrying; and oil and gas extraction	80	2.5%	1.1%
22 Utilities	0	0.0%	0.6%
23 Construction	160	5.0%	7.7%
31-33 Manufacturing	485	15.2%	6.3%
Total Goods Producing Sector	1,160	36.4%	18.3%
41 Wholesale trade	60	1.9%	3.8%
44-45 Retail trade	200	6.3%	11.3%
48-49 Transportation and warehousing	165	5.2%	5.0%
51 Information and cultural industries	0	0.0%	2.6%
52 Finance and insurance	40	1.3%	3.9%
53 Real estate, and rental and leasing	0	0.0%	2.3%
54 Professional; scientific and technical services	20	0.6%	7.6%
55 Management of companies and enterprises	0	0.0%	0.1%
56 Admin & support; waste management & rem services	60	1.9%	4.2%
61 Educational services	290	9.1%	7.1%
62 Health care and social assistance	240	7.5%	10.6%
71 Arts; entertainment and recreation	0	0.0%	2.4%
72 Accommodation and food services	115	3.6%	7.6%
81 Other services (except public administration)	115	3.6%	4.8%
91 Public administration	360	11.3%	6.1%
Total Service Producing Sector	1,665	52.3%	79.4%
All industries	2,825	88.7%	97.9%
Industry – not applicable	360	11.3%	2.1%
Total labour force	3,185	100.0%	100.0%

Source: Statistics Canada (2013b)

Note: Burns Lake area has been developed from several Statistics Canada geographies including: Village of Burns Lake, Bulkley-Nechako Regional District Electoral Areas B and E, Village of Granisle, Burns Lake IR 18, Cheslatta IR 1, Babine IR 6, Babine IR 25, and Woyenne IR 27.

Conversely, the service producing sector constitutes a much smaller share than observed at the provincial level. Within the service producing sector, public administration and educational services are the only portions of the service producing sector that are noticeably larger than observed at the provincial level.

The high goods producing share in the Burns Lake LHA also highlights the region's low diversity index score. In general, a more diversified economy in a local area is seen as good for long term prosperity and helps protect a community against economic hardship. In 2006, the last year data was available, Burns Lake scored a diversity index rating of 60 compared to an average of 69 for the 63 local areas in British Columbia (not including Metro Vancouver and Victoria) (BC Stats. 2009).

3.6 Social Vulnerability

3.6.1 Income

Income greatly impacts health by affecting living conditions (e.g. adequate housing and transportation options), access to healthy choices (e.g., healthy food options and recreational activities), and stress levels. Those with the lowest levels of income experience the poorest health, and with each step in income, health improves.

In the Burns Lake LHA, the average family income after-tax in 2010 was \$62,845 compared to the provincial average of \$78,580. Individuals with low-income after-tax in 2010 made up 26.6 percent of the residents in the Burns Lake LHA compared to 16.4 percent at the provincial level. Overall, incomes lag that of the provincial level on this key health indicator. (Northern Health. nd.)

3.6.2 Employment Levels

Employment provides income and a sense of security for individuals. Underemployment or unemployment can lead to poorer physical and mental well-being due to reduced income, lack of employment benefits and elevated stress levels (Northern Health. nd). In 2011, Burns Lake LHA had an unemployment rate of 12.1 percent compared to 7.8 percent at the provincial level. This compares to an unemployment rate of 10.1 percent in the Burns Lake LHA in 2006 and a rate of 5.4 percent provincially. (Northern Health. nd.)

Employment rates can change rapidly over a short period of time; however, as illustrated above, the Burns Lake LHA has a high dependency on the forest sector and there remains uncertainty in the area as impacts of the mountain pine beetle epidemic continue to play out throughout the interior of British Columbia.

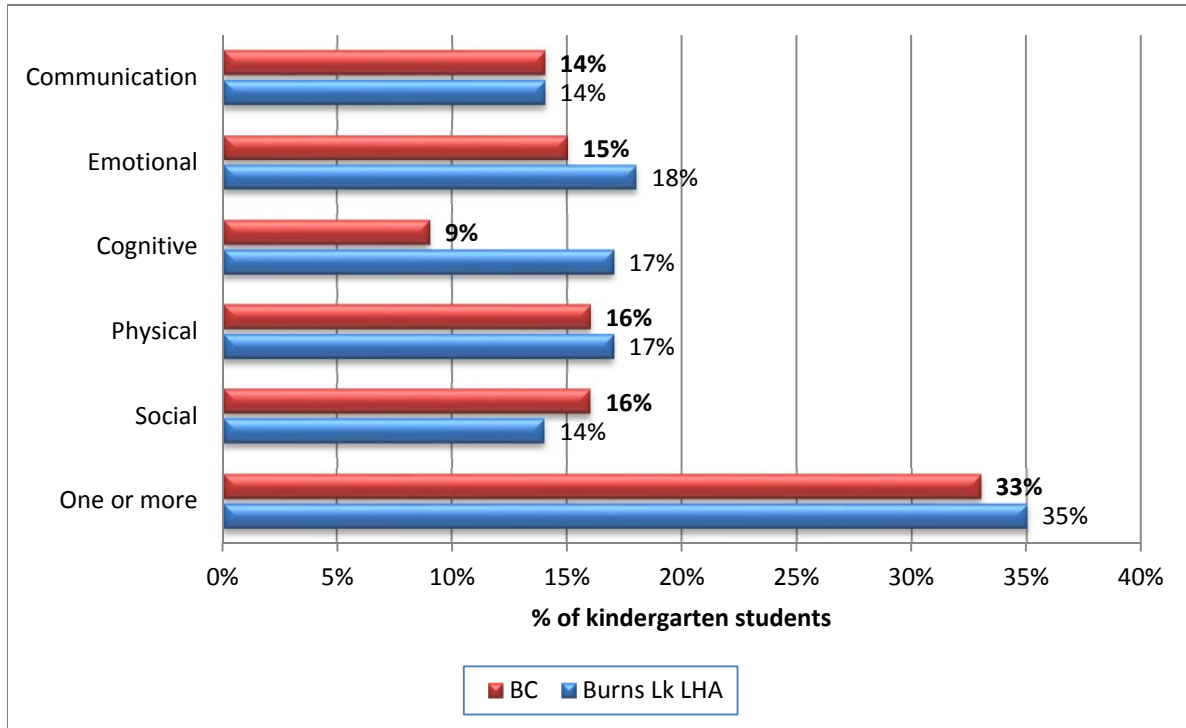
3.6.3 Early Childhood Development

Social support from family, friends and communities is associated with better health. Through support and provision of social programming, local and First Nations governments, community organizations, and health authorities can increase social support and connectedness in their communities. Of particular importance is early childhood development, which has a profound impact on emotional and physical health in later years.

One measure of healthy childhood development in a community is the Early Development Instrument which measures five core areas that are known to be good predictors of adult health, education, and social outcomes. These five core areas include: social competence; physical health and well-being; communication skills and cognitive development; emotional maturity; communication skills and general

knowledge. As illustrated in Figure 8, the Early Development Instrument highlights the percentage of children in kindergarten who may be considered vulnerable in one or more of these core areas.

Figure 8: Vulnerability in early childhood (Early Development Instrument) in 2011 - 2013



Source: Northern Health (2014)

Overall, the Burns Lake LHA has a slightly higher share of its early childhood population at risk than is typically observed at the provincial level.

4 ECONOMIC IMPACTS

4.1 Introduction

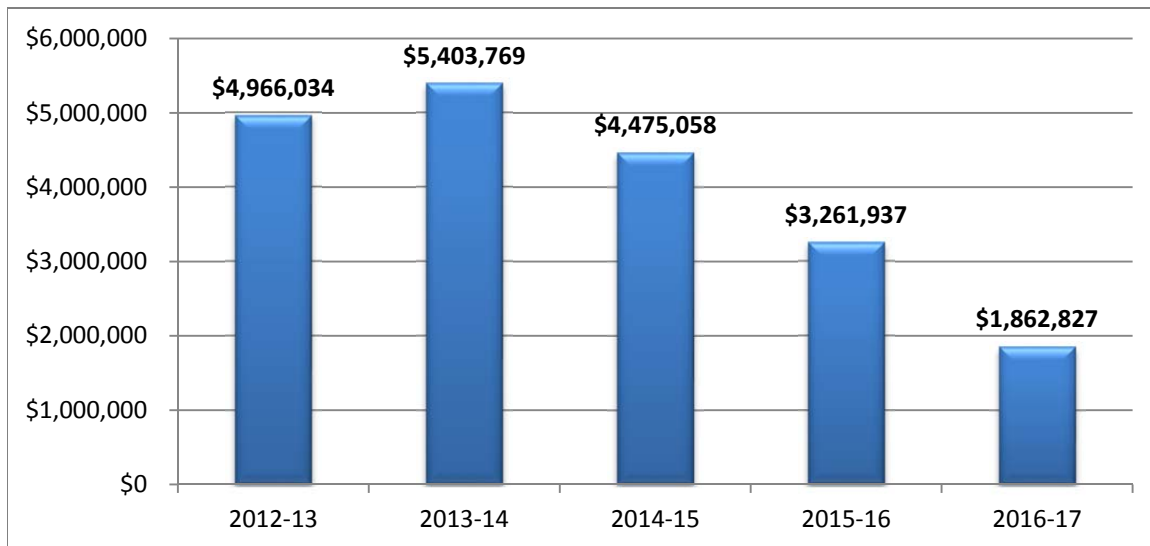
The change in the budget at CNC Lakes will drive the economic impacts experienced in the region. This section focuses on the direct and indirect employment impacts and the associated impacts on employment income and population.

4.2 Decline in Budgets and Employment at CNC Lakes

4.2.1 Change in Budget

As illustrated in Figure 9, the total budget for CNC Lakes stood at just under \$5 million in the 2012/13 fiscal year and began to decline in the 2014/15 fiscal year to just under \$4.5 million. This is forecast to be followed by further declines, and by 2016/17 the total budget for the CNC Lakes Campus is forecasted to stand at just over \$1.8 million.

Figure 9: CNC Lakes Budget, 2012/13 to 2016/17

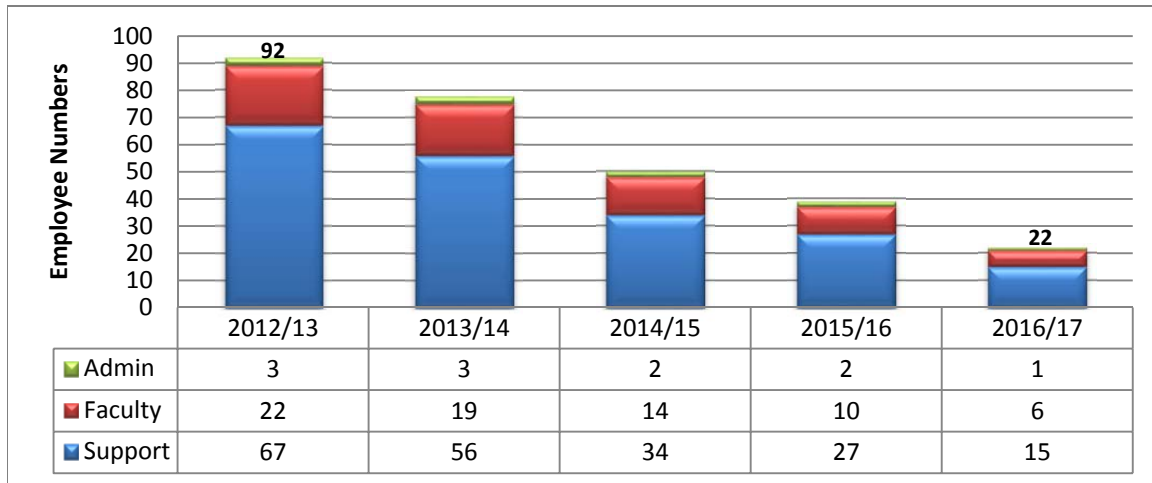


Source: CNC Lakes Regional Campus Advisory Committee (2015)

4.2.2 Change in Employment

Employment at CNC Lakes is expected to also decline, roughly following the decline in the budgets. As outlined in Figure 10, employment is anticipated to decline from a regular administration, faculty and support staff complement of 92 in 2012/13 to 78 in 2013/14, and further each of the next two years until reaching a low estimated at 22 in 2016/17. It is at this 2016/17 level that CNC Lakes employment is anticipated to stabilize and operate at moving forward.

Figure 10: CNC Lakes Change in Employment, 2012/13 to 2016/17

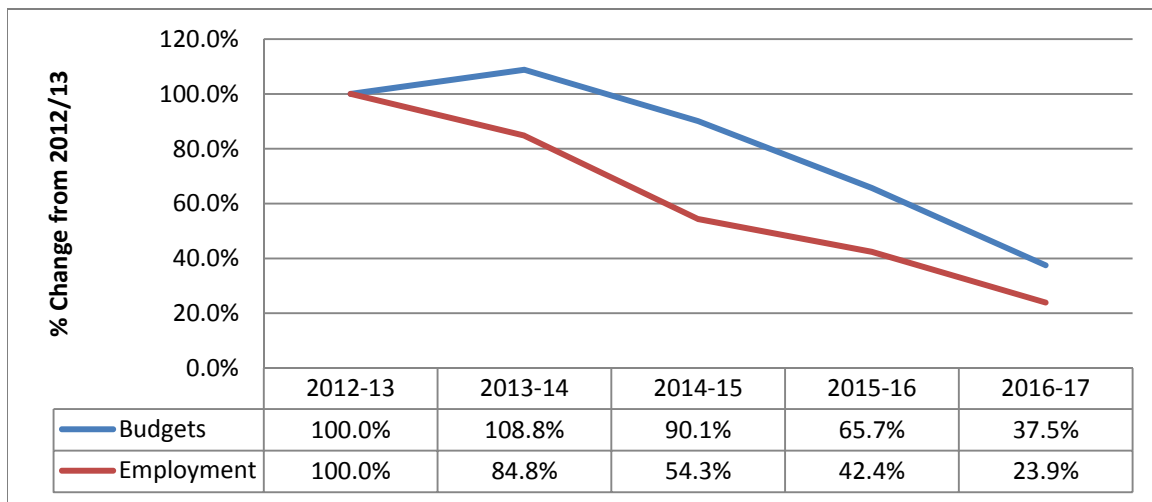


Source: CNC Lakes Regional Campus Advisory Committee (2015)

4.2.3 Overall Budget and Employment Percentage Share Trend

As outlined in Figure 11, the 2016/17 funding level represents just 37.5 percent of the funding available at CNC Lakes in 2012/13. In addition, the funding cuts will also lead to fewer staff with an even more dramatic decline from 2012/13 with only 23.9 percent of the staffing remaining in 2016/17. This rapid and significant decline in budget and employment levels at CNC Lakes will dramatically change the local delivery of educational programs and social services within CNC Lakes area.

Figure 11: CNC Lakes Percentage Change Budget and Employment, 2012/13= 100%



Source: CNC Lakes Regional Campus Advisory Committee (2015)

4.3 Total Employment and Employment Income Impacts

The direct employment and employment income declines will also have a further negative indirect (indirect and induced) impact on employment and employment income in the Lakes Region, primarily in Burns Lake. Table 8 outlines the decline year to year from 2012/13 to 2016/17 in total employment (direct and indirect), total employment income and the aggregate losses for the entire transition.

Table 8: Burns Lakes LHA Change in Employment and Employment Income, 2012/13 to 2016/17 and Total

	2012/13	2013/14	2014/15	2015/16	2016/17	Total
Direct Employment	0	-14	-28	-11	-17	-70
Indirect & Induced Employment	0	-4	-7	-3	-4	-18
Total Employment	0	-18	-35	-14	-21	-88
Direct Employment Income	0	-\$530,517	-\$1,161,134	-\$446,329	-\$768,664	-\$2,906,644
Indirect & Induced Emp. Income	0	-\$167,234	-\$292,659	-\$125,425	-\$167,234	-\$752,553
Total Employment Income	0	-\$697,751	-\$1,453,793	-\$571,754	-\$935,898	-\$3,659,197

Overall, the total employment loss will include 70 direct employees at CNC Lakes and a further 18 indirect local jobs for a total local employment decline of 88 jobs. The 70 direct jobs from CNC Lakes are associated with the 650 individuals identified as part of the educational and public administration experienced labour force within the Burns Lake LHA. The loss of the direct CNC Lakes jobs will amount to a reduction of approximately 10.8 percent of total educational and public administration labour force in the Burns Lake LHA. Furthermore, the 88 total direct and indirect jobs collectively make up 5.3 percent of the 1,665 service-producing labour force in the Burns Lake LHA.

The lost employment income associated with the former CNC Lakes employees will be approximately \$2.91 million annually and will result in further indirect losses of local employment income of \$0.75 million annually, resulting in a total local employment income decline of \$3.7 million annually. In 2012, workers in Burns Lake and area earned employment income of approximately \$107.7 million. The \$3.7 million employment income loss associated with CNC Lakes reductions amounts to a decline of 3.4 percent in the employment income locally (Statistics Canada 2012).

Overall, the decline in direct and indirect employment and employment income is significant and will result to the further loss in employment and income diversification in the Burns Lake area, a region that already has a low diversity index. This decline in economic diversity will further increase the overall economic vulnerability of the area, in an area that is already ranked among the lesser diversified areas of the provinces (refer to section 2.3 experienced labour force).

4.4 Households and Population Impacts

Table 9 outlines the household and population impacts associated with CNC Lakes downsizing. As illustrated, with a total employment impact in the Burns Lake LHA 88 households would be affected resulting in impacts on upwards of 255 people. If these households leave the LHA as a result of job losses it would represent an out migration of 3.6 percent of the population in the LHA. With 30 percent of the households being within the Village of Burns Lake and the remainder within close proximity of the Village the impact will be concentrated on this Village of 2,000.

Table 9: CNC Lakes Household and Population Change, 2012/13 to 16/17 and Total

	2012/13	2013/14	2014/15	2015/16	2016/17	Total
Households	0	-18	-35	-14	-21	-88
Population	0	-52	-102	-40	-61	-255

5 EDUCATIONAL IMPACTS

5.1 Introduction

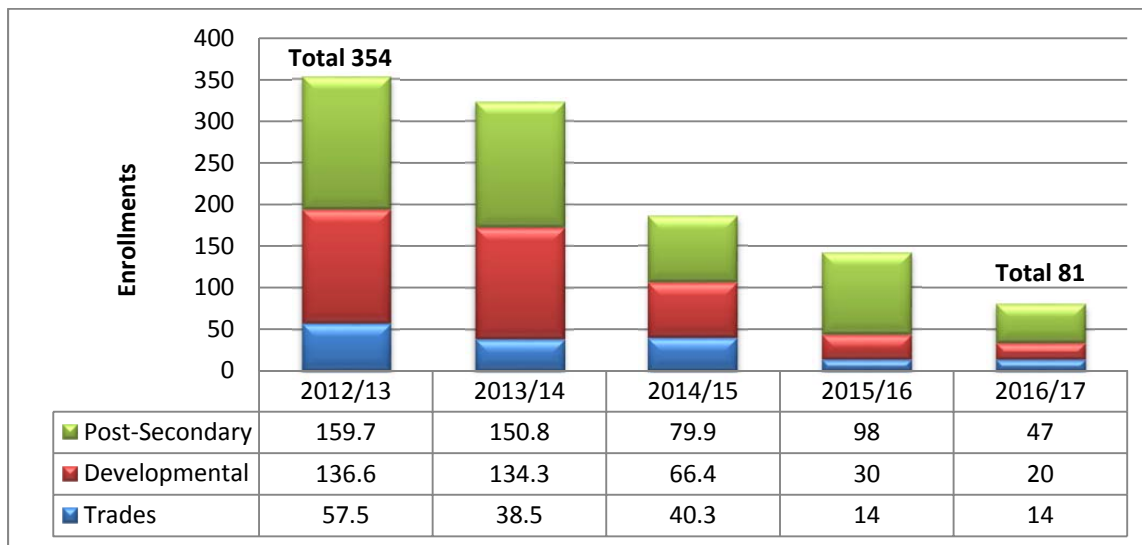
The educational impacts will include a decline in participation, measured both from FTEs, First Nations participation, and participant registration. However, the educational impacts extend beyond just a numerical impact, but also impact the access students will have to educational opportunities and wrap around services currently supported by family services in place.

5.2 CNC Lakes Operational Transition Quantified

5.2.1 FTEs

The operational change at CNC Lakes will have a significant impact on the full-time equivalents (FTEs) attending the Campus with FTEs projected to drop steeply over the next few years. As illustrated in Figure 12, in 2012/13 almost 354 student FTEs were generated at the CNC Lakes Campus. Based on the anticipated transition, it is predicted that total student FTEs will decline to approximately 81 by 2016/17, a 77 percent drop.

Figure 12: Program Area Breakdown by FTEs, 2012/13 to 2016/17



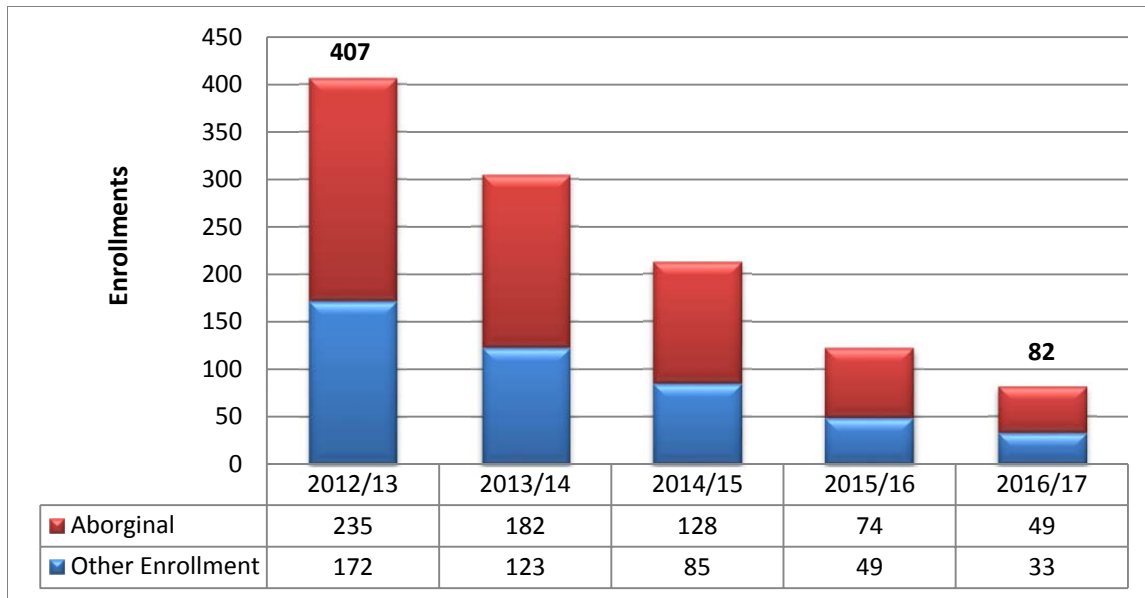
Source: CNC Lakes Regional Campus Advisory Committee (2015)

5.2.2 Aboriginal Enrollment

Figure 13 outlines the Aboriginal and total enrollments under the current delivery and forecasted projected delivery. In 2012/13, there were almost 407 enrollments at CNC Lakes, with 235 of these, or 58 percent, being students who identified themselves as Aboriginal.

Based on the anticipated transition, it is forecast that total student enrollments will decline sharply to approximately 82 by 2016/17. Of these total enrollments, the projected Aboriginal numbers will also decline sharply, with only an estimated 49 Aboriginal enrollments predicted for 2016/17.

Figure 13: CNC Lakes Aboriginal and Other Enrollments (excluding Continuing Ed), 2012/13 to 2016/17

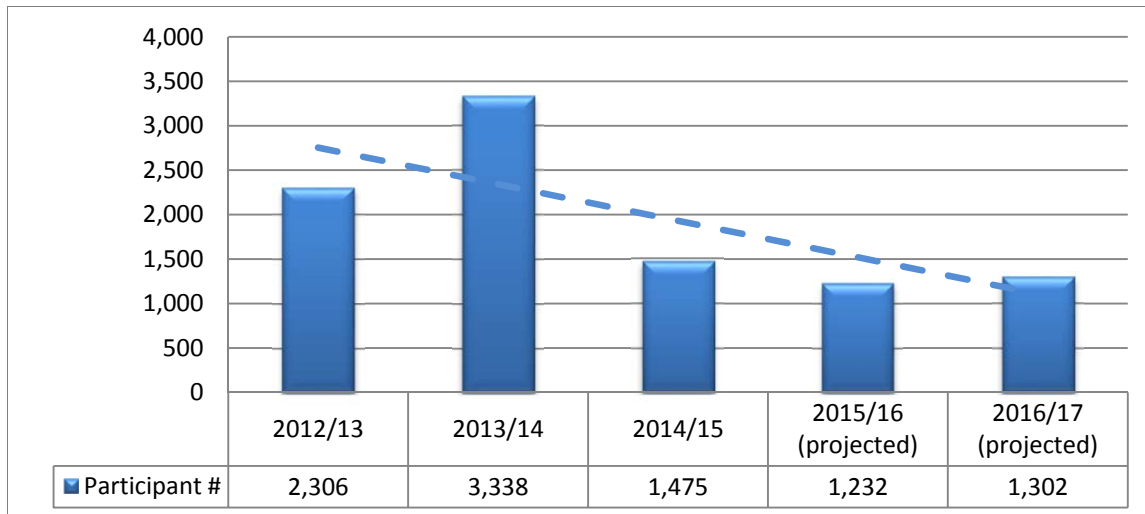


Source: CNC Lakes Regional Campus Advisory Committee (2015)

5.2.3 Course and Program Registrations

An even more dramatic reduction is shown in the course and program registrations at CNC Lakes. As illustrated in Figure 14, the trend in total registrations is clearly down, with more than 1,000 fewer registrations projected for 2016/17 compared to 2012/13.

Figure 14: CNC Lakes Total Course and Program Registrations, 2012/13 to 2016/17



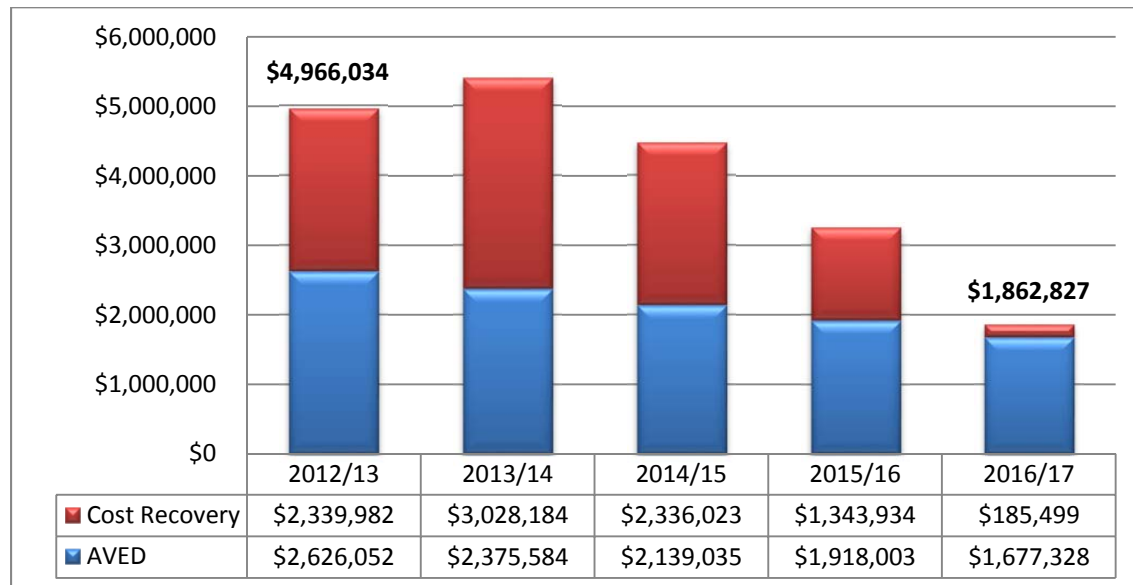
Source: CNC Lakes Regional Campus Advisory Committee (2015)

5.2.4 Cost Recovery Funding

Another significant implication of the decline in staffing and spending at CNC Lakes will be the amount of dollars leveraged. Over the years, CNC Lakes staff has become very proficient at leveraging funding from other organizations to support complementary educational and social objectives for the residents in the region. This has been extremely critical in building local capacity and supporting many local residents facing specific challenges to succeed in their educational and employment endeavours.

As illustrated in Figure 15, as the overall budget of CNC Lakes declines from almost \$5.0 million to approximately \$1.9 million, a significant share of the decline will be from leveraged or cost recovery programming that CNC Lakes staff have been able to attract to the area. Between 2012/13 and 2016/17 the overall budget declines by 62.5 percent. CNC’s senior administration in Prince George have made decisions to decrease activities and funding at CNC Lakes including reducing cost recovery activities that formerly provided substantial administration fees to CNC Prince George.

Figure 15: CNC Lakes Budget Breakout, 2012/13 to 2016/17



Source: CNC Lakes Regional Campus Advisory Committee (2015)

5.3 Education Impacts – Expected

The changes as outlined above are projected to decrease FTEs from 405+ to less than 85. The elimination of many of the wrap-around services are expected to lower the success rates, generating less than 60 graduates per year. Some of the drop in FTEs will be picked up elsewhere in the CNC systems but very few given the barriers to mobility experienced by the level 3 and 4 potential students. The likely removal of the built in recruitment system through the family services and the rapid decline in successful students at CNC Lakes will make recruiting students more difficult. The lack of staff and administration support for building local cohorts are expected to severely limit the education partnerships with employers reinforcing the declining numbers of FTEs and cost recovery programs. For local industry, it will increase the cost of recruitment and retention of skilled employees as many fewer locals will be accessing formal training. For locals training elsewhere it will be much less likely for them

to be connected to local employers given the removal of direct contact with employers that was part of the previous CNC Lakes training system.

The downgrading of the true partnerships with the six local First Nations' governments pushes the relationship back almost 20 years. It undermines the carefully, jointly built, deep trust relationship so critical to program development, course delivery, student success, and community enhancement. The change is expected to immediately impact Aboriginal influence in all programs. If Aboriginal funding is withdrawn from programs currently joint funded, then the negative impact will be felt by all potential students wanting to access these joint funded programs. The impact will add downward pressure on the CNC Lakes budgets as projected in Figure 15.

5.4 Family Services Impact – Expected

Family services are currently directed to be contractually removed from CNC Lakes as of April 1, 2016. The minimum negative impact for the participants and area would be to have the programs administratively taken over by a single organization and remain in their current physical situation with the same budgets, on a rental or lease basis. If this takes place then only the built in systematic links with CNC Lakes will be interrupted minimizing the expected educational impact on participants. It will also maintain the possibility that the services that they provide, including the educational components, will survive intact and that a formal centre of excellence with enhanced activities will emerge.

If the service budgets are reduced, physically moved, or even worse reduced and/or split up, the negative impacts will grow particularly with the relocation of the day care and special services currently housed together. If the services are split up, then experience shows that there will be substantial pressure over time to slowly sacrifice components of the overall program and eliminate the program level innovative management. Any direct negative changes to the program will immediately affect the most vulnerable children and their parents and potential parents in the community. Removing the services physically from its current physical situation is expected to remove the significant easy and inviting link to educational programs, decreasing the likelihood that participants will enroll in educational programs. Splitting up the program in components is expected to dramatically limit the potential development of a formal centre of excellence.

6 SOCIAL IMPACTS

6.1 Introduction

The social impacts on the Lakes District are many including impacts on students, employers, staff, and non-college related community organizations and activities as outlined below.

6.2 Students

6.2.1 Access

Mobility barriers to accessing out of town education, e.g. no vehicle, no valid driver's licence, no current vehicle insurance, family responsibilities requiring relocation of children, and family accommodation for many potential students are not surmountable. Therefore, locally available, further education is the only viable option for many Level 3 and Level 4 students. Having locally available education creates an instant opportunity for jumping on the upward spiral of advancement. CNC Lakes has created a local culture of accessing the upward spiral of Grade 12 (Dogwood Certification) and post secondary certified training as being potentially attainable for the many that did not see this as possible.

The large numbers of CNC Lakes students are making different kinds of decisions with time and resource allocation which contributes to an adjustment of the health of the broader community. The number of adults choosing to take additional education, or furthering whatever education level they were at, has created critical college attendance masses. Remember 60 percent of the students are Aboriginal with much different social practice than nuclear family.

Student success has created a low cost, built in, word of mouth marketing system for CNC Lakes. The college is now known as a successful, safe, interracial educational environment presenting an example for the wider community both in terms of a success example to observe as well as hundreds of adults practicing tolerant, supportive, and complimentary interracial behaviors; a true incubator for relationships without racial barriers.

6.2.2 Employment Success

Level 3 and Level 4 potential students who never expected to be able to obtain steady, skilled, family supporting employment are now able to based on the education success that was dependent on the wrap-around supports through often constant personal crises. The education in many cases has been accompanied with work experience opportunities in their home community enabling a smoother transition from unemployment or underemployment to education to employment. Successful students obtaining the necessary skills, education, and certification to obtain jobs, or better paying jobs in the community continues to breakdown cultural separateness. The alternative of not obtaining formal education and skills leads to reinforcing the current situation of higher likelihood of unemployment, poverty, serious health issues, and serious social problems.

6.3 Participants in the Family Programs

The level of service for 0-6 year olds with special needs, and their parents, are near full coverage creating substantially better outcomes for most children involved, starting with being much better prepared for Kindergarten. The better success in early school years has a large impact on the scholastic and social success of teenagers and thus impacts on youth productivity and conversely crime. The joint

action built on health and social service partnerships creates a local service where otherwise there would not be any.

Being able to access the high level support services in Burns Lake removes the need to travel to Prince George to obtain services. Long distance travel is a massive barrier for those in poverty. Removing the long distance trip (at least five hours round trip), even for parents of special needs children that have the resources, is very significant particularly for kids struggling with hyperactivity. The distance also limits the service contact and contact with other joint service providers thus limiting the potential positive impact of the service. Some parents, with the financial flexibility to leave the community, have indicated that they will seek outside services if the local service disappears. This adds to the complexity of recruitment and retaining of skilled staff for all employers.

6.4 Staff

6.4.1 CNC Lakes Staff

CNC Lakes management, in creating these wrap-around services, found committed professionals to come to or stay in Burns Lake to deliver these wrap-around services and post secondary education in an exciting, challenging, stable, out-of-box, and learner centred environment. The group of service and education providers, which grew to more than 90 at one time, created a critical mass of committed community members who provided volunteer leadership to the community on many fronts and in many of the smaller communities in the Lakes District. The critical mass of educators and administrators created a significant indirect social impact on the Lakes District as evident by their involvement as board members, coaches, and leaders in not-for-profits, social service agencies, recreation activities and clubs. The system has identified, built, and retained leaders that are active in many other settings outside the college. Examples are the establishment of the community food bank and the staff created and funded hardship fund for students.

An unexpected additional social impact, as consistently reported in key informant interviews, was that the college staff as a group functioned evenly across ethnic groups creating a model of a functioning organization in an interracial community positively affecting their own families, friends and the community at large. The classroom settings generated a model for healthy, safe interracial functioning for students as well.

Employment stability for skilled workers has been critical to maintaining quality staff. Without the stability skilled workers in rural communities often advance their education and experience for a few years and then shift to larger centres.

6.4.2 Other Professionals

CNC Lakes with its relatively large professional staff provided critical employment for spouses making it easier to hire professionals in other parts of the economy, e.g. teachers, RCMP, accountants, lawyers, information technologists and skilled trades, as they usually come with a spouse with similar level of education and interest in employment. Expanded, skilled employment opportunity potentials for spouses are a significant key employee recruitment advantage and conversely a significant disadvantage when not available.

6.5 Social Impacts – Expected

6.5.1 Self Control – Resilience

The community resilience literature, now reinforced with over 30 years of study, consistently points to communities building institutions that enable the community to have self control of critical components in its economy and its local services as a key foundation in their resiliency to handle significant challenges. CNC Lakes under a system of self direction and “length of rope” for partnership, program, leadership and community development became a critical component of the community’s resiliency which was demonstrated during the aftermath of the mill explosion. The developed of local joint responsibility for the well being of the communities and its residents is in itself a positive structural social impact.

The first expected social impact will be CNC Lakes will experience a rapid decline as a positive, critical, social change vehicle in the area. The positive social impact from its students will shrink by 75 percent directly equal to the shrinking FTE count, and the decline reinforced by the shrinking staff from 92 to 22. If staff that leave move from the area then their impact as community volunteers will be immediately felt. In small communities key people often play many key roles in a variety of volunteer organizations and activities amplifying the impact of their exit. Its community role as a positive interracial model is expected to shrink relative to its operating size. Much of CNC Lakes’ contributing capacity for community self reliance will be lost with the staff reductions, particularly management capacity, to assist in times of rapid change or an emergency in the community.

The lack of local training will mean more of the future skilled jobs will be taken by outsiders, reinforcing the skills, employment and income gap between the bottom socio-economic groups in the area and the employers of skilled workers. For those professionals affected by job loss, there will be pressure to leave the community to seek employment elsewhere, which in many cases is expected to impact other family members including those employed as skilled or professional workers in the community. Double skilled worker families are expected to leave the area with the decline in employment at CNC Lakes.

6.6 Critical Mass of Skilled Workers

Critical mass of skilled workers created markets for higher end services in a small community, reinforcing the quality of community for incoming or retained skilled workers.

Recruitment of replacement skilled and professional staff is made more difficult with the lack of potential for employment at CNC Lakes. The combination of fewer professionals at CNC Lakes and the professional vacancies as a result of other professional leaving the community will make the community even less attractive for attracting incoming professionals.

APPENDIX A – IMPACT FORECAST METHODOLOGY

A-1 Employment Numbers

The direct actual and forecasted CNC Lakes Campus employment impacts have been provided by the Lakes CNC Advisory Committee. Indirect employment is derived by additional spending by the CNC Lakes Campus in the local community on goods and services while induced employment is generated by the spending of direct workers in the community. In this report the indirect and induced spending is referred to collectively as indirect employment.

The indirect employment is derived from the local area economic dependencies generated by BC Stats for the Burns Lake area. The No-Safety Net case has been used to reflect the likely scenario over the long run (BC Stats. 2009). The public sector impacts have been used and identified a ratio of 1.25. That is for every one direct jobs lost and additional 0.25 in local employment will be lost.

A-2 Employment Income

The direct employment actual and forecasted CNC Lakes Campus employment income impacts have been provided by the Lakes CNC Advisory Committee. The indirect employment income is derived by the number of indirect jobs determined from the employment methodology above. Indirect employment income uses the Service producing industries [41-91N] category for 2014 derived from the Survey of Employment, Payrolls and Hours (SEPH), average weekly earnings by type of employee from CANSIM Table 281-0027 (Statistics Canada. 2015). The employment income for the service producing industry category in 2014 was \$871.01 per week.

A-3 Household and Population Estimates

The number of direct households associated with direct employment at CNC Lakes Campus was estimated by Lakes CNC Advisory Committee. The average household size for the Burns Lake LHA was obtained from a semi-custom run of census data published by BC Stats (BC Stats. nd). The average for the Burns Lake LHA was 2.9 residents per household. It was assumed that one wage earner resided in each household.

A-4 Social Impact

A list of a cross section of 45 potential key informants was developed by the project steering committee in consultation with the consulting team. The potential key informants were reduced to 40 based on selecting a mix of formal involvement with the CNC Lakes over the last decade or more. All 40 were contacted by phone or e-mail by the research project coordinator inviting them to participate in a 20-45 minute key informant interview based on consistent, preset questions. All who agreed to be interviewed (32) were forwarded the questions and a one page background sheet on the expected budgetary changes for CNC Lakes. Interviews were conducted, primarily face-to-face at the Campus (21), on September 1, 2 and 3. An additional five interviews were conducted face-to-face at the interviewee's place of business, and five more were conducted by phone based on personal circumstance, for a total of 31 completed key informant interviews. One additional interview did not take place due to timing. Almost all of the interviews lasted the complete 45 minutes. Notes were taken free hand by the interviewer. Follow-up conversations were had with four interviewees to clarifying the information obtained. No interviewees have been quoted in the document.

APPENDIX B – REFERENCES

B-1 Abbreviations

AVED	BC Ministry of Advance Education
CNC	College of New Caledonia
EIS	Early Intervention Services
FASD	Fetal Alcohol Spectrum Disorder
FTE	Full time equivalent
HBBF	Healthier Babies Brighter Futures
LHA	Local Health Area
nd	No date
RD	Regional District
SEPH	Survey of Employment, Payrolls and Hours

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