

LEGISLATIVE ASSEMBLY OF THE
NORTHWEST TERRITORIES
10TH ASSEMBLY, 4TH SESSION

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Northwest
Territories Canada

PRIORITIES

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Territories Canada

PRIORITIES

SUMMARY FOR THE 1985-86 BUDGET SESSION
OF THE N.W.T. LEGISLATIVE ASSEMBLY

February 1985

GOVERNMENT LEADER'S MESSAGE



As a northerner, and especially as a native northerner, I am proud of the development of this government. In 1975 the people of the Northwest Territories voted in the first fully elected Assembly of fifteen members. By 1979 the Legislature was increased to twenty-two members and of them, seven were appointed ministers responsible for government programs and services. Four years later the Minister of Finance, the Hon. Tom Butters, was appointed Chairman of the Financial Management Board, and the Leader of the Elected Executive, the Hon. George Braden, was appointed Deputy Chairman of the Executive Council. With the election of the Tenth Assembly, two members were added to the House and an eighth Minister was named. These events mark a decade of progress towards fully responsible government. In ten years we have achieved much, and recognizing this, we must acknowledge the guidance and assistance of Commissioner John Parker.

As a government, we have come of age, and yet we are the only consensus government in Canada. We must determine courses of action that satisfy as much as possible all contending interests. We must listen to each other and the people we represent. This is the basis for harmonious action. Our problems will not be resolved without strong and united leadership. If we attempt to address our problems individually, the end result will be unproductive and self-defeating. We are indeed faced with challenges, and we have choices to make.

The Executive Council has determined priorities for the Government of the Northwest Territories precisely because people have multiple goals. The complexity of change demands that we direct these goals into courses of action.

We have not taken our responsibilities lightly and after careful consideration, the Executive has established three priority goals: economic renewal, better housing and community services, and self-reliant communities. To achieve these ends, we have developed a three-year plan and are proposing to allocate ten million dollars (\$10 million) towards the priorities in the coming fiscal year.

Without the perseverance of the Minister of Finance we would not have been able to realize the funding of our priorities. The Hon. Tom Butters negotiated a formula financing arrangement that allows this government to plan more than one year into the future. We are now able to establish goals and work towards them on behalf of the members of the Legislative Assembly and all people across the North. Our success however will depend on our ability to work together.

A handwritten signature in black ink, which appears to read "Richard Nerysoo". The signature is fluid and cursive, written in a dark ink on a light background.

Richard Nerysoo,
Government Leader

INTRODUCTION

To address the problems we face and prepare for the future, the government has determined courses of action, priorities to achieve three goals:

To renew the economy by promoting employment and the development of renewable and non-renewable resources - Economic Renewal.

To bring home ownership within the reach of more residents of the Northwest Territories, while reducing the shortage in public housing and improving community services - Better Housing and Community Services.

To foster strong, vital communities by delegating responsibility, by developing local education and health promotion programs, and by supporting individual and community cultural initiatives - Self-Reliant Communities.

THE PRIORITIES

ECONOMIC RENEWAL

Employment

To stimulate employment of northern residents in all sectors of the N.W.T. economy.

Renewable Resources

To assist resource users to participate in the management and utilization of renewable resources and to promote the development and growth of the renewable resource economy.

Non-Renewable Resources

To ensure maximum benefit from the N.W.T.'s potential through the orderly development of N.W.T. wealth in non-renewable resources.

BETTER HOUSING AND COMMUNITY SERVICES

Housing

To assist N.W.T. residents to obtain suitable, affordable accommodation.

Capital Planning

To make the allocation of capital monies more responsive to community infrastructure in keeping with the growth of communities.

Energy

Increased efficiency in the use of energy.

SELF-RELIANT COMMUNITIES

Political Development

Continued development of political processes and institutions to strengthen the capacity within the north to reflect and reconcile the cultural, linguistic, geographic interests and to ensure these interests are represented at the national level.

Education

To provide training opportunities for N.W.T. residents who, because needs were not met in the regular school system, are unable to participate fully in the northern labour force.

Healthy Life Styles

To promote healthy life styles.

Language and Culture

That the Government of the N.W.T. communicate with and provide services to northern residents of aboriginal descent in a language and manner to which they are accustomed.

PRIORITY EXERCISE (1984-88)

The priorities exercise is a planning process developed for the Executive Council. Through this exercise the Executive determines the program and policy objectives to be achieved by the government over the term of the Tenth Assembly. By designating priorities, the Executive Council provides overall direction to the government and distributes resources to achieve specific priority objectives.

The priorities are used by Executive Members to guide their decisions and by officials in planning programs and policies and in managing resources.

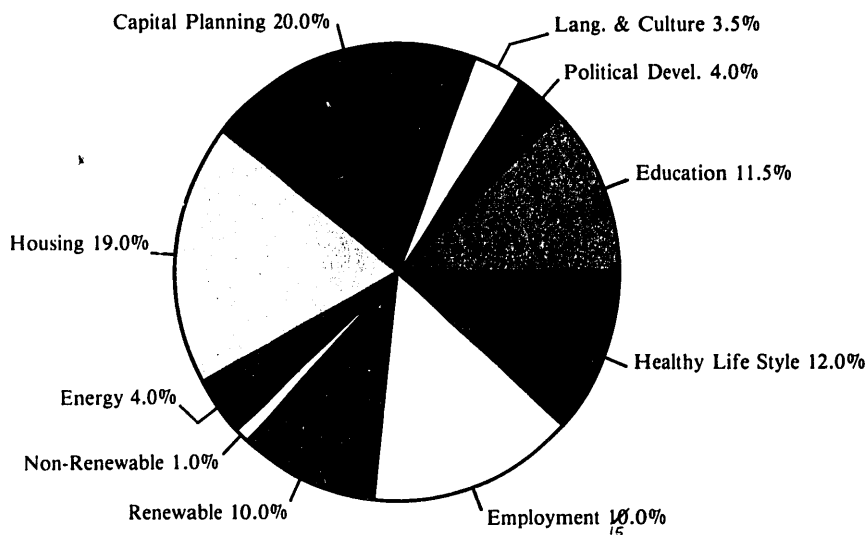
In FY 1985-86, \$10 million has been diverted from existing programs to provide resources for government priorities. In cases where new continuing programs have been approved, there will be a base adjustment to that program department's budget in future years. Where priority objectives can be achieved through short-term projects, the department will be required to give up that project's resources when it is complete.

SUMMARY OF RESOURCES APPROVED FOR PRIORITIES BY DEPARTMENT

Department	Priority	\$000's	Approved (PYs)
Economic Development and Tourism	Employment	1,000	(1)
Education	Employment	250	(3)
	Education	1,157	(7)
Executive	Political Development	325	(3)
	Language and Culture	350	(0)
	Healthy Life Styles	200	(0)
	Non-Renewable Resources	100	(0)
Health and Social Services	Healthy Life Styles	609	(4)
NWT Housing Corporation	Housing	1,925	(0)
Local Government	Political Development	75	(0)
	Capital Planning	500	(0)
	Healthy Life Styles	364	(3.5)
Personnel	Employment	250	(0)
Public Works and Highways	Capital Planning	1,500	(0)
	Energy	395	(2)
Renewable Resources	Renewable Resource Development	1,000	(0)
Total Departments and Priorities		10,000	(23.5)

GNWT PRIORITIES 1984/1985

Distribution of Funding



ECONOMIC RENEWAL

Working towards economic renewal, the government will encourage the development of a viable northern economy which promotes traditional hunting and trapping as well as earning wages. It is also essential that special consideration be given to natives and long-term residents for employment opportunities.

EMPLOYMENT

Northerners are well aware of the difficulties facing them in the 80's. Earning a living is one of the most common concerns voiced by people across the north and for some members of our society, such as native people, youth and the aged, the problems of earning a livelihood are even more acute. Based on the 1981 census 44% of individuals 15 years and older who were not attending school full time were not working, compared to 38% in all of Canada. This reflects the employment situation in the small more remote communities of the N.W.T. which have few job opportunities. While the unemployment rate of regional centres and resource towns is lower than the Canadian average, the unemployment rate of the remaining communities is twice that of Canada, and the number of individuals participating in the labour force is much lower. Unemployment is a problem, and the Minister of Economic Development and Tourism, the Hon. Tagak Curley has committed the government "to help the unemployed find work and create jobs for the future as well as the present."

Jobs in Government

As one of the major employers in the Northwest Territories, the government has a responsibility to employ northerners in the public service. The presence of government in the Territories is far greater than in the rest of Canada, accounting for about 40% of all wage and salary income compared to an average of 8% in the provinces. Although the Government of the N.W.T. is a major northern employer, the public service is not representative of native people who comprise 57% of the population. Currently only 28% of the public service is of native ancestry and most of these individuals are in non-professional positions. The goal of the affirmative action programs to be introduced by the government is to work towards a public service which is more representative of the population. Information on the size and nature of northern labour resources and community unemployment levels, provided through a recent N.W.T. labour force survey, will allow the government to target employment projects.

Encouraging Business

It is also essential that government promote the private sector to create new jobs and business opportunities for northerners who choose to participate in the wage economy. The Hon. Mr. Curley stated "that as a government we must have an extensive dialogue with the business interests in the N.W.T. and attempt constantly to incorporate the thinking of our business leaders into our government policy". In April, 1984, in response to the concerns of northern businesses, the Department of Economic Development and Tourism lowered the interest rate on business loan funds and 79 businesses benefited from this rate reduction. In June the first meeting of the newly formed 12-member N.W.T. Business Council was held, and in September the council made recommendations adopted by the Executive regarding the N.W.T. Business Incentive Policy. The government also established a new Territorial Business Loans and Guarantees policy to provide faster service and more direct contact between entrepreneurs and loaning agencies. As well, an N.W.T. Business Directory, containing detailed listings of over 70% of Territorial businesses, was published and will be updated annually. Businesses use the directory not only to promote their own goods and services but also as an information source.

Objectives - Priority of Employment

Of the total \$10 million in priority funds to be allocated in 1985-86 approximately 80% has been designated for community programs which will generate new job opportunities. More directly, 1.5 million was approved by the Executive Council to achieve the objectives contributing to the priority of employment.

1) To strengthen the partnership with the private sector to share in the challenge of developing the labour force and in employing N.W.T. residents the Executive has approved:

\$500,000 to establish a venture capital fund to provide equity capital for new northern businesses, particularly in the renewable industries and native controlled joint ventures.

\$250,000 to stimulate the fine arts industries. Experts on Inuit art have recommended a series of measures such as the creation of an "art bank" to rebuild the arts and crafts industry. Similar methods will be considered to assist the Dene and Metis arts and crafts businesses.

Three new policies/programs not requiring additional funds:

A privatization policy which would establish the ground rules for phasing out certain government operations in favour of the private sector.

Revisions to current contracting procedures, such as bonding and holdbacks, to enable more northern firms to compete in government contract opportunities.

Increasing the availability of government technical advice to northern businesses to improve their skills in designated areas and to foster their ability to compete for technically more difficult contracts.

2) To increase training opportunities for northern residents within industry and through training within the N.W.T educational institutions the Executive has approved:

\$250,000 for an entrepreneurial training program designed to get native people from smaller communities successfully into business. Applications from individuals interested in entering business are solicited and a small group of candidates are chosen. These candidates are immersed in an intensive one-month residential program where they are assisted by experienced businessmen to develop successful business ventures.

\$250,000 for a public and business administration program will be provided on the Frobisher Bay campus of the Arctic College. This one year diploma program will train graduates to work effectively in business settings as well as the public sector.

3) To promote, within government and industry, programs to increase employment of groups who have historically been under-represented in the N.W.T. labour force (native peoples, youth, women and handicapped) the Executive has approved:

\$250,000 to initiate affirmative action programs. The government is currently developing an affirmative action policy designed to address the problems of all under-represented groups. The first programs to be introduced will encourage the employment and advancement of native people within the public service to a level more comparable to the population's ethnic distribution.

EMPLOYMENT

Priority Resources for 1985-86

Department	PYs	\$000's
Economic Development & Tourism	1	1,000
Education	3	250
Personnel	0	250
Total	4	1,500

RENEWABLE RESOURCES

To become economically self-sufficient, the north must look to its renewable resources. At present trapping, fishing and hunting produce some goods for the outside market but are much more significant to the domestic economy. The Minister of Renewable Resources, the Hon. Nellie Cournoyea announced in the Assembly that the government would strive to maintain the productivity of renewable resources and develop these resources recognizing the importance of trappers, fishermen and hunters as primary producers. Their value to the N.W.T. economy has never been fully determined and must not be underestimated. Working together the Hon. Ms. Cournoyea and the Hon. Mr. Curley are determined to promote the renewable resource economy.

Sources of Income

Income from renewable resources is derived from a number of sources including the sale of country foods, fur, ivory, crafts and carvings, as well as guiding, outfitting and sports hunts. The income earned in the N.W.T. from the export of furs peaked in 1978-79 at over five million dollars and dropped to approximately two million dollars in 1982-83. (This does not include sales within the N.W.T. or domestic use.) Although the income from fur sales is subject to cycles in animal populations, fur prices, and fashion, the fur industry is now under additional pressure from anti-trapping and anti-sealing lobbies which have destroyed the European market. The Hon. Ms. Cournoyea has solicited the support of federal and provincial ministers to combat this threat to the fur market.

Commercial sales of fish through the Freshwater Fish Marketing Corporation give some idea of the potential of this resource. For example, in the summer of 1982 the sale of fish brought over \$1 million to N.W.T. fishermen. At that time, the regulations of the corporation prevented commercial fishermen from selling fish to northern retailers, but with the recent change in regulations allowing fish to be sold directly in local stores, it is expected that a new market will be developed right within the N.W.T.

The domestic harvest of meat is even more important to northern residents. Traditional country food is a staple in the diet of many people in communities. In the Kitikmeot region 11,000 caribou and 144 muskox were harvested in 1982-83, resulting in approximately 163 kg. of meat per person.

In remote communities, renewable resource harvesting and tourism comprise the economic base. The growth of outfitting under the management of native corporations and private agencies represents a new opportunity for local hunters and trappers to generate additional cash income. For example in 1983, Polar Hunts, a commercial hunt managed by the Holman Island Hunters' and Trappers' Associa-

tion, generated approximately \$150,000, most of which remained in the community. "Outside wage-work" does not eliminate hunting and the renewable resource income, in cash and kind, often is the foundation of a family's livelihood.

However, rising equipment and operating costs, as well as growing community populations have made resource harvesting more difficult. Hunters and trappers have to travel further to acquire game of sufficient quantity and quality to meet rising costs.

Objectives - Priority of Renewable Resources

The government is determined to maintain and promote development and growth of the renewable resource economy. A total of \$1 million was approved by the Executive for initiatives proposed by the Department of Renewable Resources to achieve the objectives contributing to this priority.

- 1) To encourage local food production and where practical reduce dependence on imported products the Executive has approved:

\$250,000 to enhance the outpost camp program. The enhancement of this program will allow more residents to participate in resource harvesting and will provide assistance to those individuals or groups who wish to pursue a land-based lifestyle away from established communities for at least part of the year.

\$78,000 to allow Renewable Resource Officers to demonstrate resource harvesting skills and provide information through small projects developed for individuals and their families.

- 2) To further promote the development and growth of the renewable resource economy, the Executive has approved:

\$672,000 for the support of local and regional wildlife associations. This will increase the grant provided from \$3,000 to a yearly average of \$15,000 per association.

During the early 1970's hunters and trappers were encouraged to form community associations to advise government agencies on proposed programs and legislation, and limited funding was provided to them for administrative support. The Executive recognizes the importance of this advice and the desire of renewable resource users to be able to voice their concerns.

RENEWABLE RESOURCES

Priority Resources for 1985-86

Department	PYs	\$000's
Renewable Resources	0	1,000
Total	0	1,000

NON-RENEWABLE RESOURCES

The second major source of wage employment in the north is non-renewable resource development and exploration. Mining, oil and gas account for approximately 17% of all wage and salary income, in comparison to 2% in the rest of Canada.

Mining

Although the Canadian mining industry is facing stiff competition from developing countries, minerals remain the territorial economy's chief export. The production of gold has increased annually and is estimated for 1984 at 12,750 kg. The Hon. Mr. Curley has recognized that "while a certain amount of prosperity has been found as a result of our mining, oil and gas . . . recent events are showing us that none of these industries can be taken for granted."

Since 1981 there has been a decline in mineral exploration expenditures. The number of claims in good standing has dropped 38% and the total area in claim has dropped 43%. Low metal prices have reduced the cash flow of mining companies and have discouraged companies from investing in the development of new sites.

Benefits for the North

The government supports continued development of the non-renewable resources of the N.W.T. with priority given to development which maximizes northern benefit and involvement. Aside from the territorial government there are 5 federal departments with legislative responsibility in the Northwest Territories, and the committee investigation and regulatory processes involved prior to obtaining approval have grown out of proportion.

Objectives - Priority of Non-Renewable Resources

- 1) To streamline the regulatory process to speed up decisions on proposed resource development projects.

The territorial government will negotiate for the transfer of the federal Department of Indian and Northern Affairs' socio-economic responsibilities, and will strive to streamline the regulatory process by establishing a strategic resource planning policy. This policy will address issues such as the provision of infrastructure in the community, the special concerns of single resource towns and the need for a comprehensive plan which will integrate economic and social considerations.

In recognition of the government's commitment to involve the public in resource development decisions, the Executive has approved an increase of:

\$100,000 to fund development impact zone groups across the North.

The government will also continue to negotiate with the federal government to grant the N.W.T. inshore royalty income and to share offshore resource income in a manner consistent with agreements made with the maritime provinces.

- 2) To develop a comprehensive policy and a strategy for developing northern mineral resources.

The territorial government recognizes the need for an N.W.T. Mineral Policy to direct future mineral development promotion efforts and to establish guidelines concerning mineral development. The preparation of this policy will not require additional resources.

NON-RENEWABLE RESOURCES

Priority Resources for 1985-86

Department	PYs	\$000's
Energy, Mines and Resources Secretariat	0	100
Total	0	100

BETTER HOUSING AND COMMUNITY SERVICES

The first rigid frame dwellings were constructed in many Eastern Arctic communities only 26 years ago. The Hon. Mr. Tom Butters has noted that "people lived in igloos in the winter and tents in the summer" and that a "lot of homes were built out of packing boxes and tar paper". Housing was a problem then and is a problem today.

Real solutions to the housing problems in the Northwest Territories take into account not only the shortage and condition of housing, but also the development of housing sites and community structures, and the use of energy.

HOUSING

In February, 1984, Mr. Ludy Pudluk, Member of the Legislative Assembly for the High Arctic, moved that a Special Committee on Housing be established to review the operation of the N.W.T. Housing Corporation. As a result the Assembly designated housing the most urgent priority of the Government of the Northwest Territories.

When the portfolios for the new ministers were announced, the Minister for Housing, the Hon. Mr. Gordon Wray, was shocked by the criticism his portfolio received. Housing was recognized as a problem by M.L.A.'s in every constituency and it was evident that the needs of communities were not being met by the N.W.T. Housing Corporation. The corporation was established twelve years ago to ensure that an adequate supply of public housing was made available to residents of the Northwest Territories and to encourage home ownership. Mr. Wray agreed that a review of the corporation was necessary and welcomed the direction the special committee would provide.

Home Ownership

The 1981 census provides some indication of the north's housing problems. The first notable difference in housing in the territories compared to Canada is the percentage of owner occupied private dwellings. Only 23% of private dwellings in the N.W.T. are owner occupied compared to 62% nationally. In the Keewatin and Kitikmeot regions where the majority of people live in public housing provided by the N.W.T. Housing Corporation the percentage of owner occupied private dwellings drops to 1%.

Housing Conditions

The second contrast between the northern housing situation and the Canadian standard is the condition of housing. An average of 7% of houses in Canada require major repairs for problems such as in-

adequate or unsafe roofs, electrical and plumbing systems. Twice as many homes require major repairs in the territories, and in the Keewatin region this figure rises to 24%. Similar figures are reported for the Keewatin region indicating overcrowding. In 1981 over 30% of private dwellings in the Keewatin, and the Baffin and Kitikmeot regions, housed six to nine people, and approximately 5% housed over 10. With the Northwest Territories displaying the highest rate of population growth in Canada the overcrowding in housing is rapidly becoming worse. Children marry and have families of their own, but do not have their own homes. The Housing Corporation has annually built an average of 80 public houses distributed over 8 communities. However, this building program cannot keep pace with the demand for new housing, and the Corporation's budget is continually squeezed by the cost of needed repairs.

Public Housing

In designating housing a priority the goal of the Executive is to assist N.W.T. residents to obtain suitable, affordable accommodation. The promotion of home ownership continues to be an important objective but the Executive cannot overlook the problems of public housing. The Minister of Housing looks forward to the final report of the Special Committee on Housing which will provide long-term strategies to deal with the north's housing problems. But in an effort to address the current problem of housing shortages, he announced that 200 public housing units would be built in 1985-86 through increased funding of \$5.8 million to the N.W.T. Housing Corporation. In addition to these funds, over \$1.9 million was approved by the Executive through the priority process to respond to some of the most urgent housing problems.

Objectives - Priority of Housing

1) To encourage families living in public housing to own and maintain their own homes the Executive has approved:

\$625,000 increase for the Home Ownership Assistance Program. An equal amount will be reallocated to this program from the Rural and Remote Home Ownership Program resulting in a total increase of \$1,250,000. Through this increase approximately 30 more homes will be built in 1985-86.

This program provides approved owner/builders with assistance in the form of a material package worth up to \$30,000, the cost of freight to the community, and the cost of a gravel pad, according to house specifications.

\$500,000 for supplemental financing for N.W.T. residents. A low-interest loan to a maximum of \$25,000 would assist 20 eligible clients and encourage them to use as much of their own equity as possible to finance the construction of their homes.

\$600,000 for interim financing to assist 10 owner/builders to bridge the period between the start of their construction and the date their mortgage begins.

- 2) To develop a maintenance management system for government owned accommodation the Executive approved:

\$200,000 for a new maintenance system for public housing based on the standards developed by the government for staff housing.

HOUSING

Priority Resources for 1985-86

Department	PYs	\$000's
NWT Housing Corporation	0	1,925
Total	0	1,925

CAPITAL PLANNING

The allocation of capital funds in the regions must be responsive to the structural needs and growth rate of individual communities.

Land Development

The NWT Housing Corporation is dependent upon the government to allocate land for public housing in consultation with community councils. In the past when residential lots were not available within a community for public housing, the N.W.T. Housing Corporation was forced to develop its own lots. Over the past five years fourteen major residential lot development schemes, called land assemblies, have been completed using funds borrowed from Canada Mortgage and Housing Corporation and as a result the N.W.T. Housing Corporation is carrying a heavy debt. Although lots are being developed by the government using capital funds, it is doubtful that the present arrangement will provide sufficient lots for public and private housing needs.

Gravel Supply

Similarly many communities do not have a sufficient supply of gravel for housing sites, or for the development of streets, water and sewer systems and airports. Although there are crushing and screening facilities in the regions, stockpiles of material may not be available for maintenance and small-scale development, placing limitations on paving projects and other community developments. A comprehensive plan is needed to ensure that stockpiles of granular material are available in all communities for maintenance and ongoing development.

Dust Control

To improve the general condition of community roads the government also will have to control the dust. Road dust may be controlled by paving, or by the application of calcium chloride, oil or water. The best method depends on the surface of the road, the type and volume of traffic in the community, and the cost.

Community Docks

To alleviate local concerns about the condition of community wharves and docks Public Works and Highways Minister, the Hon. Mr. Gordon Wray, has initiated discussions with the federal government. Under existing legislation the federal government is responsible for public harbours and port facilities in Canada. However, the unsatisfactory condition of many existing docks, and the lack of dock facilities in some communities cannot be ignored by the territorial government.

Objectives - Priority of Capital Planning

The government will ensure that all community infrastructure needs are assessed and that capital resources are allocated fairly. Through priority funding \$2,000,000 was approved by the Executive to improve community services.

- 1) To develop a comprehensive plan for the development of community infrastructure, surfacing community roads, and constructing small docks and water and sewer systems the Executive Council approved:

\$500,000 increase in lot development funding for 1985-86.

The drafting of a policy on the development of residential land in communities. No additional funds are necessary for this initiative.

\$970,000 to develop a comprehensive plan for the stockpiling of granular material. The government estimates the cost of pre-engineering at \$50,000, plant mobilization at \$300,000, and crushing/stockpiling at \$620,000.

\$250,000 to develop a program for dust control on community roads. Pre-engineering costs and test applications are estimated to be \$50,000 and \$200,000 respectively.

\$280,000 to ensure that those communities which require docks are provided with safe docking facilities. Approximately \$30,000 will be required to assess existing docks and the needs of the communities, whereas \$250,000 is estimated for dock repair and construction.

CAPITAL PLANNING Priority Resources for 1985-86

Department	PYs	\$000's
Local Government	0	500
Public Works and Highways	0	1,500
Total	0	2,000

ENERGY

With a small population scattered over vast distances, government efforts to encourage energy conservation in the territories may appear to have little relevance. Often flying or even driving to the neighboring community is a major investment in gasoline, diesel or aviation fuel. Transportation consumes approximately 54% of the energy used in the north compared to 11% for electricity and 34% for heating oil. But even small savings in the use of transportation fuel, or diesel-generated electricity would reduce the costs experienced by community residents.

Energy Conservation

The government will continue to make public and private consumers aware of the benefits of efficient energy use and will encourage them to assume a greater responsibility for energy conservation.

Home owners have benefited in the past from federal energy conservation programs such as the Canada Home Insulation and Oil Substitution Programs. Northern businesses have had the opportunity to apply for federal energy audits and once completed they could be eligible for territorial funds to improve or modify commercial buildings or operations to reduce energy use. There is a vast amount of information on energy conservation and many options available which communities could benefit from.

To reduce the energy consumed and the heating costs of public buildings in communities the government is working on an agreement with N.C.P.C. to modify their generating plants to allow the recovery of waste energy.

N.C.P.C. Comes North

With the announcement of the Northern Canada Power Commission's future move to Yellowknife and the opportunity for the territorial government to nominate a member on the Commission's regulatory panel in 1985-86, the territories can expect to have more influence on the cost of electrical power in the north.

Objectives - Priority of Energy

- 1) To provide advice and recommendations to private individuals seeking to reduce energy costs the Executive has approved:

\$120,000 to establish two regional energy management officers in the Inuvik and Keewatin Regions who will assist business and community groups to benefit from energy conservation programs.

- 2) To identify and retrofit government buildings where cost effective and to ensure that funds are used in the most cost efficient manner the Executive Council has approved:

\$275,000 to design and construct waste heat recovery systems for heating specific public buildings identified as economically viable projects. The funding for this project will be shared 80% by the federal government and 20% by the territorial government.

ENERGY Priority Resources for 1985-86

Department	PYs	\$000's
Public Works and Highways	2	395
Total	2	395

SELF-RELIANT COMMUNITIES

Permanent residential communities have only become a feature of life in the Northwest Territories since the government came north in the last half century. Prior to that, communities were little more than service centres or trading posts. Today there are 65 communities in the Northwest Territories.

The resilience and strength of the people of the north in the face of such dramatic change is remarkable. Yet the transition has not been without problems. Symptoms of these problems include: an extremely high school drop-out rate, a low level of educational achievement and crime and suicide rates which are approximately twice the national average.

Government programs can only do so much in addressing these problems. Communities need the powers and resources to deal with their problems locally.

POLITICAL DEVELOPMENT

The outpouring of emotion and concern during the Berger hearings provided support to claims that both the federal and territorial governments were not listening or responding to local concerns. Since that time, both governments, but particularly the territorial government, have made sincere efforts to listen and respond to communities.

Community Consultation

The need for the development and establishment of community governments which respect and enhance the political rights of native and non-native residents has been recognized. However, the number of federal and territorial forums established to provide local input has forced communities to express the same concerns over and over again. The territorial government recognizes that the number of forums should be reduced and the procedures simplified for more effective public input.

Provincial Responsibilities and Division of the Territories

To this end, the government will continue to lobby for the eventual transfer of the federal government's northern developmental responsibilities to the territories. The Government Leader, in preparation for the transfer of these responsibilities, will be consulting native groups and the final decision will reflect their interests. During this process the government will also continue to negotiate with the Government of Canada for the devolution of "province-like" powers and responsibilities.

These authorities will eventually be divided between the future east and west when a decision on the boundary and form of governments of the two territories has been reached. At present a tentative boundary has been set. The Constitutional Alliance is seeking an equitable division of the existing Northwest Territories and is developing proposals for the forms of government each new territory will assume.

Objectives - Priority of Political Development

1) To develop a comprehensive plan and timetable for the assumption of provincial-type authorities now held by the Government of Canada, the Executive has approved:

\$325,000 to establish a temporary group to lead negotiations on federal transfers and provide technical and professional support to departments when negotiating transfers from the federal government. The territorial government will be negotiating the transfer of various resource management, legal, health and safety and transportation functions.

2) To make government more accountable to N.W.T. residents by continually delegating authority to regional and community bodies, the Executive has approved:

\$75,000 to draft the local government ordinance which is to be introduced early in 1985.

POLITICAL DEVELOPMENT

Priority Resources for 1985-86

Department	PYs	\$000's
Executive	3	325
Local Government	0	75
Total	3	400

EDUCATION

Education has long been recognized as an effective means to accelerate the development of skills necessary to compete in today's "high-tech" world. However, too much emphasis on technical and academic training, and not enough on the preservation of culture and traditional skills, will result in disorientation and alienation. These problems are compounded for those students who choose to advance beyond grade nine and are required to leave their communities to attend residential high schools.

Grade 10 in Communities

The Hon. Dennis Patterson, the Minister of Education, has consistently advocated the expansion of the school program in communities to grade ten. However, he cautions that the government must ensure "we have a grade 9 program that is working . . . so that students can succeed in grade 10". To determine what factors contributed to a successful grade 10 program, a study of three communities was completed. This study will also help in determining communities where grade 10 can be offered.

Divisional Boards and the Arctic College

The government has always placed a high priority on education in the Northwest Territories. In 1982/83, the per capita expenditures on education were 1.5 times the national average. Such high expenditures are needed to bring the level of educational achievement in the territories up to Canadian norms.

At present, 62% of the native population have less than a grade 8 education and 33% have less than grade 4; whereas, only 7% of the non-native population have less than grade 8. The low levels of education of native people, who are the majority of the N.W.T. population, are indicative of the problems of the education system in the north. Parents who have little or no formal education themselves may have difficulty understanding the education system, and may be reluctant to impress the value of education upon their children. However, one way to get parents more involved is by giving them more control of the system. During the Special Committee on Education hearings, much was said about the need to give communities more control over the education of their children. Legislation is now in place to allow for the establishment of divisional boards and the government is committed to their development. A policy has also been established concerning the Arctic College.

Special Education

The territorial government will also be providing individualized programs for children whose special needs cannot be met within the regular school system. Where possible these specialized programs will be provided in the children's home communities. Many of these children are now in, or would have to go to, southern institutions. Keeping these children home was one of the recommendations of the Special Committee on Education.

Objectives - Priority of Education

- 1) To develop a program for expanding the school program to grade 10 in communities where it is not presently offered, the Executive approved:
\$485,000 to extend grade 10 to communities.
- 2) To make the school program more accountable to the people being served by it, the Executive approved:
\$350,000 for the development of divisional boards of education and to implement the Arctic College concept.
- 3) To provide educational opportunities for students with special needs the Executive approved:
\$322,000 to provide individualized programs for students in communities.

EDUCATION

Priority Resources for 1985-86

Department	PYs	\$000's
Education	7	1,157
Total	7	1,157

HEALTHY LIFE STYLES

In the north, as elsewhere, the quality of community life reflects the pressures of today's economic and social conditions. Community problems may become critical if the people lack the resources or the will to gain control over them. Recognizing that a permanent solution can only be achieved by the community itself, the government will provide resources to allow people to identify and understand their own problems, so that they can work together in developing solutions that are acceptable to the community they live in.

Alcohol and Drug Abuse

N.W.T. statistics on criminal offences indicate the level of alcohol and drug abuse in the territories. Approximately 40% of all crimes are crimes against the Liquor Ordinance and the amount of hard liquor consumed in the Northwest Territories is almost twice the national average. To combat this problem, the government will employ local people to assess selected communities and to establish individualized community programs.

Spousal Assault

In 1984 a task force was established to investigate the nature and extent of spousal assault in the N.W.T. The report, which will be presented to the Minister, the Hon. Dennis Patterson, by task force chairman John Bayly will make recommendations on initiatives to combat this problem in communities across the territories. Such initiatives may include improved counselling, funding of safe homes for spousal assault victims, and public awareness programs.

Problems of Youth

The recession during the 80's has dealt young Canadians a severe blow. Skilled young people entering the labour force are having difficulty finding work. Aware of the prospects of their older brothers and sisters, many young people believe that developing skills is futile because there are few jobs.

While employment opportunities have increased in the N.W.T. the number of young people entering the labour force far exceeds them. The Northwest Territories has the youngest population in Canada. The median age in the N.W.T. is 22 years, compared to 30 years nationally, and nearly 35% of the population is now under 15.

The problems of young people in communities are acute and the challenge to provide meaningful opportunities for them is great. Under the direction of the Hon. Bruce McLaughlin the government will be recommending alternatives to allow youth to participate more fully in the N.W.T. economy and in the day-to-day affairs of the community.

Recreation

Recreation is also important in community life. Young people in isolated areas, who lack traditional skills and cannot find a job, have time on their hands. Leisure time, if not put to productive use, may contribute to crime, alcohol and drug abuse and the incidence of suicide. One way to address this problem is through carefully planned recreation programs. The last Assembly emphasized the development of recreation facilities, and facilities are in place and being constructed in many communities. The remaining problem is the lack of trained community recreation leaders to ensure the best use possible is made of these facilities.

Health Promotion

The physical well-being of community residents is important in building a confident outlook and self-reliance.

Using comparative statistics, northerners generally appear to be healthier than people in southern Canada. However, one area of continuing concern in the N.W.T. is the relatively high rate of infant mortality. Although this rate has dropped noticeably in the last five years, it is still the highest in Canada. Tobacco smoking, which increases the likelihood of underweight and premature babies; poor nutrition; and alcohol consumption contribute to the N.W.T.'s high infant mortality rate.

The effects of smoking on general health conditions is well documented. In the N.W.T. two thirds of the population smoke compared to only one third in southern Canada. A study conducted in 1982 indicated that the smoking rates of school children were among the highest ever recorded in Canada. Smoking starts in elementary school and by the time they are teenagers 49% of boys and 53% of girls are regular smokers.

Another health problem which is more critical in the north is deafness. High noise levels from the operation of chainsaws, power generators, snowmobiles, etc. contribute to hearing impairment. However, through early detection it is often possible to remedy and prevent further hearing loss.

The problems of the aged are quite different. More N.W.T. residents are now living past 65. Most small communities are not equipped to care for elderly people who can no longer stay at home without some form of assistance. However, elders play an important role in the family and in the community. New and better means must be made available for their care.

Objectives - Priority of Healthy Life Styles

1) To assist communities to become more independent in dealing with community problems, the Executive has approved:

\$149,000 for a term program employing two individuals in eight communities to develop specific alcohol and drug prevention programs.

\$65,000 to develop a pilot program with community residents to assist them to cope with the social problems of their community.

\$200,000 to respond to initiatives recommended by the task force on spousal assault.

\$100,000 to develop and put a program in place to address the problems of young people.

\$65,000 to provide assistance to communities to develop and implement programs to reduce the incidence of suicide and promote mental health, healthy children.

\$364,000 to assist communities to develop individuals skilled in recreation administration and programming.

2) To promote healthy life styles, the Executive has approved:

\$60,000 to provide information to expectant mothers to promote the birth and growth of healthy children.

\$55,000 to develop a twenty-year program to reduce tobacco smoking in the N.W.T.

\$15,000 to improve detection of children with hearing problems through materials and workshops for teachers.

\$100,000 to assess the needs of the elderly and disabled across the territories and to develop a twenty-year plan in response to these needs.

HEALTHY LIFE STYLES Priority Resources for 1985-86

Department	PYs	\$000's
Executive	0	200
Health and Social Services	4	609
Local Government	3.5	364
Total	7.5	1,173

LANGUAGE AND CULTURE

The Northwest Territories is the only jurisdiction in Canada where native people are in majority. These people speak six distinct Dene languages, two Inuit languages and many dialects.

The language retention of individuals with a native mother tongue in the N.W.T. varies regionally and for each language spoken. The high retention rate of the indigenous language in the Baffin and Keewatin regions contrasts with the comparatively low retention of indigenous languages in the west. The Dene and Inuvialuit in the west have experienced dramatic declines in their use of native languages in over just one or two generations. In Inuvik a native language is spoken most often at home in only 23% of native households. Unless this trend is reversed some of the indigenous languages and cultures of the north could be lost forever.

The government recognizes the urgency to maintain and promote native language use, and is committed to communicating and providing native language services to native residents. But the revival of peoples' languages cannot be achieved by government. Native people are ultimately responsible for the preservation and revival of their own languages and cultures.

Language Programs and Services

Many programs promoting indigenous languages are already being funded. The N.W.T. Language Bureau, established in 1972, provides interpreting and translating services in all aboriginal languages of the N.W.T. with the exception of Cree, which was designated an official aboriginal language in the N.W.T. Language Ordinance. However, because of limited resources, workspace and facilities even essential translations, such as legislation, and health and safety materials, are being set aside. Clients like N.W.T. courts and hospitals, now are frequently referred to freelancers for interpreting and translating, but most freelancers have little if any training.

The need for competent bilingual teachers is also critical to continue the progress achieved in the eastern Arctic in Inuktitut in schools and to institute a similar program in Dene languages in the west. Further research and development of language programs and materials for schools are necessary.

In response to the federal government's intention in the spring of 1984 to change the N.W.T. Act to make the territories bilingual, the Territorial Government drew up its own legislation. The N.W.T. Language Ordinance recognized seven native

languages as well as English and French and, with the passage of this ordinance, the Government Leader, the Hon. Richard Nerysoo, negotiated a federal/territorial funding agreement with the Secretary of State for the enhancement of native language services and the development of aboriginal languages. Through this special federal funding the Government of the Northwest Territories will increase native language services and programs. However, the government wants to consult the people and native organizations before deciding what should be done first in the development of languages and the expansion of government services.

Cultural Initiatives

To develop strong and vital communities, people have to balance new and traditional cultural values. The government can provide support by promoting individual and community cultural initiatives. Cultural projects that assist Dene, Metis, and Inuit to preserve and develop their cultural heritage are currently being funded, and the Hon. Mr. Sibbeston is expanding the cultural grants program through priority funding.

Objectives - Priority Language and Culture

1) To develop an N.W.T. policy on culture, an organizational focus for current GNWT culturally related activities and expand cultural contributions the Executive approved:

\$350,000 to establish an N.W.T. Advisory Committee on Arts and Culture to make recommendations to the Minister responsible for culture, the Hon. Nick Sibbeston, concerning the provision of financial contributions to individuals and organizations seeking funds for visual, literary and performing arts activities.

The development of a policy on culture for all people in the north and a review of the organization of government cultural activities. The policy is to be completed in early 1985.

LANGUAGE AND CULTURE

Priority Resources for 1985-86

Department	PYs	\$000's
Executive	0	350
Total	0	350

