

**LEGISLATIVE ASSEMBLY OF THE
NORTHWEST TERRITORIES
5TH COUNCIL, 33RD SESSION**

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NORTHWEST TERRITORIES

TABLED DOCUMENT NO. 8

BALANCED DEVELOPMENT

in the

NORTHWEST TERRITORIES

A presentation supporting a planned approach to hasten the social, cultural, political and economic resource development in Canada's Northland. It is based on the fact that once a welfare mentality is developed, "self reliance is gone and with it, energy and resourcefulness."

This discussion on balanced development supports a dynamic approach which will encourage and assist the native people to participate in the development of their resources. Planned resource development is either revolutionary or reactionary -- either it is an effort to build a new socio-economic order or support an existing order.

"... the earth possess all known and yet to be known resources, but they are available as resources only to a culture that is technically capable of using them." (J.C. Malin, Ecology and HHistory.)

BALANCED DEVELOPMENT
IN THE
NORTHWEST TERRITORIES

The present situation in Canada's North is one of economic, social, cultural and political (body politic -- civic organization structure of a community) imbalance. All are associated with environmental circumstance. This imbalance is called underdevelopment.

The people of an underdeveloped region can be assisted - yet left free - to master their own destiny. They can be brought into full membership of the National Society through encouragement to become participants in self--determination and self-reliance. They can meet the requirements of citizenship without being made slaves (given responsibilities without privileges) or parasites (given privileges without responsibilities). Development can only be assisted by confidence, respect and inter--dependence, not paternalism, selfishness or pity. It is a Nation's responsibility as well as the peoples' right to be assisted to grow economically, socially and politically into bigger and better individuals - part of a Nation's population must not be psychologically or physically suppressed.

Generations of White Man's examples have not, generally speaking, enabled the Nation's Indians, Metis and Eskimo to earn an accepted standard of living in a White Man's way. Traditional Canada says that White Man with money and technical know-how is to be the developer of underdeveloped regions. White Man's operation, it is claimed, imparts incentives and skills which the developing people lack. However, living examples established by Traditional Canada demonstrate that the benefits of economic, social, cultural and political development are not being successfully transferred to the developing people. Unless special means are exploited, these people will not share in the development of their resources, other than being hired hands and even this is not becoming a reality in the Northwest Territories.

If co-ordinated, integrated, self--help programs are not forthcoming, Canada's Northern Natives have little alternative but to be reduced to welfare recipients forever. Prolonged dependence upon living standards supported by welfare, fosters the growth of a "welfare mentality". We must accept the fact that the way of life for Canada's Northern Folk is changing. It will continue to change at an accelerated pace. A return to the old traditional way of environmental living is not acceptable. The Native people must be helped through this change with the least possible amount of physical and mental stress and strain. Once recognized that programs which bring about the development of resources (economical, cultural, social and political) have a social as well as a physical aspect, it becomes evident that a change in one means a change in others. There is a need to establish programs which lead to balanced development of the resources of the people and their communities.

THE NEED --

Balanced development can be an important program bringing about economic, social, cultural and political improvement in Native Communities.

Better communications, broader experiences, education, youthfulness and an ever increasing awareness of national standards, are bringing about an increasing restlessness and frustration among Canada's Native people. These in turn are assisting the emergence

of a demanding leadership. This leadership is working to tear down the curtain between the native society and the Nation's affluent society. It is urging its people to share in the benefits and responsibilities of citizenship. It is asking for the rights of its people to participate throughout the spectrum of Canadian life on the basis of equal opportunity. The cultural-environmental and socio-economic gulf which divides these people from full participation and involvement in Canadian life, needs to be bridged by special efforts.

The need to assist these people to overcome the problems caused by a changing way of life is most urgent. Developing people, once motivated to change, are very demanding and unless reckoned with, can become militant. The problems that they are confronted with are many. Briefly and generally they can be summed up as: (i) ECONOMICAL - changing from a subsistence off the land to making a living by the wage economy: (ii) SOCIAL - the problem of changing from kinship family living to one of settlement living: (iii) CULTURAL - changing from informal environmental education to one of formal, academic education, one from a cradle society to unknown ways, and: (iv) POLITICAL -- one of singular hereditary authority to one of group government, from autocratic to democratic organizations, self-determination and interdependency.

WHO IS AFFECTED -

Development brings change to everyone. It challenges everyone. It disturbs the status-quo with all its totems and taboos. Development affects every man, woman and child. Development affects every agency, government, private or voluntary, which works or lives in the community.

Although they may be directed toward a specific group, development projects affect all peoples and all agencies within the community. Too often, development programs are thought of for pre-literate or semi-literate communities only. We must not stifle our imaginations. Do any people ever stop developing?

DIRECTION OF EFFORTS -

Development has been, and continues to be, a much talked about thing. Little more can be said here in an attempt to clarify what it is, what it can do and what it cannot do,

Really the program and project efforts of the past (those of government, private or voluntary agencies) have not been completely adverse to development. In many instances government sponsored and directed programs have been subject to inimical press relations, but this does not mean that they have not done a great deal of good. However, all too often programs have tended to be singularly objective. As such, they have tended to work with symptoms rather than with causes. Programs which are of the treatment nature, rather than of the preventative nature, can always be legitimately criticized.

Program efforts must develop and mobilize, the skills and knowledge of the local people. Lasting meaningful efforts will bear a direct ratio of the economic, social, cultural and political aspects of the program to those of the community. Urban-industrial economic development as a cure-all lone approach to solving development imbalance must be rejected on the grounds of its social products, materialism, alienation, waste of resources and negative competitiveness.

All efforts must be directed toward balanced development of all the resources. Development should not become greatly involved with specialized fields. Balanced development is concerned with the whole community. The overall development program, unlike specific projects, must not become involved in specialized or organized special interest. It must remain involved with the broader aspect of long term community development.

THE HELPED AND THE HELPING -

Somewhere, sometime, someone decides that there is a need for change: a way of doing it better. This decision is not often that of mutual agreement between the helped and the helping.

Who should decide to introduce internal change? Who should hasten the changing process? It is of course best when the developing people ask for help. However, in Canada's Northland, the people needing help have little, if any, concept of what change may bring. They have few illustrations within their history with which to compare their current situation. Therefore these people must be helped through a living experience so that they: (i) may gain confidence in themselves and faith in themselves and faith in their neighbors: (ii) gain competence in problem identification, problem-solving and decision-making and (iii) can be assisted to incorporate all---that---is---part---of---them into this new way.

To change means psychological and physical aspects are involved. Change Agents, introduced with the idea of motivating change must: (i) provide the local people with the tools by which to grow into mentally bigger and socially better individuals: (ii) motivate the people to increase their social, cultural, political and economic stature: (iii) help the people learn to be more self-reliant, self-determined and interdependent.

Development is team work where an attitude of mutual relationship needs to exist. Developing people see the deeds, actions and reactions of the developer as tell-tale living illustrations which talk so loudly that the developing cannot hear the developers. This community approach to balance development of resources, while not new, to most is very strange and unnatural. This new concept challenges our traditional, egotistic pattern of each agency for itself with indifference to others. The task of developing local human resources to positively exploit the natural resources of their environment can only be accomplished with new dimensions in the patterns of thought and action. The indigenous people are part of the national society. The governments must accept the responsibility and lead in their development. Government action placing equal emphasis on all phases of development is the only method under which the imbalance can be corrected. Balanced development can only come about through research, programming, policy direction and financing, all of which need much more emphasis on co-ordination at both the administration and field level. At the local level, the development worker must be able to take government research, policy and finance and blend them with local skill and knowledge into effective and meaningful action.

PROBLEMS OF PROGRAMMING -

Balance development has five problem areas: (i) cultural-environmental change of local people: (ii) resistance to change shown by all people and agencies involved: (iii) co-ordination of purposes and timing of development programs: (iv) general administrative policies of government do not always support changing patterns for

development: (v) traditional patterns of action do not always promote change.

The cultural-environmental change that local people are subjected to is complex. There is a major difference between the old way of life and the new. Adaptation to a wage economy, mobility, independency and self-confidence is all part of the new way, as is the pressure placed upon others by members of the group in an effort to maintain the old group value norms.

Resistance to change is part of everyone and every group. Again this resistance is fear of the new way - "let's maintain the status quo, if for no other reason than security".

Co-ordination of effort in programming by agencies means that the task, assisting local people develop in a different cultural-environmental and socio-economic situation, will be easier and more effective. Such co-ordination means that agencies and their representatives will need to re-assess their purpose and usefulness to the community. This thinking, acting and working together and re-assessing current and past actions, is always very difficult.

The level of administration from which policy decisions are made, is more concerned with general situations rather than specific situations. Therefore decisions do not necessarily meet the local needs. Policies are not always timely and because of constant change, do not always meet current situations.

Because of a special combination and complexities of community problems, old established action patterns do not always provide good working arrangements for development. Contract arrangements can best counteract and deal favorably with these problem areas. The suggestions which conclude this paper are based on field experience which have at least satisfied the requirements of and assisted in hastening, local development.

STRUCTURING FOR DEVELOPMENT -

There are two distinct parts in approaching balanced development. First academic research, second, community application and action. Both call for a great amount of co-ordination and mutual relationship between professional and technical personnel, the Government Administrator and Contractor. These people must have the greatest respect for the Community Worker who has to work and live with his decisions. Therefore the Supervisor of Community Workers should be part of any research team.

Academic research has many facets, none of which can be overlooked. Research for development has two distinct parts - pre-program and continuing. Pre-program research discovers what had gone on before. It gathers information. It looks at economic inventories, human inventories, political and cultural make-up of a community. Continuing research goes on with the program. It's purpose is to discover what is happening, what change is taking place and to measure progress. Within Community application and action lies the value of good evaluative decisions. It converts into field action the findings of academic research. The working community projects must be such that the resources of the region may be positively exploited for the continuing benefit of the community. In local action, lies project feasibility studies and project submission to government. The footwork for these must be done by the community people and the community worker. This is a motivational and educational process for the local people.

The sequence of action taken is dependent entirely upon the direction of motivational guidance given by the community worker and the manner in which the community responds. Policy, budget, staff and continuity are all parts of the organizational structure of a program. An outline organization is attached as Appendix "A".

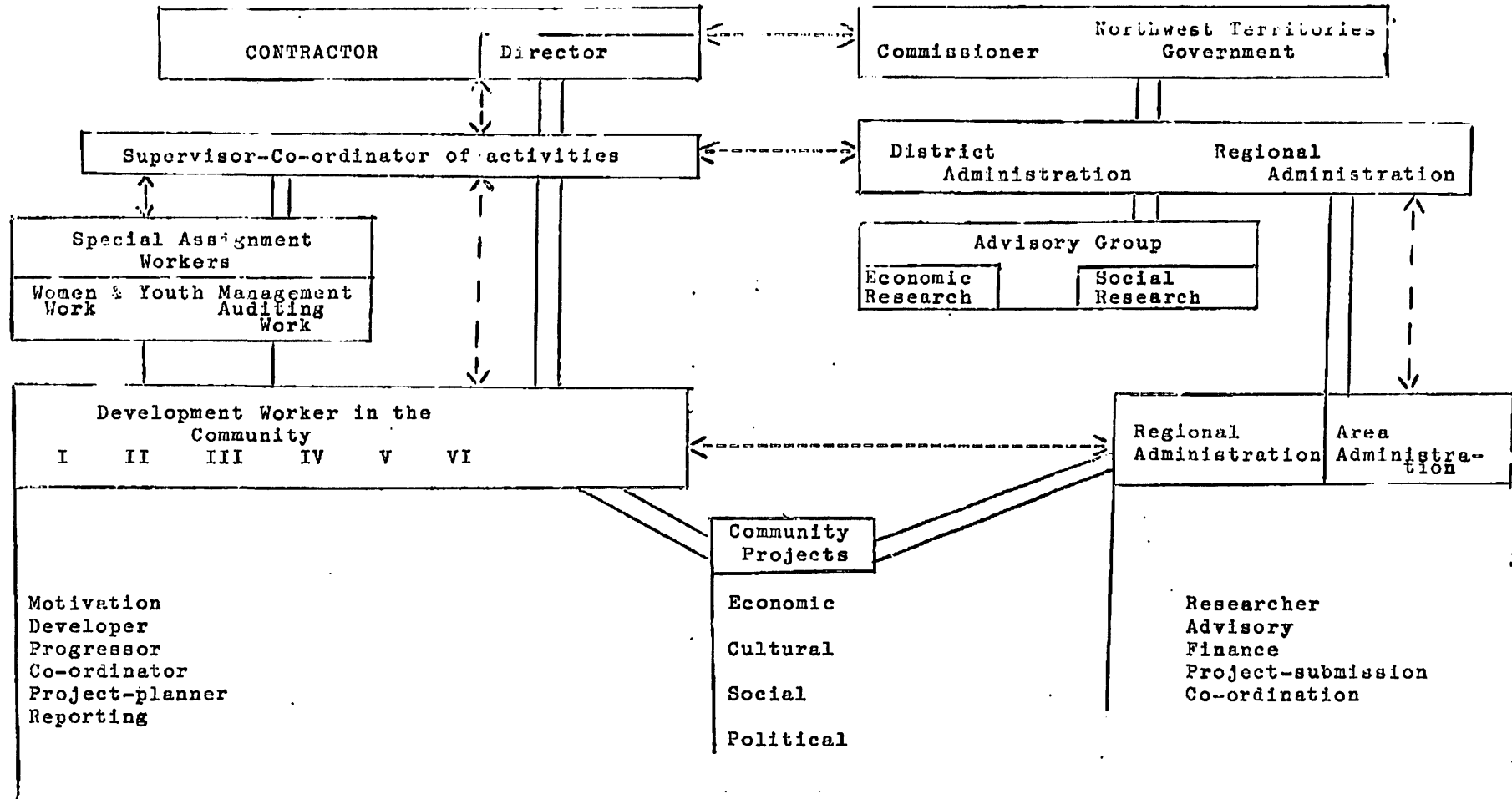
SUGGESTIONS TO AID DEVELOPMENT -

1. There is an immediate need for concerted effort to hasten the development of local people in the Northwest Territories so that they might meet the challenge of their changing way of life (which is not necessarily of their choosing). Therefore it is suggested that an official policy toward balanced development and a definite budget be provided. It is also suggested that such a policy and budget be regarded as a long term program subjected only to change in structure and financial needs as may be required from time to time.
2. Because of the need to free the development workers of direct administrative responsibilities to any one particular Government Department so that their efforts may be directed to the local people concerned and because there is a great need for close liaison between the agencies -- particularly Government - and for good mutual working relationships between various Government employees and the Community worker: it is suggested that: (i) balanced development be contracted to a central agency and: (ii) such a program be directly responsible to the Commissioner or his Senior Administrator.
3. Because of the general lack of understanding just what balanced development can mean, it is suggested that the objectives of the program be clearly stated, defining expectations along economic, social, cultural and political lines. Such a position would form the basis for funds for non-economic programs.
4. Because of the extreme difficulty to separate social development and economic development and because financial budgets will be required due to an increased number of projects resulting from motivation, also because of the need to satisfy varying circumstances and special community needs; it is suggested that any development program and budget, provide two types of financial commitment: (i) Development Grants for initial development, training and programs which are non-economic in nature: (ii) Development Loans for financing projects which are economic or business ventures.
5. There is an increasing demand for development programs from various communities and because such demands cannot all be met as submitted, commitments to communities should be acted on by mutual agreement between the Government and the Contractor and it is suggested that a basic unit of six community programs be the starting number. This basic unit will provide an effective use of monies and manpower and give assurance of program effectiveness, continuity and control. A cursory Budget Outline is attached as Appendix "B".
6. Because in essence, the development workers within the program would be contract employees of the Government and because the Government may at some future date choose not to continue the program - or may choose to alter its organization structure - and because of the psychological factors involved for the employee and his family; it is suggested that the Government provide living accommodations in the communities where programs are initiated.

or

The Government provide the program contractor with the monies by which the contractor can assume the direct responsibilities for living accommodations for employees with a proviso that when a community program is completed such living accommodations are returned to the ownership of the Government.

ORGANIZATIONAL CHART



Development Worker in the Community
 I II III IV V VI

Motivation
 Developer
 Progressor
 Co-ordinator
 Project-planner
 Reporting

Community Projects

Economic
 Cultural
 Social
 Political

Regional Administration Area Administration

Researcher
 Advisory
 Finance
 Project-submission
 Co-ordination

- — — — — Lines of responsibility
- - - - - Lines of functional working relationships
- ← - - - - - → Lines of Communication

APPENDIX "B" (i)

COSTING A BALANCED DEVELOPMENT BUDGET

<u>THE JOB</u>	<u>THE COST</u>	<u>TOTAL</u>
<u>CONTRACTOR</u>		
National responsibility	Management services	
General supervision	Fee	
Administrator of funds	5% of budget	
Reporting direct to Government		
Advisor to Government & Field		
Responsible for program continuity		
Personnel employment		
Co-ordination & planning with Government (Ottawa)		
<hr/>		
<u>DISTRICT OFFICE</u>		
Supervisor	Salary	8-10000
	Benefits & allowances	2500
Research co-ordination		
District program development	Travel (in District)	2500
Co-ordination and planning with Government (District)	Training	500
Advisor to District Administration & Contractor		
Reporting to Contractor		
Maintenance of District records		
Responsible for community program continuity		
Supervisor of community & special workers		
Stenographer:	Salary	35-4800
Office administration	Benefits & allowances	1500
Filing, typing		
Record keeping	Travel	250
		<hr/>
		4750 - 6550
Special Assignment Workers:		
Assistance to community worker	Salary	6-8000
Development of special District programs (co-ordinating with other agencies, when programs are similar in purpose)	Benefits & allowances	2300
Keeping specific record & reports	Travel (In Region)	1500
Responsible to supervisor	Training	500
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		10300 - 12300
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APPENDIX "B" (ii)

COSTING A BALANCED DEVELOPMENT BUDGET
(continued)..

COMMUNITY DEVELOPMENT WORKER

Local community co-ordinator motivator, planner, researcher	Salary	6-8000	
Responsible for local programming	Benefits & allowances	2200	
Responsible to supervisor	Travel	1000	
Keeping community records	Training	500	
Working with local agencies			
Advisor to supervisor and Government on local matters			
			9700 - 11700

LOCAL PROJECT WORKERS

Local people in training	Salary	35-5000	
	Benefits	2000	
	Travel	500	
	Training	300	
			6300 - 7800

OFFICES

Districts

For Supervisor & special workers	Annual costs		
Central location in District	Rent	3000	
	Supplies & communication	700	3700
	Fixed equipment typewriter, adding machine, dictaphone photocopier, file cabinet, duplicator desks & chairs		1800
For use by special & community workers	Educational Equipment movie projector, slide projector projection screen flannelgraph tape recorder		1500

APPENDIX "B" (iii)

COSTING & BALANCED DEVELOPMENT BUDGET
(continued)

OFFICES (contd)..

Community

For community worker & special worker when in community	Annual expenditure	
	Rent	1500
	Supplies	400
	& communications	1900
	Fixed Equipment	
	typewriter, file cabinet, desk, chair	800

ADDITIONAL COSTS WHICH MUST BE CONSIDERED:

1. Housing costs, part of which are recoverable through rents.
 2. Moving costs to bring employees to and from the District.
 3. Cost of smaller social and civic developments which are usually not included in other major projects or Government allotments. However, this item should be treated separately from general development programs and be set up in a special class.
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