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***Tradition And Change - A Foundation For
Reform In The Northwest Territories***

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TRADITION AND CHANGE
A FOUNDATION FOR REFORM
IN THE NORTHWEST TERRITORIES

Prepared by

SP Research Associates
Regina, Saskatchewan

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EXECUTIVE SUMMARY

The government of the Northwest Territories, community groups, and leaders of the aboriginal peoples are anxious to foster development in the north which would enhance the quality of life and the number and range of opportunities available to northern residents. Essentially everyone wishes a standard of work and life comparable to what exists elsewhere in Canada, a standard which is increasingly apparent if not available to northerners. There is an equally strong wish, however, for change, development and growth to respect and to enhance the traditional life-style, customs and heritage of northern residents. This relates especially to northerners of aboriginal ancestry who constitute the majority of the population and who have always been an integral part of the north.

It is within these parameters that the government of the Northwest Territories is considering or has initiated a number of major undertakings: an employability enhancement initiative for social assistance recipients; an economic development strategy; an education strategy; a literacy campaign; a day care development strategy; and an income supplement program for hunters and trappers.

Government departments, community groups, a variety of associations, and a committee of the Legislative **Assembly** are each attempting to address the complex issues inherent in these initiatives. It is imperative that the initiatives be brought together and that each be considered in relation to the others.

To facilitate joint planning, Cabinet has created an interdepartmental Income Support Reform Committee. Its primary objective is to explore ways of integrating the income support and other programs of government so that they more effectively serve the needs of territorial residents.

Income support programs are seen as the focal point of this process because they are becoming increasingly important in the daily lives of northerners. On average there are 9,000 people - adults and children - receiving social assistance each month. Through the course of one year, an estimated 20,000 people, or 40% of the entire population, are dependent on social assistance for some period of time. In Kitikmeot region, where reliance upon social assistance is greatest, 76% of the entire population including 97% of the children enter the welfare system each year, though their duration on assistance may vary considerably.

Social assistance is only part of the entire picture, however. The Northwest Territories Housing Corporation, with its socially-oriented mandate and income support role, has a caseload and a budget greater than that associated with welfare. The

income support programs of the government of Canada - Unemployment Insurance and Old Age Security among others - contribute their part. Each year, income security programs, including social housing, contribute over \$100 million to the incomes of families and individuals in the Northwest Territories.

The Income Support Reform Committee wishes to re-examine certain income transfer programs in order to make their impact more productive and more long-lasting. The essential challenge in this process, over the long term, will be to build a bridge between the land-based culture and traditions of northern peoples and the emerging wage-based economy.

The essential challenge **will** be to ensure that the change which is occurring and is inevitable in the north can accommodate northerners and indeed be creatively controlled and directed by northerners.

To meet these challenges, the reform strategy will have to incorporate a number of inter-related elements. First reform should be guided by a set of principles through which government expresses its commitment to ensuring that the basic needs of people are met, and to supporting the efforts of people to determine their own future and to build on their traditional patterns of independence and self-sufficiency.

A common set of principles should provide a framework for all initiatives of government regardless of which specific department or specific program is involved. These would apply certainly to the Hunter/Trapper income support program which is currently under consideration. Planning for that program illustrates also the second critical element of any reform strategy. Government must organize, coordinate and carefully focus its efforts in order to achieve its goals.

The objective of reform cannot be merely a new program; it must be a coherent and consistent approach to solving problems which apply to every sector. An infusion of money, whether new or redirected from other sources, is a band-aid rather than a cure.

What works is a channeling of energy, commitment and resources to a common end. A wide and diverse variety of supports must be given by different agencies to those people struggling to build that bridge, struggling to stay in two economic and social worlds **at the same time**, and struggling to adapt the traditional to the new.

The third critical element - almost a truism but too often overlooked - is the need for those who are to be personally affected by reform to be intimately involved in its design, its development and its implementation.

The Northwest Territories is a society in transition. But the transition should not be simply from the old to the new; it should be from the old to the changed. And the change must reflect the traditions, the values, the importance of the northern land even while it prepares people to face the challenges of the future. That can only be achieved through a reform strategy which is founded upon a clear statement of principles, which is committed to channeling resources toward common goals, which is aimed at providing individuals with all the tools they require, and which is clearly focused upon individuals and communities.

This report is intended to be the first **Inukshuk** along the ambitious and exciting course that the government has set.

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1. BACKGROUND

The present social support network in the Northwest Territories has developed over the years to varying degrees in combination with traditional social systems. It may no longer be **fully** adequate for supporting residents in their everyday lives or for enhancing their potential to participate in the larger social and economic development of the region. This is **especially** true given the structural change in the economy of the Northwest Territories from traditional to wage based, and in the change in the renewable resource sector from non-mechanized to mechanized equipment. Those changes have made all the more glaring the often inadequate education and skills training among young people and have resulted in the territories being more a source of employment for others than for northerners.

The purpose of this document is to provide the foundation for reforming the welfare system and other income support programs in the territories. The aim is to develop options for restructuring the current array of social support programs with a view to reducing dependence upon such programs and to enhancing the ability of residents either to sustain traditional lifestyles or to participate fully in the emerging wage economy. Specific direction was given by Cabinet to integrate the strategy for a Hunters and Trappers Income Security Program with the larger welfare reform initiative.

Terms of Reference

In its direction to deputy ministers on the terms of reference for reform, Cabinet outlined the following priorities:

- . Reduce dependence on welfare for economic support.
- . Support initiatives to promote employment in the Northwest Territories in both the wage and renewable resource sectors.
- . Provide for an adequate standard of living for those residents who are not able to benefit from employment strategies. (FMB, 26.4.89)

In June 1989, the Income Support Reform Committee contracted with **SP** Research Associates to assist in achieving these objectives through a comprehensive, integrated and coordinated welfare reform and income support strategy. The undertaking involves developing a thorough analysis of demographic and economic data relating to the population as a whole and to certain sample communities. The data and the analysis which follow are to assist a number of discrete yet related projects being undertaken by departments represented on the deputies' committee, i.e. the Hunters and Trappers Income Support Program, the Economic

Development Strategy, and the employment **and** education strategies.

Elements of the reform project include:

- . an identification and analysis of principles upon which Welfare Reform should be based, with particular reference to rural, remote issues;
- . an identification of significant information gaps;
- . a review of Welfare Reform initiatives across Canada;
- . an identification and analysis of options which would reduce dependency and increase effectiveness and efficiency in providing income security, including the potential of a hunter and trapper income support program;
- . an identification of appropriate linkages and a system for on-going coordination; and
- . an identification of legislative changes desirable within the territorial social assistance programs.

In June 1989, SP Research Associates met first with the Welfare Reform Working Committee to clarify objectives and to establish a work plan and schedule for the project. Subsequently, and through the course of the project, SP Research Associates maintained contact with a variety of territorial officials in order to further the data collection and data analysis effort. Further meetings were held with members of the working group between July 12 and 14 to present an overview of work underway and to analyze and discuss the variety of issues which were emerging.

SP Research Associates presented this report on August 1, 1989. It is organized in six sections. Following the Background, Section 2 suggests and discusses the principles which could best guide reform strategies in the Northwest Territories regardless of the specific focus of any given strategy. Section 3 provides an overview and analysis of the various welfare reform strategies adopted by governments in other jurisdictions in Canada and applies some of their experiences to the territorial context. Section 4, Profiles, provides detailed demographic and economic information on the Northwest Territories, its 6 regions - with **Yellowknife** being considered a distinct "**region**" - and some nineteen representative communities. Section 5 analyses the data provided in the profiles section and analyses also the array of issues which must be addressed as part of the reform strategy.

Section 6 draws conclusions about reform in the Northwest Territories, for the consideration of deputy ministers during the

two workshop sessions scheduled for August 9 and 10, 1989. The Deputies' Committee on Income Security Reform then intends to prepare a series of recommendations for Cabinet.

The intent of the report is to assist territorial officials develop or to redesign programs which are carefully attuned to the realities of life and work in the Northwest Territories.

Impetus for Reform

The impetus for reform at this time has grown out of a genuine desire to assist social assistance recipients by updating and re-energizing the welfare system. The reasons for undertaking this very important initiative were articulated by Cabinet as follows:

- . the need for "an adequate standard of **living**" for those" on social assistance;
- . the need for ●a range of services" to accompany income support;
- . the need to design programs which can "respond specifically to the defined needs of clients as determined in a careful review of available data;
- . the need to consider both short and longer term measures; and
- . the need for clearly defined principles to guide the income support system in the Northwest Territories and the reform process, and the further need for Cabinet to address and endorse such principles.

In undertaking this reform strategy, the government of the Northwest Territories is attempting to come to terms with an array of problems and with increasingly firm demands for change emanating from the **Dene, Inuit** and Metis communities of the north. First and foremost among the problems that have been identified is the high rate of unemployment and poverty among northerners. While the rate of unemployment across Canada is in the range of 8%, it is almost 17% in the Northwest Territories. And the rates among aboriginal people and among youth especially are much higher yet. Additionally an increasing number of people are becoming dependent upon social assistance. As Table 1 indicates there were on average 1000 more welfare cases each month in 1988-89 than five years earlier, an increase of about 100% in terms of both people and total expenditures. The average cost per case rose by 39%. There is a strong perception also that people are becoming dependent upon social assistance for longer periods of time, and that this dependence is eroding traditional values and lifestyles.

Table 1
Social assistance by
average monthly caseload
and expenditures

Year	Cases (per mo.)	Expenditures (\$)	Average expenditures / case (\$)
1984/85	2032	\$ 775,208	\$382
1985/86	2204	922,021	418
1986/87	2352	1,088,648	463
1987/88	2822	1,494,366	530
1988/89	3071	1,633,528	532

Source: DSS, 13.7.89

The poverty associated with this situation has severe implications for people living in the Northwest Territories and especially for the aboriginal communities. First, much of the housing is inadequate with almost 50% of the population living in overcrowded or substandard housing conditions, according to the Northwest Territories Housing Corporation. Second, poverty is contributing to serious health problems. The most dramatic presentation of this is the infant mortality rate which in the Northwest Territories is more than twice that of Canada as a whole - 18.6/1000 as compared to 7.9/1000. This incidence is exceeded only by The Yukon Territories where the rate is 24.6/1000.

In part, the poverty problem is associated with the inability of many young people to enter the wage economy, due to their low educational and vocational skill levels. For example, the rate of functional illiteracy in the Northwest Territories is 37% with some estimates placing the rate for aboriginal people at 75%. Statistics Canada data indicate that 33% of the territorial population, age 15 years or older, have less than a grade 9 education, 11,600 people in total. This compares with 18% for the country as a whole.

Furthermore 6.3% of the population in the Northwest Territories have only a high school diploma compared to ~~12.7%~~ ¹² in Canada. Thirty-eight percent ~~of the territorial population and~~ 43% of the Canadian population have some post-secondary vocational training or university education. Table 2 provides a seven-year record of high school graduation for different ethnic groups within the territories. In general only 32% of high school graduates are of ^{of} aboriginal ancestry compared to their constituting almost three-quarters of the total territorial population. ^{of} ₀ ^{school} _{avg}

The critical need to address the education and employment needs of young people as soon as possible is underlined by the rapidly increasing number of youth in society. The territories have the highest birth rate (28.9/1000) and the lowest death rate (4.5/1000) in all of Canada (14.7 and 7.3/1000 respectively). The population increased by 14% between 1981 and 1986 and an astonishing 33% of the 52,000 people who live in the territories are under 15 years of age. Thirty-seven percent of these, 6370 in total, are under 6 years of age.

Table 2
Graduation statistics
NUT, 1981-1988

School Year	Total Graduates	Non-Native	Metis	Dene	Inuit
1981/82	193 _✓	154	15	8	16
1982/83	193 ✓	143	17	7'	26
1983/84	180	126	17	21	16
1984/85	188 ✓	121	16	23 !	23'
1985/86	204 '✓	142	18	21	23
1986/87	188	143	11	8	26
1987/88	226 ✓	154	20	13	39)
TOTAL	1372	988	114	101	169

Source: Department of Education, 7.89

Creating employment for these young people in the next decade and providing them with the tools to become self-sufficient will not be an easy task. The potential of the north for significant

economic growth and diversification, and for **labour** intensive activities, is limited. Distances are staggering - the territories cover some 3.2 million square **kilometres**. Markets are small, while costs of production and of living are high, sometimes astronomically so. Much of the indigenous population has limited experience with the wage economy while market forces elsewhere have ravaged the traditional hunting and trapping economy of this population. Complicating the situation further, but also certainly contributing to the richness of the north, is the diversity of language. Aside from English, there are five Dene languages spoken by some 6000 people, and various dialects of Inuktitut spoken by some 12,000 people.

Social Problems

Poverty, unemployment and low levels of education are clearly "taking their toll on the social fabric of the Northwest Territories. In its most recent review of the social environment, the Department of Social Services identified a range of problems which beleaguer the north; problems which, with careful planning, may be alleviated by reform initiatives undertaken in concert with organizations, communities and individuals. Ultimately the objective of welfare reform combined with economic development, education and employment strategies must be to eradicate these serious barriers to the long-term betterment of life in the Northwest Territories.

Alcohol and Drug Problems: The department notes that the Northwest Territories averages one of the highest per capita rates of alcohol consumption in Canada. "Alcohol dependency is rampant. . . (and) alcohol-related crime is frequent, with some estimates suggesting that over 80% of all territorial incarcerates committed offenses while intoxicated." (DSS, 22.6.89) There has also been a steady increase in the availability and abuse of illicit drugs including inhalants and solvents.

Mental Health Problems: Though similar in type and severity to the mental health problems in other parts of the country, treatment is much more difficult in the north due to distance, limited resources and the cultural and linguistic differences among the population. Furthermore, the usual patterns of certain mental health problems, such as chronic depression, are exacerbated by the isolation and the climate of the north and, for aboriginal people in particular, are compounded by the stress and frustration associated with the rapid technological and social change going on around them.

Crime: The Northwest Territories has the highest rate of criminal code offenses in Canada. The percent of admissions to correctional institutions with a Criminal Code offence in

1987/88 was 91% in the Northwest Territories, the **highest** in Canada. Alberta ~~had the lowest~~ at 61%. In that same year, the Northwest Territories had a rate of incarceration of 79.41 per 10,000 adult population; The Yukon had the next highest at 44.5 while the Canadian average was 9.3 per 10,000 population. Sentencing patterns also reflect the seriousness of the situation in the Northwest Territories. The shortest median sentences were 13 days in Prince Edward Island and 17 days in The Yukon, compared to the longest **in** Manitoba (61 days) and, again, the Northwest Territories (90 days).

Sexual Abuse of Children: There has been a 40% increase in reported cases between 1987/88 and 1988/89. Research suggests that the incidence of child abuse tends to be higher in the Northwest Territories than elsewhere in Canada and, like elsewhere, clearly indicates that the cases which are reported constitute only a small portion of the total abuse which occurs.

largely due to increased reporting

Suicide: The **Report of the National Task Force on Suicide** (1987) concluded that the overall rate of suicide in the Northwest Territories is 25.5 per 100,000 population, twice the national average of 12.9. It appears that the Inuit are particularly vulnerable, accounting for 53%-of all suicides between 1975 and 1986. **Baffin**, Keewatin and Kitikmeot regions have suicide rates three times the national average. And youth, age 16 to 25 years, account for over 54% of all suicides with young males being five times more likely to kill themselves than young females. A national survey cited by the Department of Social **Services** noted that between 30% and 40% of teenaged students in the Northwest Territories indicated they were often depressed, and over one-third of the sample indicated regular thoughts of suicide.

Thus it is obvious that the population of the Northwest Territories is in the midst of a social crisis. It is facing an uncertain future of high unemployment, low income, low education and health standards, increasing reliance upon social assistance, and a loss of a traditionally self-sufficient lifestyle. The promise of **devolution** from the government of Canada, and the prospect of increasing responsibility for the government of the Northwest Territories, even provincial status, combine to make change and reform a Cabinet priority and a social necessity.

Initiatives

Change in the Northwest Territories will take many forms and initiatives are currently underway in a number of areas. First the government is examining closely the concept of an income support program for hunters and trappers in order to assist them preserve their way of life and in order to sustain this one-time

mainstay of the northern economy. Second, led by the departments of Education and of Social **Services**, and in conjunction with Employment and Immigration Canada, the government is considering an employability enhancement strategy targeted to social assistance recipients in the north. Third, it has initiated economic development and education strategies designed to support one another and to encourage development and economic growth. In conjunction with these, the government has undertaken day care, family violence and literacy initiatives although all are in their infancy. Lastly it has undertaken this reform initiative in order to examine how a modified income support system can be used to support the other initiatives.

2. PRINCIPLES OF **REFORM**

Principles

A process of reform, of developing new programs, of legislating for people, and of influencing their futures should commence with agreement on a statement of principles. Principles are developed to serve as an Inukshuk and as a framework for all subsequent undertakings. The design process should be tested against these principles. And the principles should **serve** as the litmus test for all that emerges from the process.

It was with this in mind that Cabinet directed its deputies committee to begin this reform process with a statement of principles.

People on social assistance are the poorest of the poor in the country. They are a **vulnerable** group, often poorly educated, confused by the maze of social assistance regulations, and dependent upon society and upon social assistance administrators on a daily basis for the most basic requirements of life. As a matter of course they are subject to intrusive questioning about their families, their needs, their assets, their plans and prospects for the future, and even their living arrangements. Failure to cooperate can result in a denial or a termination of benefits. In this environment a statement of principles is critical to ensure that everyone understands the fundamental rules of fairness and equity which guide the program.

This applies equally in the nation as a whole and specifically in the Northwest Territories. As outlined in the preceding section of this report, the territories is a delicate ecosystem bringing together different peoples, different communities and different economies. There exists a dazzling and potentially confounding array of programs and systems. A statement of principles must provide clear guidance to those reforming the structures in place and must give a clear message that this ecosystem, which is part of the richness of the north, is to be protected.

It was with these premises in mind that the following principles were developed to provide the framework for reform in the Northwest Territories and for welfare reform specifically:

1. Reform measures should support the mandate, responsibility and commitment of the government to provide social assistance and social support **services** to people in need or likely to be in need, and to work toward the prevention and removal of the causes of poverty and dependence.

2. Reform generally, and its components specifically, should recognize, respect and seek to strengthen the cultural background, heritage, customs and language of individuals and communities in the Northwest Territories.

3. Reform measures should respect the dignity, privacy and wishes of the individuals including the full range of human rights and aboriginal rights to which they are entitled as citizens of Canada and residents of the Northwest Territories.

4. Reform initiatives should be attuned to the individuals and communities they are intended to assist and should be designed and implemented only following consultations among individuals, communities, native organizations, industry and government.

5. Reform measures **should** enhance rather than weaken the traditional patterns of independence and self-sufficiency evident among northerners including those currently dependent upon social assistance.

6. Participation in any or all of the reform initiatives should be entirely voluntary with there being no stigma associated with participation.

7. Social assistance recipients should be integrated into mainstream programs and into society rather than segregated in programs exclusive to one group of individuals.

8. Reform should be the product of the collective efforts of the various departments and orders of governments, with each sharing a commitment to the effort and to **sharing** the costs of ~~the various initiatives~~.

What does
this do for
Aff. Act?

Implications

The implications of adopting this statement of principles are significant. Item 1 suggests that the reform process is not intended to result in any lessening of the government's responsibility for or commitment to those in need. For example, there will be some long-term savings growing out of various reconfiguration resulting from the reform process, but those savings are not the driving force behind the initiative. Rather it is a desire to improve the system and to make it more effective while ensuring that those in need continue to have their basic needs met.

Item 2 establishes that individuals and communities, with all their diversity and traditions, are the critical foundation of northern life. No initiative should weaken this. Similarly item

3, involving the individual, seeks to ensure that his or her dignity and rights are respected. Initiatives which proceed at the expense of the individual will not in the long term **serve** the goals of the Northwest Territories. Item 4 furthers the goals envisioned in the preceding two principles by affirming that things should not be done to people but rather with them. Individuals, organizations and communities - geographic communities as well as communities of people - should **be** intimately involved in planning their own futures. Consultation must characterize every stage of the reform process from conceptualization to design to eventual implementation. And if the need for consultation slows the process somewhat, that is a small price to pay for the much richer program that will grow out of involving people in determining their own futures.

Item 5 recognizes that northern peoples, and even those on social assistance for various periods of time, have traditionally **been** independent and self-sufficient. By and large they wish to remain so and indeed have remained so even though a significant portion of their annual incomes may now come from transfer payments. Given the comprehensiveness of the modern state, this may take the form of family allowance, wage employment, unemployment insurance, **social assistance, old age pensions, or** the various grants and subsidies that are conditionally given. These are used to sustain a lifestyle chosen by individuals and communities. And given the commitment embodied in the first principle, namely to assist people in need, government efforts **should** be directed at ensuring that people may remain independent.

Item 6 concerns voluntary participation and reaffirms the right of individuals to make choices. It also makes good sense from a program and a cost-effectiveness point of view. Whether within the social assistance realm or in some other newer context, there is no logic in compelling people to participate. Experience has shown that they will not benefit. Additionally there are invariably many more who want to participate and who consequently will benefit from participation.

Items 7 and 8, involving participation in mainstream programs and inter-agency cooperation, are intended to reinforce perhaps the most fundamental objective of Cabinet in establishing the welfare reform review and the deputies committee. As discussed previously, Cabinet was not looking to lessen society's responsibility for providing for those in need. Instead it was looking to ensure that existing resources were being employed in the most efficient manner possible. That could entail redirecting funds from, for **example,** social assistance to a **harvesters** income support program or it could entail ensuring existing programs are fully utilized. Both these principles **serve** those ends.

Furthermore, the seventh principle, involving social assistance recipients in mainstream programs, reinforces the commitment **to** equal services **for** and equitable treatment of this ever-changing group of people. Segregation leads to stigma and, sometimes, to poorer quality **services**; such is not a desirable foundation for a major effort of this sort. The eighth principle seeks to ensure that the cooperation and shared commitment evident during this initial stage of the reform process continues and that programs offered by different agencies or departments of government are carefully aligned so as to best serve the needs of territorial residents. It also serves to imply that the reforms and program changes do not let anyone, including the Canada Assistance Plan (CAP) and the government of Canada, 'off the **hook**'. Given the current climate of fiscal restraint, there are limited dollars available and the objective ought to be somehow pooling these and then creating more productive spending arrangements, not just more tight-fisted ones.

Objectives

While these principles are intended to apply to reform generally, and possibly to all new strategies in the Northwest Territories, their adoption leads naturally to a further set of objectives relating specifically to the social assistance program. The principles emphasize rights and responsibilities - of clients and of government - as well as support to individuals seeking to maintain or to **re-establish** their independence and **self-sufficiency**. The objectives for change within the social assistance system can then be summarized as:

1. To ensure that rules of eligibility are reasonable and are fairly applied, and that access to assistance and to **services** is available to all persons in need **or** likely to be in need.
2. To ensure that the level of assistance in the social assistance program is adequate to meet basic needs and is equitable among all persons in need.
3. To ensure that services are provided, throughout the territories, which help communities address social problems and that appropriately assist individuals and families in crisis.
4. To provide incentives and an array of support services which realistically assist people on welfare to achieve their goals of self-sufficiency.
5. **To** ensure that departments of government are coordinating their efforts and working cooperatively with communities, agencies, and employers so that social assistance recipients

may take advantage of mainstream **programs** and of the full range of opportunities which exist **in** the Northwest Territories.

6. To ensure that full advantage is taken of the Canada Assistance Plan in funding initiatives targeted to those who qualify under the CAP regulations and guidelines.

The welfare system is a fundamental part of the social and economic structure of the territories. Changes to this system and any effort to integrate the array of income support mechanisms which exist, must be carefully planned so as not to distort the delicate balance which exists. Such **planning** must begin with a thorough examination and analysis of the people and the communities likely to be affected.

3. WELFARE REFORM

This section of the report examines the trends evident within the various welfare reform strategies introduced in different Canadian jurisdictions through the 1980's. It then applies the experiences of these jurisdictions, and the lessons learned, to the situation existing in the Northwest Territories and indicates directions for productive reform here.

Canada has prided itself on being a progressive and caring state committed to ensuring the basic well-being of all its citizens whether young or old, employed or unemployed, poor or non-poor. This commitment, since World War II, has prevented the worst ravages of sickness, disability, unemployment, age and disability. More concretely, this commitment has manifested itself in the development of some of the **world's** best social programs: universal medical care, old age security, unemployment insurance and -- for the poorest in Canada -- the Canada Assistance Plan (CAP).

Introduced in 1966, the Canada Assistance Plan **served** to consolidate and unify the range of welfare programs being delivered by the provincial jurisdictions into a national framework. While responsibility for welfare and welfare services remained with the provinces, pursuant to the Constitution Act, 1867, CAP provided for generous cost sharing by the government of Canada. The conditions surrounding cost sharing were few but were certainly crucial for ensuring that Canadians who were poor were afforded the same rights, the same dignity and the same opportunities as those of other Canadians in more fortunate circumstances.

Essentially CAP created a framework which:

- viewed social assistance as a right of "citizenship rather than as a debt to society;
- addressed **one's** poverty without judgement of whether one was "**deserving**" or "undeserving";
- ensured access to every person in need or likely to be in need regardless of residency;
- ensured that basic needs were met and that welfare **services** designed to prevent and ameliorate poverty were available;
- required that recipients have access to a fair process of appeal;

- prohibited the imposition of obligations on poor people which would never be contemplated for or tolerated by other Canadians.

The Canada Assistance Plan, in principle at least, is the public policy commitment, shared by all governments in Canada, that adequate financial assistance is a fundamental right of every Canadian who is found to meet a certain basic test of need. It is within this parameter that every province and each territory **has built** a **social** assistance system that gives shape **to** this right while recognizing the attendant responsibilities of government and individuals alike.

For more than 20 years **CAP** has well-served those who are poor in Canada and has represented the commitment of governments in Canada to a responsible and supportive welfare system. In the **1980's**, however, there have been two waves of welfare reform strategies, the first sorely testing the outer limits of CAP and of the public commitment to the poor, and the second - more recent - which may further significantly the goals inherent in a progressive and caring state.

Welfare Reform - First Wave

With the downturn in western economies and the rise in unemployment that marked the beginning of the **1980's**, a change in attitudes about social assistance emerged in Canada. A growing number of people in the country shared the belief that welfare budgets were out of control and that assistance was not going just to the people who needed it most. This **lead** to a **rush** by many provincial governments to introduce reform measures intended to control costs, simplify the complexities of the welfare program and address a myriad of issues that had grown up around the delivery of benefits and services. As the income security study for the federal government's **Neilson** Task Force pointed out in 1985, however, none of the provinces wanted to change fundamentally the role of CAP as the mechanism for **federal-provincial** cost sharing of social assistance and welfare services. Provinces also tended to think that federal interpretations of the CAP regulations and guidelines should be less arbitrary.

Two questions that were given considerable attention by the **Neilson** review were the adequacy of assistance rates and the open-ended nature of CAP. An old theme **re-emerged** in the **Neilson** review: the failure of the Canadian income security system to serve the needs of the working poor despite the provisions within CAP to cost share such expenditures. This same theme was echoed by the Royal Commission on the economy a couple of years later.

While these themes were being given increasing prominence, the fiscal situation of most provinces was deteriorating and welfare costs were being viewed as a major element contributing to this situation. After remaining relatively constant at **approximately** 680-690,000 cases per year from 1975 through to 1980, the number of welfare cases suddenly jumped between 1980 and 1983 by 300,000 cases, an increase of approximately 44%. By 1984-85 the caseload had reached an all-time high of 1,034,000 cases, an increase of 51% since the beginning of the decade. There was at the same time a corresponding and dramatic increase in the total cost of welfare.

These increases were concomitant with rising unemployment rates and dramatic increases in the rate of poverty across the country. Thus it should have come as no surprise that most of the people coming onto the welfare rolls were considered employable - still commonly referred to in some provinces as "able-bodied." Whereas about 35% of applicants were considered employable in 1979-80, this proportion rose to 48% by 1984-85 with some provinces, notably British Columbia and Quebec, experiencing increases of more than 65% in this category.

Initially the response to the rapid increase **in** the welfare rolls and welfare costs was to tighten up certain practices and policies but as it became apparent that the increased size of the caseload was being sustained beyond the recession, governments began to turn to legislative controls. British Columbia, Saskatchewan and Quebec were among the first provinces to legislate welfare reform measures which reduced benefits to certain categories of recipients and introduced various training and employment programs. Justification for these changes often included the need for simplification of welfare administration and a **clamour** in certain quarters for greater administrative control and accountability. In some provinces as the welfare reform movement has gained momentum it has included a new emphasis on stricter measures for monitoring and investigating client fraud.

For the most part and in most jurisdictions welfare reform began without any systematic review of the impact that reform measures would have on the rights of social assistance recipients. Nor has much attention been turned to assessing the effectiveness of the new obligations that were being placed on recipients. During this first wave of reform, little if any **planning** occurred in concert with welfare recipients and welfare advocates.

The outcomes of these often ill-considered measures were rarely productive for the governments and the budget planners involved, and invariably onerous for the social assistance recipients now being blamed for their own poverty. The array of "reform" measures introduced came close to negating if not the rules then certainly the spirit of the Canada Assistance Plan.

. Saskatchewan, British Columbia and Quebec introduced a new categorical foundation to their social assistance regulations and tied benefit levels to particular categories. Recipients who were employable were considered to have fewer or lower basic needs than others on the caseload and their entitlements were reduced. British Columbia and Quebec further modified their regulations to scale benefits according to age with those under a certain age - 26 in British Columbia - receiving less than those over that age. Saskatchewan introduced differences based upon a recipient's marital status while British Columbia scaled benefits according to time on assistance and even according to the age of a recipients's dependents.

. In spite of a public commitment to employability enhancement, Saskatchewan's reform measures have eliminated special needs allowances for transportation, essential for making the transition from welfare to work.

. In these three provinces as **well**, there was **imposed upon** recipients a much heavier and more onerous emphasis upon employment programs in spite of the **high** rate of unemployment which existed. In Quebec benefit rates are being tied to a willingness to participate and even to an ability to keep the work placement regardless of its nature. Saskatchewan came to the very fringe of an American-oriented work-for-welfare program with people being required to attend public work projects and job search seminars.

. In these, and some other jurisdictions, access to **social** assistance and to social **services** was sorely compromised as a result of dramatic staffing reductions. And in some cases even the appeal system has become more remote for social assistance recipients with client advocates, who traditionally have assisted clients through this process, being largely eliminated from the system.

Lastly one of the most disturbing elements of this first wave of welfare reform strategies was the effort to cast aspersions on the character of people on welfare by implying that the rate of fraud and other **forms** of abuse among the social assistance population far exceeds such activities among the general population. This purported predisposition to fraud has been used to justify blatant violations of recipients rights and to institute tough new practices for investigating suspected fraudulent activity.

Summary

Perceptions, a specialized journal published by the Canadian Council on Social development, recently summarized what is here regarded as the first wave of welfare reform strategies. Perceptions is critical of reform to the extent that it is being used to get recipients off welfare or to shorten their stay on **welfare**. The authors **claim**, "The tone of reform is evidence that the age-old distinction between the "deserving" and the "undeserving" poor is alive and well in Canada. " They say it has become a way of trying to reduce the personal "deficits" of the individuals of welfare through job-readiness, thus laying the blame on their inadequacies rather than looking at the full economic context of the country. The story points to terms like "employability enhancement" and "propelling people upward **again**" as rhetoric which convinces people to accept the approach of **job-readiness** without question as a reasonable thing to be doing. What is needed, the authors claim, is a broader policy of real job opportunities, child care, social support for workers, adequate wages and income in-kind. (S. **TJorjman** and K. Battle, March 1989, pages 7-10).

Welfare **Reform** - Second Wave

By the middle of the **1980's**, the Canadian economy was beginning to recover and welfare caseloads and costs began to show signs of **levelling** off, a trend which has continued, as in the Northwest Territories, to the present. With this **levelling** and with the experience of the first wave, a new generation of welfare reform strategies have emerged. This newer trend is most evident in Ontario and in Prince Edward Island where the governments undertook and have now completed comprehensive reviews of their welfare systems.

It should be noted that unlike in British Columbia, Saskatchewan, and Quebec, the more recent initiatives seem more committed to providing recipients with both security and opportunity. The premise appears to be that those with no real potential to become financially self-sufficient require the security provided by an adequate level of assistance for the necessities of life. Those with employment potential, on the other hand, may require security only on a temporary basis and really need an opportunity to gain or regain financial self-sufficiency. The Prince Edward Island report is appropriately entitled **Dignity, Security and Opportunity** while the Ontario report is entitled **Transitions**.

The Prince Edward Island report went so far as to concern itself with the indignities often associated with social assistance and the alienation that could ensue. It spoke of the humiliation of having to appear at the welfare office and having to provide considerable personal and private information; of having

third-party verifications undertaken by the social assistance worker; of having to use vouchers instead of cash, thus announcing his or her recipient status to everyone in the vicinity. "For many, the final indignity results when . . . the benefits received are inadequate to meet real need."

Both the Prince Edward Island and the Ontario reviews involved extensive public input. In Ontario the review was conducted by an independent, twelve member review team led by George Thomson, a former family court judge and currently the Director of Education at the Law Society of Upper Canada. The **team's** work spanned two years and involved extensive consultations and research, including public hearings throughout the province, a series of symposia focusing on specific areas of concern, and meetings with advisory groups representing significant interests such as sole-support parents, multicultural groups, legal advocates, business, **labour** and so on. The review process included the preparation of a comprehensive and thoughtful array of research and discussion papers.

The thrust of the reports and their recommendations centre on seven main areas for reforming the social assistance system: the benefit structure, program delivery and methods, staffing, employment and training, administration, special needs of the native community, and related social and economic development programs. The Ontario report outlines a multi-year, five stage implementation plan and while the implementation is designed for Ontario, much of the rest is applicable to every other jurisdiction that has a concern for the thousands of poor adults and children in its midst. It is a well considered fact in the country, that poverty can touch anyone at **anytime** and that there is a strong tradition for recognizing that poverty in the midst of affluence is a public shame. In this vein, the Ontario document outlined a number of fundamental beliefs:

- . governments and the community share a responsibility to support people in need,
- . there is a need to respect the dignity and privacy of people who find themselves dependent upon social assistance,
- . special attention must be paid to the particular needs of the sole-support parents and children who constitute the largest category of people on social assistance,
- . there is an urgent need for benefit levels and the benefit system to reflect the actual needs of recipients,
- . there is a need for a comprehensive array of **client-sensitive** supports, such as child care and transportation for job-search searches, to assist people become independent of social assistance and **financially** self-reliant, and

- there is need for meaningful training and work opportunities, provided in a manner which respects **clients'** decisions and is both non-punitive and productive.

With regard to the question of participation in employment and training programs, both Prince Edward Island and Ontario were unequivocal. The former stated that forcing social assistance recipients to work creates an extremely negative atmosphere. It results in hostile relationships between recipients and staff; it annoys employers who do not wish to be drawn into such an affair; and it promotes a community attitude that pits the tax payer against the recipient. Ontario stated that the practice of obligatory participation should be prohibited although in doing so it was only reflecting the Canada Assistance Plan.

Examining the two reports together one can see a clear and common framework for their recommendations. These are in relation to four general areas:

1. Transition: Believing that "transition" characterizes the process of development for all human beings, the reports suggest that the social assistance program move away from being "care-based" and toward a goal-oriented **model** whereby all social assistance recipients can be given the same opportunities as others in society to achieve independence and autonomy. The report underlines the point that at present many recipients are caught in a "**poverty trap**" which isolates them, and excludes them from society and from the opportunities that support and promote self-reliance.

2. Assurance and equity: The reports affirm that social assistance is neither a gift nor a privilege but rather a right. And this right to assistance extends to all individuals in society regardless of the specific reason for their being in need. It says that such support should be given equitably, not dispensed according to a "hierarchy of deservedness" nor subject to the reach of arbitrary decision-making.

3. Access to opportunity: Supports and resources must be available to facilitate a welfare recipient's transition from dependence to independence. Recipients must be given choices and helped to participate in making decisions affecting them, with special attention being paid to those persons with low self-esteem and few basic life skills. It is important that these supports be delivered through mainstream, socially legitimate processes - processes and programs involving all citizens, not just welfare clients. Otherwise exclusion and **marginalization** will continue.

4. Shared responsibility: Government, the individual on social assistance, the community and the volunteer sector must all

share responsibility for achieving social assistance objectives. This, in concert with long term changes in broader social and economic opportunities, will ensure that services for persons on welfare go beyond simply moving them from dire poverty to less dire poverty.

The Ontario report links these fundamental tenets and its detailed recommendations for reform by establishing a set of ten carefully conceived, well considered and clearly articulated operating principles. The principles focus on the main issues that emerged during the review process and the main barriers confronting social assistance recipients today. They represent the conclusion of thorough consideration of the various points of view on each issue, their historical significance and the practical implications for reform. The principles are such that they are nationally applicable rather than exclusive to Ontario:

1. Eligibility - **All** persons have a right to social assistance based on need.
2. Adequacy - All persons in need must receive a fair and equitable level of assistance.
3. Accessibility - Social assistance must be readily available.
4. Personal development - Social assistance must provide a broad range of opportunities to promote personal growth and integration into the community.
5. Personal responsibility - The welfare **system** must enable individuals to assume responsibility for themselves and must ensure individual choice, **self-**determination and participation in community life.
6. Individual rights - The Charter of Rights and Freedoms, impartial decision-making, the right to due process, access to information and protection of privacy must be keystones of the welfare program.
7. Respect for family life - The welfare system must support the integrity of the family and yet be sensitive to the needs of individual family members who may be at risk.
8. Respect for diversity - **Social** assistance must respect the diversity of cultures and religions which exist in our society and must recognize the unique identity of native communities.

9. Accountability - The administration of the welfare system must be efficient, open and publicly accountable.

10. Shared responsibility - Effectiveness depends upon joint action and the cooperation of the community at large.

Dignity, Security and Opportunity made some 67 recommendations to government and Transitions some 274. In many ways, together, they map a detailed plan that could be used for reforming the social assistance programs in place across Canada.

Many of the recommendations address the issue of benefits from the point of view of both structure and adequacy. The reports call for a definition of "adequacy" that is understandable, suggesting that the market basket method comes closest to reflecting community norms and standards. The market basket method reflects average prices that people in society must pay for basic goods and services.

This is a significant move toward dealing with the problem that welfare benefits tend to leave people far below the poverty line and tend to perpetuate rather than alleviate poverty. The reports suggest that need ought to be the only factor used in determining whether a person is entitled to welfare. Further they recommend that distinctions between short-term and long-term rates based on client categories, rather than actual needs, should be eliminated.

A second set of recommendations highlights the importance of what the Ontario review calls "opportunity planning." The reports envision that this opportunity **planning** would be available to all recipients and would include a full range of **services aimed** at helping individuals integrate more fully into community life. The **services** could be delivered by community agencies with some specializing in particular groups of clients (e.g. single parents, persons with disabilities, or youth). Opportunity planning is portrayed as an essential function of any reformed welfare system and certainly equal in importance to **welfare's** traditional income support function.

In this same vein the reviews recommend increased staffing, the establishment of workload standards and a comprehensive staff training program in order to improve the effectiveness of **service** delivery and to respond to the greater demands being placed on social workers. The Ontario report recommends special arrangements for the planning and delivery of social assistance to native persons, recognizing their particular cultural and political interests.

The **P.E.I.** report devotes some attention to the particular strains placed on social assistance by that jurisdiction's rural nature. It recommends centralizing social services and other government offices in each community so that strong links can develop among the agencies. Such would facilitate the provision of a range of appropriate services. Similarly it urges that staff be well trained so as to ensure their familiarity with the range of **services** and supports available in the area. In this way, the official can ensure that the resident who is eligible for unemployment insurance or old age security applies for that rather than for social assistance; or that the client who could benefit from other **services** is referred to the appropriate community or governmental agency.

The reports also offer recommendations having to do with employment, training and support services designed to help social assistance recipients make the transition from welfare to work and self-reliance. The recommendations include such incentives and supports as increasing work expense exemptions, decreasing the income tax-back rate, guaranteed access to subsidized child care, and the provision of literacy courses through mainstream general literacy programs. The Ontario report recognizes the need to allocate resources for family counseling; credit counseling and special supports for victims of family violence, Crown wards, persons with psychiatric problems and others with specialized barriers to employment. It recommends a range of employment and training opportunities that will meet a broad base of needs. Among its specific suggestions are cooperative education programs for secondary school students, assistance to establish small business ventures, and the expansion of voluntary public **pre-school** educational programs. These are all intended to serve a variety of interests and to begin to address the very real problems of isolation and deprivation that are fundamental to the lives of poor families and poor individuals.

The Ontario report also underlines the importance of drawing on agencies that serve the general population rather than segregating services for social assistance recipients. It wants to integrate social assistance recipients, not create an underprivileged class of people that is somehow set apart. Finally, it recommends a comprehensive study of the length of time that individuals are on welfare and an assessment of the outcome of program impacts for every client.

The Transitions document makes a bold move toward recommending changes and improvements in other social and health programs and services as well. The 45 recommendations that fall into this category call for improved dental care, drug benefits, emergency shelter **service**, mediation services and so on. These measures are recommended for the general population, including welfare clients. For example, the report addresses itself to several

improvements in the development of non-profit housing including land purchases, mortgages, taxes, zoning, et cetera.

Additionally the Ontario report looks beyond the boundaries of Ontario for changes to the welfare system. It calls for national standards for social assistance, particularly in the areas of rates and needs-testing. It suggests changes in the Canada Assistance Plan to provide enriched funding to have-not provinces, to relax existing guidelines on earnings exemptions and to provide for better incentives to assist welfare clients make the transition from welfare to work. The report also calls for the development of new federal-provincial funding arrangements having to do with income supplementation programs for the working poor. The point is to assist individuals and families become independent of welfare wherever possible.

Whatever specific changes and approaches the two reports recommend, the common theme is that society must help persons in need to achieve self-reliance. The underlying tenet is that poverty has its origins in the social and economic system not in the individual. Therefore solutions will come only through shared responsibility. Opportunities through employment, training and community involvement are the key to narrowing the gap between people on welfare and the rest of society.

Social Assistance - Northwest Territories

In Ontario, the Transitions report is a lucid enunciation of what a supportive social assistance framework should be. However, the authors retreat somewhat from their principles when it comes to the more specific recommendations which they offer. For example one recommendation, number 78, states

Entitlement to benefits for recipients who are disabled, sole-support parents, elderly, or temporarily unemployable should not be subject to conditions, but these recipients should have access to and be encouraged to participate in the opportunity planning process. (emphasis added)

The next recommendation, number 79, assumes a significantly less principled view of a different category of client and imposes upon them a significantly greater responsibility.

Recipients other than those who are disabled, **sole-**support parents, elderly, or temporarily unemployable should be required to participate in opportunity planning as a condition of receiving **full** social assistance benefits. (emphasis added)

Applying conditions to **one's** entitlement, based upon subjectively-defined categories, stands in direct contradiction to several of the principles enunciated earlier in Transitions. Those principles stress individual rights and the "presumptive right to social assistance based on **need**" not on a willingness or an ability to participate. The principles enshrine "individual choice" but such is lessened in recommendation 79 above. The Transitions authors, in the final analysis, fall back upon the notion of the **deserving** and the undeserving poor, and for the latter compulsion replaces choice.

The issue arises as to what extent can society afford not to adhere to the principles it establishes for itself. Certainly in the Northwest Territories where society is both so complex and so fragile, there can be little room for backtracking or for compromise.

In Ontario people have more choices than in the north. They may choose to eschew the wage economy. Or they may choose to relocate to regions of higher employment or even to other provinces. Relocation does not entail dramatic cultural or linguistic change. And there are communities to which they can move and find employment. In the north, there is little such choice available to the poor and to those dependent upon social assistance. Furthermore the poor, the unemployed or underemployed, and the under-educated in the north are the aboriginal peoples. Compromising principles and commitments impacts most directly and most immediately upon them, the first peoples of the north.

The social assistance and social **services** systems in the Northwest Territories appear to acknowledge and respect that reality. The Social Assistance Ordinance (1967) very much is modeled upon the Canada Assistance Plan legislation and embodies the principles and commitments inherent in it. The Regulations enacted under this legislation are relatively clear and straightforward, supporting a program which is non-categorical and which is sufficiently flexible to meet client need regardless of whether the recipient is in Fort Smith, **Whale Cove or Resolute**. Both the Ordinance and the Regulations support an administrative system which appears to be sensitive to the needs of clients and communities, periodically reviewing rates and adjusting various allowances. Currently the department is reviewing its allowable earnings exemption levels and is considering raising them so **as** to assist people making the transition from welfare to wage employment.

The department, in conjunction with the Department of Education and with Employment and Immigration Canada, is also moving toward enhancing the "opportunity" element of its mandate while retaining certainly its critical "agency of **last resort**" **role**. The department is currently considering the recommendations of an

earlier review, An Employability Enhancement Strategy for the Northwest Territories (March 1989). That review recommended that the department place more emphasis on the opportunity side of its mandate and that it reach this objective not through new programs but rather through a sharper client focus such as is implied in this report's statement of principles (Section 2).

Most importantly, however, the employability enhancement report emphasized the need to understand thoroughly the situation and the needs of those dependent upon social assistance.

All programming designed for social assistance recipients should be client-based if it is to be **programmatically** effective for clients and cost effective for governments. Those undertaking the design and development of an employability enhancement strategy must begin with an understanding of the social **assistance caseload, of clients' needs, and of the most significant barriers impeding the clients' transition** from welfare to work. Only models or programs built on this foundation will produce the results desired from this sort of initiative. (An Employability Enhancement Strategy, **1989**, p. 78)

This point holds true regardless of the particular initiative, strategy or program being considered. It holds true regardless of the client group. The next section of this report, Profiles, provides information on the territories as a whole, on its regions, and on some nineteen representative communities. The profiles include education, **labour** force and income data in addition to other pertinent demographic and community information.

4. PROFILES

Northwest Territories

Population

The total population of the Northwest Territories is 52,238 persons, an increase of 14.2% over the previous five years. Included in this population are 17,110 children (32.8%) under age fifteen years and 35,130 adults. Among the children, 6,370 are preschool. Among the adults, 2.8% (1470) are over age 65. Males comprise 53% of the adult population and females 47%.

Demographically the population in the Northwest Territories varies notably from the general population of Canada in a number of ways. First, the proportion of children is significantly higher. It is 32.8% compared with 21.3% in the general population. Second, the proportion of seniors in the Northwest Territories, at 2.8%, is dramatically lower than in the general population where seniors make up 10.7%. Third, the Northwest Territories population has a disproportionately higher number of males than females which tends to increase in the older age groups including that of seniors. Overall, 52.5% of the population are male and 47.5% are female. This compares with 48.8% males and 51.2% females in the general population.

The total number of families in the Northwest Territories is 11,220. There are also 12,600 unattached individuals over age 15. Among the families, 84% are two adult families and 16.3% are single parent families. In the general population the proportion of single parent families is somewhat lower at 12.7%. Among the territorial single parent families, 72% (1,310) are headed by women. **Male representation among this group is notably higher than in the general population where only 18% of single parent families are headed by men as compared with 28% in the Northwest Territories.**

The average family in the **NWT** has 2.0 children compared with 1.3 in the general population. Seventy percent of families live in rented dwellings. This proportion is higher for single parent families with 78% living in rented homes compared with 69% of two parent families. Table 3 provides a full description of family housing on the basis of tenure.

Table 3

PRIVATE HOUSEHOLDS, by Type of Household and Tenure of Dwelling
Northwest Territories, June 1986

	Total Occupied Private Dwellings	- Tenure of Dwelling -		on Reserve
		Owned	Rented	
Total Private Households	13,775	3,800	9,925	45
Family Households	10,770	3,165	7,570	35
One-Family Households	10,350	3,060	7,255	35
Primary Family Households	10,020	2*WO	7,000	3 0
Husband-Wife Family	8,630	2,685	5,920	25
Without Children	1,905	670	1,230	5
With No Additional Persons	1,660	570	1,080	5
With Additional Persons	250	100	150	0
With Children	6,720	2,015	4,690	15
With No Additional Persons	5,635	1,715	3,910	10
With Additional Persons	1,090	300	780	10
Lone-Parent Family	1,390	305	1,080	10
With No Additional Persons	925	195	720	5
With Additional Persons	465	105	355	0
Secondary Family Households	330	70	260	0
Husband-Wife Family	225	45	180	5
Without Children	65	10	45	0
With Children	165	30	130	0
Lone-Parent Family	105	25	80	5
Multiple-family Households	420	105	320	0
Non-Family Households	3,000	635	2,355	15
One Person Only	2,290	450	1,830	10
Two or More Persons	715	185	530	0

Source: Bureau of Statistics, W 1989
Table HH86A01

The 1986 Health and Activity Limitation **Survey** (HAM), conducted by Statistics Canada, identified a total of 4,570 persons with disabilities in the Northwest Territories of whom 85, spread over all age cohorts, were living in institutions. Of the 4,485 living in households, 930 (21%) were under 15 years of age, 2,635 (59%) were between the ages of 15 and 64, and 855 (19%) were 65 years and older. Fifty-three percent of the total were male and 47% female. As with the population generally, the Northwest Territories was the only jurisdiction in Canada where there were more males than females with disabilities even in the age 65+ cohort.

HALS utilized the World Health Definition of disability, i.e. "In the context of health experience, a disability is any restriction or lack (resulting from an impairment) of ability to perform an activity in the manner or within the range considered normal for a human being" (WHO, 1980). **HALS** did **not** consider individuals as disabled if they use a technical aid, for example a hearing aid, and that aid leads them to state they have no functional limitation when using the aid. Additionally the concept of time was added as a parameter in the definition. the **limitation** has to be of a minimum of six months duration. Table 4 presents the territorial population with disabilities by age and census area.

Table 4
Population of more severely
disabled persons, by
population, age and
census area

Age	Region			
	NWT	Yellow- knife	Census Area 1 ¹	Census Area 2
< 15	280	80	30	170
15 - 34	465	130	80	255
35 - 54	550	135	105	310
> 54	655	55	90	360

Source: Health and Activity Limitation Survey, SWT, Table 5

Note: 1. C. Area 1 includes Pt. Smith C Pine Point; C. Area 2 includes Baffin, Keewatin, Inuvik, Kitikmeot, Bay River and other.

What is supposed limit (65+)

Of those age 15 or older and living in households rather than institutions:

834

. Approximately 250 (7%) are living with non-relatives and a further 350 (10%) are living alone, the remainder living with family.

. ~~56% reported~~ a disability related to mobility, 44% related to ~~agility,~~ and 28% ~~related~~ to hearing.

. ~~58% report~~ only a mild disability, 33% moderate, and 9% severe; in the 65+ age group, 24% are mildly disabled, 31% moderately and 45% severely so.

. 60% of the sample reported never participating in physical activity.

70% reported no out-of-pocket expenses related to their Disability. Some 18% reported incomes of less than \$1000/annum, 29% incomes of less than \$5000 and 64% less than \$10,000.

. With regard to this population's **labour** force participation, 50% **were** employed mostly **on** a full-time basis, 4% were unemployed, 17% were **not** in the **labour** force and 30% did not state their relationship to the **labour** force.

. 11% of this population had no **formal** schooling, 23% **between** one and eight years, 48% had some or a full secondary education, and 18% had a post-secondary certificate or diploma or a university degree. Most respondents completed their education prior to being disabled.

Language and **Ethnicity**

An estimated 52% of the population are of aboriginal ethnic origin, 23% are of mixed origin, 13% **are** of British ethnic origin and the remainder are of other origins, mostly European.

The dominant language is English with an estimated 66% of the population speaking only English in their homes. The next most common language is Inuktitut which 25% of the people use in their homes.

Education

Statistics Canada estimates that one-third of the population, age 15+, have less than grade nine education, 22% have at least some vocational or trades training, 7% have some university education and 8% have university degrees. Table 5 reflects the territorial population, age 15+, by highest level of education, sex and age while Table 6 provides information on the number of high school graduates by region and community. Table 7 provides similar data by ethnicity and sex.

There are 9640 persons in the Northwest Territories with some post-secondary education including 3775 in **Yellowknife**, 2415 in Fort Smith region, 1495 in Inuvik region, 1095 in **Baffin**, 525 in Keewatin and 340 in **Kitikmeot**.

Labour Force

Labour force participation in the **NWT**, estimated at 70%, is higher than for Canada generally (67%). As in the general population, however, the rate is lower for females (63%) than for males (76%).

Based upon preliminary data from the 1989 **NWT** Bureau of Statistics **Labour** Force Survey, some 20,328 residents were employed and 3,922 are registered as unemployed, for a 16% rate of unemployment. At the same time nationally, the unemployment rate was 8%. In the territories, the unemployment rate was 30% for those of aboriginal ancestry and 5% for non-natives. Among those of aboriginal ancestry, the unemployment rate was lowest for Metis at 19%, compared to 27% for the **Inuvialuit**, 31% for the Inuit, and 35% for the Dene. The unemployment rate for men (17%) was higher than for women (15%). However, almost as many women (4,091) as men (4,685) were looking for work. Table 8 describes in detail **labour** force activity on the basis of education and sex, and Table 9 provides similar detail on the basis of age and sex.

Preliminary data from the 1989 **Labour Force Survey** ^{what % cases for different stats} suggest that of the unemployed in the territories, 60% were seeking full-year work, 16% seasonal work and 18% either. Some 71% were seeking full-time work, 12% part-time and another 12% either. Sixty-eight percent of the unemployed thought they required further training and 55% of these 2,657 people were willing to travel for training.

Table 5

POPULATION 15 YEARS AND OVER, by Highest Level of **Schooling**, Sex and Age
Northwest Territories, June 1986

	Total Over 15 Years	Less than Grade 9	Grades 9-13 without Certificate or Diploma	Grades 9-13 with Certificate or Diploma	Trades Certificate or Diploma and Other Non- University	University Without Degree	University Degree
Total	34,930	11,585	8,105	2,175	7,855	2,320	2,895
15-24 Years	10,455	3,810	3,865	725	1,505	395	155
25-34 Years	10,380	1,755	2,265	910	3,170	1,030	1,245
35-44 Years	6,870	1,780	1,180	345	1,905	625	1,030
45-54 Years	3,775	1,835	515	125	840	160	300
55-64 Years	2,040	1,250	180	45	330	90	145
65 Years and Over	1,410	1,160	95	20	100	20	20
Males	18,500	5,975	4,095	920	4,675	1,125	1,700
15-24 Years	5,325	2,055	1,965	295	745	175	90
25-34 Years	5,405	855	1,145	400	1,900	480	630
35-44 Years	3,800	905	610	165	1,175	325	625
45-54 Years	2,050	895	240	35	570	100	225
55-64 Years	1,155	660	95	20	220	40	115
65 Years and Over	755	605	45	10	65	10	20
Females	16,435	5,610	4,005	1,255	3,175	1,200	1,190
15-24 Years	5,130	1,755	1,900	435	760	220	65
25-34 Years	4,975	895	1,125	510	1,270	550	620
35-44 Years	3,070	875	570	180	735	300	400
45-54 Years	1,770	940	280	90	275	60	75
55-64 Years	880	590	85	25	110	45	30
65 Years and Over	650	550	45	10	35	15	0

Source: NWT Bureau of Statistics
1986 Census Table SC86B01

Table 6

1987/88 GRADE 12 GRADUATES BY HOME COMMUNITY

for one year

~~21/11/88~~

BAFFIN REGION:

HOME COMMUNITY	NUMBER OF GRADUATES
ARCTIC BAY	2
CAPE DORSET	1
GRISE FIORD	1
IQUALUIT	10
LAKE HARBOUR	4
PANGNIRTUNG	2
POND INLET	1
RESOLUTE BAY	1

TOTAL: 22

INUVIK REGION:

HOME COMMUNITY	NUMBER OF GRADUATES
AKLAVIK	1
ARCTIC RED RIVER	1
FORT FRANKLIN	3
FORT McPHERSON	1
FORT NORMAN	2
INUVIK	15
TUKTOYAKTUK	4

TOTAL: 27

KEEWATIN REGION:

HOME COMMUNITY	NUMBER OF GRADUATES
BAKER LAKE	3
CHESTERFIELD INLET	2
CORAL HARBOUR	2
ESKIMO POINT	2
RANKIN INLET	1

TOTAL: 10

KITIKMEOT REGION :

HOME COMMUNITY	NUMBER OF GRADUATES
CAMBRIDGE BAY	1
GJOA HAVEN	6
HOLMAN	1
s - BAY	2

TOTAL: 10

FORT SMITH REGION :

HOME COMMUNITY	NUMBER OF GRADUATES
FORT F&SOLUTION	3
FORT SIMPSON	2
FORT SMITH	16 ✓
HAY RIVER	16 ✓
PINE POINT	5
RAE-EDZO	3
WRIGLEY	1

TOTAL: 46

YELLOWKNIFE :

HOME COMMUNITY	NUMBER OF GRADUATES
YELLOWKNIFE	111

TOTAL: 111

GRAND TOTAL: 226

Source: Dept. of Education, NWT

Table 7
 High School Graduates by Ethnicity and Sex, 1987/88

ETHNICITY	MALE	FEMALE	TOTAL
DENE	8	5	13
INUIT	23	16	39
METIS	6	14	20
NON-NATIVE	68	86	154
TOTALS:	105	121	226

Source: Dept. of Education, NWT, 12.04.89

Table 8

POPULATION 15 YEARS AND OVER, by Labor Force Activity, Highest Level of **Schooling** and Sex
Northwest Territories, June 1986

	Total	Less than Grade 9	Cr. 9-13 without Cert. or Diploma	Gr. 9-13 with Cert. or Diploma	Trades Cert. or Diploma	some Uni versi ty or Non- Uni versi ty Without Diploma	Uni versi ty or Non- Uni versi ty Cert. or Di pl oma	Uni versi ty Degree
Total	34,930	11,580	8,105	2,175	3,435	3,120	3,625	2,895
Labor Force	24,365	5,280	5,430	1,875	3,105	2,650	3,325	2,705
Employed	20,950	3,675	4,540	1,715	2,855	2,385	3,120	2,665
Unemployed	3,420	1,610	885	160	255	265	210	40
Not in the Labor Force	10,560	6,300	2,670	300	335	470	300	190
Participation Rate (%)	69.8	45.6	67.0	86.2	90.4	84.9	91.7	93.4
Unemployment Rate (%)	14.0	30.5	16.3	8.5	8.2	10.0	6.3	1.5
Males	18,495	5,975	4,100	920	2,570	1,645	1,590	1,705
Labor Force	14,235	3,220	3,025	860	2,430	1,505	1,530	1,665
Employed	12,150	2,195	2,480	790	2,235	1,360	1,440	1,650
unemployed	2,085	1,025	545	75	190	145	90	10
Not in the Labor Force	4,265	2,755	1,075	55	140	135	60	35
Participation Rate (%)	77.0	53.9	73.8	93.5	94.6	91.5	96.2	97.7
Unemployment Rate (%)	14.6	31.8	18.0	8.7	7.8	9.6	5.9	0.6
Females	16,435	5,605	4,005	1,255	870	1,470	2,035	1,190
Labor Force	110,140	2,065	2,410	1,015	680	1,145	1,795	1,040
Employed	8,795	1,480	2,065	925	620	1,025	1,680	1,010
Unemployed	1,335	585	345	85	60	120	110	25
Not in the Labor Force	6,295	3,545	1,600	240	190		235	155
Participation Rate (%)	61.7	36.8	60.2	80.9	78.2	77.9	88.2	87.4
Unemployment Rate (%)	13.2	28.3	14.3	8.4	8.8	10.5	6.1	2.4

Source: NWT Bureau of Statistics
1986 Census, Table LF86B03

Table 9

POPULATION 15 YEARS AND OVER, by Labor Force Activity, Age and Sex
Northwest Territories, June 1986

	Total Over 15 Years	15-24 Years	25-34 Years	35-44 Years	45-54 Years	55-64 Years	65 Years and Over
Total	34,930	10,455	10,380	6,870	3,775	2,040	1,410
Labor Force	24,370	5,925	8,615	5,740	2,725	1,180	185
Employed	20,950	4,455	7,635	5,185	2,460	1,050	175
unemployed	3,420	1,470	985	555	265	130	15
Not in the Labor Force	10,560	4,535	1,760	1,130	1,050	860	1,220
Participation Rate (%)	69.8	56.7	83.0	83.6	72.2	57.8	13.1
Unemployment Rate (%)	14.0	24.8	11.4	9.7	9.7	11.0	8.1
Males	18,495	5,325	5,400	3,800	2,050	1,155	755
Labor Force	14,235	3,165	4,995	3,460	1,705	775	130
Employed	12,150	2,260	4,425	3,120	1,540	685	120
unemployed	2,085	905	570	335	165	90	10
Not in the Labor Force	4,265	2,160	410	-340	350	375	630
Participation Rate (%)	77.0	59.4	92.5	91.1	83.2	67.1	17.2
Unemployment Rate (%)	14.6	28.6	11.4	9.7	9.7	11.6	7.7
Females	16,435	5,135	4,975	3,070	1,725	880	650
Labor Force	10,140	2,760	3,620	2,280	1,020	400	60
Employed	8,800	2,190	3,205	2,060	915	365	55
Unemployed	1,335	560	420	215	100	35	5
Not in the Labor Force	6,295	2,375	1,355	790	705	480	595
Participation Rate (%)	61.7	53.7	72.8	74.3	59.1	45.5	9.2
Unemployment Rate (%)	13.2	20.3	11.6	9.4	9.8	8.8	8.3

Source: NWT Bureau of Statistics
1986 Census Table LF86B01

25% of 45% | How does this
 Jive with stats
 on page 31

There were 14,323 "not employed" in the territories at the time of the **survey**. Of these 42% wanted full-time work, 28% had been looking for work, **45%** believed they required further training and **35%** were willing to travel for that training.

Major occupations in the territories are managerial and administrative, clerical, construction trades and service occupations with the dominant industries being government and service industries, primary industries, trade industries and transportation.

Preliminary unedited data from the 1989 **Labour Force Survey** also suggest that some 9500 persons in the Northwest Territories are engaged in harvesting activities. This number as a percentage of the total **labour** force is very similar to the percentage of **harvesters** identified in the 1984 **Labour Force Survey**. Of these 9500 people, 583 are engaged in trapping, 6,498 in fishing and/or hunting, and 2447 in both. Approximately 97% are of aboriginal ancestry. Some 83% of those engaged in trapping are male as are 67% of those engaged in hunting or fishing.

Thirty percent of trappers and 42% of hunters were also employed for some period of time through the year. **The median** educational attainment level **achieved by** trappers was grade 6 and by hunters grade 7. Approximately 20% of both groups never attended school while slightly more than 20% had a grade 10 or better standing.

Further information on the harvester population is provided by the Canadian **Arctic Resources Committee (CARC)** in its report Keeping on the Land (1988). Significant findings from that report include:

- . in 1986 there were approximately 6000 native households of which some 4200 were located in predominantly native communities outside of the five regional centres.
- . **harvesting** is concentrated in approximately 50 communities which are home to three quarters of the aboriginal population. In 1986, 12,406 General Hunting Licences were issued although **CARC** estimates that the number of harvesters is less than half that number.
- . within those 4200 native households, there are 5500 harvesters who participate to a significant degree in the hunting, fishing, and trapping economy of the territories.
- . each **harvester** is generating about \$10,000 worth of wildlife food production **annually**. Annualized capital and operational costs for serious **harvesting** households can amount to \$10,000 per year.

CARC concluded that a Wildlife Harvesting Support Program (WHSP) could be an effective tool for "making an already productive, if vulnerable, part of the **NWT** economy a more prominent and stable feature of" northern economic life. " (p. 4)

Migration

Statistics Canada data present a picture of considerable **mobility** among the population of the Northwest Territories.

. some 29,500 people, or 57% of the territorial population, were born in the territories while 38% were born elsewhere in Canada and 5% were immigrants. This is significantly less than for Canada as a whole; some 71% of the Canadian population were born in their province of residence.

This is interesting

. in 1988 some 7790 people were involved in **interprovincial** and international migration with 3704 coming into the territories and 4086 leaving the territories. The territories suffered a net loss of 382 people due to migration. The situation in the preceding three years was similar with migration involving 8249 **people in** 1987, 8123 people in 1986, and 7536 people in 1985. Through those three years the territories suffered a net loss of 3444 people due to migration. The last year in which there was a net in-migration was in 1984.

. the largest source of migrants to the territories was Alberta. It provided approximately **31%** of all people coming into the territories followed by Ontario with 18%. Alberta is also the primary place of residence for the largest portion (34%) of those leaving the territories. This pattern is likely related to the need **for skilled labour** in the north.

. within the territories itself, there is also significant movement. Within communities, some 62% of the population over 5 years of age changed places of residence at least once since the 1981 census. In 1986 almost 30% of the total population lived in a different community than in 1981 with 15% moving from one region to another.

Income

(The average income of families in the Northwest Territories was \$39,972 at the last census. And **1415** families had incomes of less than \$10,000. It should also be noted that some families live together in larger groups and share financial resources. When families are defined in this way there are 11,050 in total. This increases the average income to an estimated \$42,150 per

Remember we paid value of country food not counted as income

economic family. Unfortunately, data on those living below the poverty line are not available. The **average** income of males in the Northwest Territories is \$23,900 and of females is \$15,037. Table 10 provides information on the **range** of incomes for the territories as a whole on the basis of **those** who filed income tax returns in 1987. What is striking is **the** percentage of people reporting incomes of less than \$15,000.

Table 10
Income reported
by taxfilers
NUT, 1987

	<\$15	Income (\$000)			>\$50 "
		\$15-24	\$25-34	\$35-50	
NWT	44%	15%	13%	15%	13%

Source: Revenue Canada data, NWT Bureau of Statistics

Income in the Northwest Territories, as elsewhere, originates from many sources. In the first two months of 1989, an average of \$2.05 million was paid to territorial residents through unemployment insurance. In 1985 the average monthly infusion of unemployment insurance benefits amounted to \$1.63 million distributed to an average of 1600 recipients.

Income from the Canada Pension Plan totalled \$3.8 million distributed among 1,401 people. Old Age Security, the Guaranteed Income Supplement, and the Spouses' Allowance contributed a further \$10.6 million to some 1600 recipients. The territorial Senior Citizen Benefit gave some \$1.3 million to 1250 residents over the age of 65. Total Family Allowance payments amounted to \$8.1 million in 1988; this was paid to 9,400 families and to 197 agencies on behalf of 20,500 children.

A last but certainly very significant element of the income security system in Canada - **social** assistance - contributed over \$19 million to the income of families and individuals in the Northwest Territories. It is estimated that the income security system provided, in total, some \$62.6 million through 1988. (NWT Bureau of Statistics, Statistics Quarterly, March 1989)

*CAP - 3.8
OAS - 10.6
GIS - 1.3
SA - 8.1

23.8*

Cost of Living

The cost of living in the Northwest Territories is significantly higher than in the southern part of Canada. It varies considerably from region to region, with the highest cost area being **Kitikmeot** in the north central part of the territories. The cost of living in that region is upwards of 2.5 times more expensive than living in Edmonton and food prices are 1.5 to 2 times as high as in **Yellowknife**. The cost of a basic food basket which is considered nutritional in the short-term in **Yellowknife** in March 1989 was the highest in the country along with Whitehorse compared with 16 southern cities. The cost for a family of 4 was estimated at \$154 per week. The next highest was Thunder Bay at \$125 for a comparable basket. Figure 1 shows the food price-indexes relative to the different regions in the Northwest Territories and the living cost differentials relative to baseline cities in the south.

Housing

Perhaps the most significant element of the cost of living relates to housing with the average value of an owner-occupied dwelling in the Northwest Territories being \$74,900. There are 13,900 such dwellings with an average of 3.76 persons per dwelling. This rate is the highest in the country with the national average being 2.79 persons per dwelling:

there currently exist some 4,270 public housing or Home Ownership Assistance Program units in the territories. Current need, as assessed through community surveys, is estimated to be a further 3150 units.

. the NWT Housing Corporation has a budget of approximately \$50 million, 66% of which is directed through local housing associations for construction, operations and maintenance. Its budget permits the construction of some 300 new units per year regardless of the assessed need.

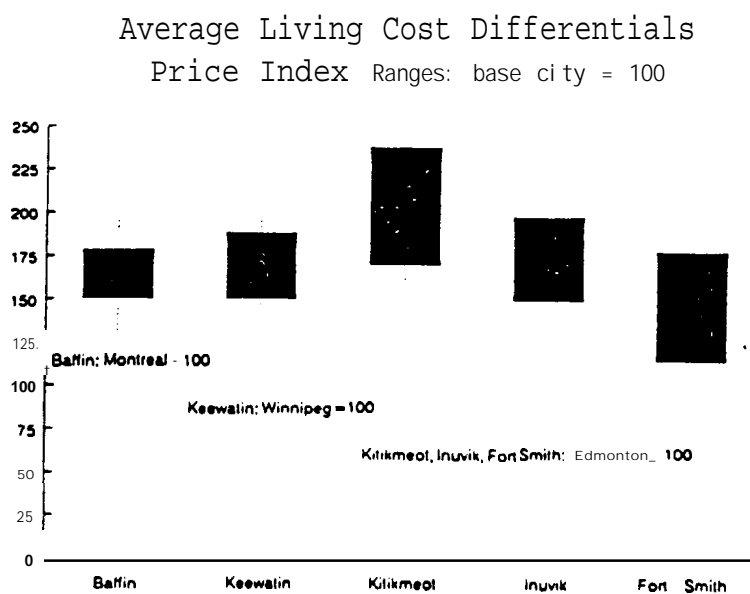
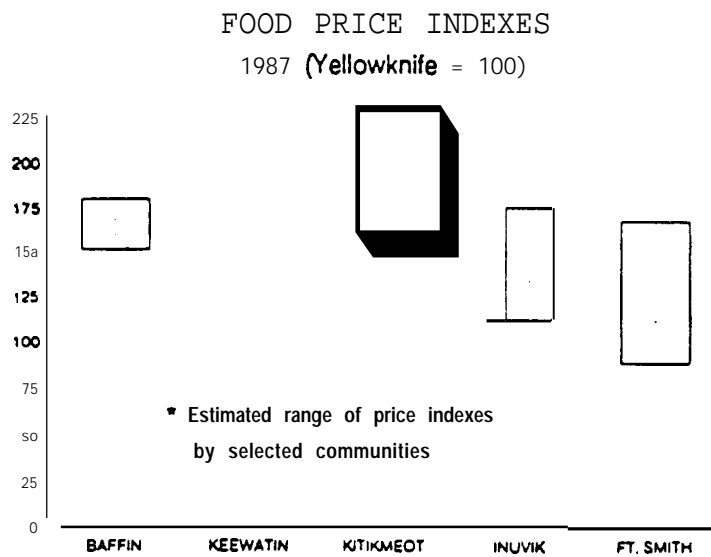
. in addition to its rental and home ownership units, the housing corporation has two day care units, both in **Yellowknife**, 190 senior citizen housing units, and 84 other warehouse, office and workshop units.

. persons on social assistance, senior citizens and tenants with disabilities are all charged the minimum rental fee of \$32 per month. For others the rent charged ranges from 16.7% to a maximum of 25% of 'assessable' income. Rents are further adjusted according to family size and geographic zone. A new rental scale is under consideration.

very low
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what is
needed?

Figure 1



Source: Bureau of Statistics Sept. 1988

Social Assistance

Data available from the Department of Social **Services** in the Northwest Territories indicate an average monthly social assistance caseload, through 1988-89, of 3082 cases and 9235 persons, including all adults and children. This represents a ratio of 2.9 persons per case. As reflected in Table 11, both the caseload and social assistance costs have increased dramatically since 1984 although there was some **levelling** in 1988-89.

Table 11
Social assistance by
average monthly caseload
and expenditures

Year	Cases (No.)	Expenditures (\$)	Average Exp./ case (\$)
1984/85	2032	\$ 775,208	\$382
1985/86	2204	922,021	418
1986/87	2352	1,088,648	463
1987/88	2822	1,494,366	530
1988/89	3071	1,633,528	532

Source: DSS, 13.7.89

Through the course of the year, it is estimated that there are approximately 7600 different cases. Given the person/case ratio of 2.9, this suggests that as many as 22,000 people - or 42% of the entire population - are dependent upon social assistance for some period of time through the year. The rate is the highest in **Kitikmeot** region where about 60% of adults and almost all the **children** (97%) are on welfare at some time through the year. While there are strong indications that many people are on assistance for only brief periods of time, there is also evidence that many come on to the welfare caseload more than once in the course of a year. Further study of welfare data is needed to gain insights regarding recidivism and this aspect of welfare dependency.

Each social assistance case in the Northwest Territories is categorized according to reason for assistance. Table 12 presents cases by reason for assistance and points to unemployment and insufficient income while working as being the primary reasons why people are dependent upon social assistance. Table 13 presents the caseload from the perspective of the number

Does this mean that I don't get the

of adults and children dependent upon social assistance. Table 14 **focuses again** upon reason for assistance but from a regional perspective and on an average monthly basis.

Table 12
Reason for assistance
by case, persons, and costs
NWT, 1988-89

Reason for Assistance	Cases (%) (N=3082)	Persons (%) (N=9235)	costs (%) (N=\$1, 635, 681)
Ill health/ disabled	14%	9%	15%
Dependent children	16	18	18
Unemployed but able	38	38	38
Not enough income	21	27	19
Other	11	8	10

Source: DSS, X081401, 25.6.89

Table 13
Persons on social assistance
by region and **community**
NWT, 1988-89

Region/ Community	Adults (No .)	Children (No .)
Yellowknife	899	476
Fort Smith	2142	1767
Snowdrift	151	127
Fort Smith	400	266
Hay River	173	142
Fort Simpson	293	161
Fort Liard	114	123
Inuvik	1827	1546
Fort Good Hope	233	217
Inuvik	522	388
Fort McPherson	155	158
Tuktoyaktuk	257	242
Baffin	2721	3102
Igloolik	221	362
Clyde River	144	192
Resolute	32	44
Cape Dorset	440	484
Keewatin	1339	1593
Eskimo Point	284	378
Baker Lake	345	363
Whale Cove	74	100
Kitikmeot	1487	1362
Holman	99	82
Cambridge Bay	310	267
Pelly Bay	136	135
m, Total	10,671	10,036

Source: DSS, Q081643, 5.7.89

Table 14
Reason for assistance
by region, cases, persons and costs
1988-89

Region	Cases	Persons	Amount	Average cost Case/me.
Yellowknife	270	554	\$156,976	\$581
ill health/ disabled	82	118	53,192	649
dependent children	55	177	40,547	737
unemployed but able	34	68	14,629	430
not enough income	47	110	25,125	534
other	52	82	23,481	452
Fort Smith	580	1570	\$258,871	\$446
ill health/ disabled	104	188	48,745	469
dependent children	69	214	35,023	508
unemployed but able	192	585	92,400	481
not enough income	127	414	49,202	387
other	88	174	33,501	381
Inuvik	477	1277	\$246,974	\$518
ill health/ disabled	103	177	52,667	511
dependent children	101	314	59,835	592
unemployed but able	144	420	75,858	527
not enough income	71	250	32,151	453
other	58	117	26,463	456

persons on **S.A.** (cent'd)

Region	Cases	Persons	Amount	Average cost Case/me.
Baffin	770	2596	\$391,069	\$508
ill health/ disabled dependent children unemployed but able not enough income other	78 152 271 209 61	209 585 753 851 199	48,835 83,398 129,537 97,315 31,984	626 549 478 466 524
Keewatin	440	1605	\$269,103	\$612
ill health/ disabled dependent children unemployed but able not enough income other	25 15 283 92 25	64 54 1027 397 63	16,472 10,662 183,010 46,703 12,225	658 711 647 508 490
Kitikmeot	540	1622	\$310,465	\$575
ill health/ disabled dependent children unemployed but able not enough income other	35 101 236 112 57	116 331 617 431 127	26,494 68,999 132,325 56,125 26,521	757 683 561 501 465
Total NWT¹	3082	9235	\$1,635,681	\$531

Source: DSS, 08012-0, 25.6.89

Note: 1. May not Add due to rounding and to number of recipients living outside of the territories.

As indicated in Table 15, duration on social assistance depends not just on family status but on the number of children in the household. It should be added that there will be considerable variations in the monthly assistance provided depending upon the number of children in a family or the cost of special needs associated with disabilities and other such factors.

Table 15
Families with dependents
on social assistance
NWT, 1988-89

No. of Dependents	Number of cases	Average duration (mos.)	Average entitlement per month (\$)
None	511	4.4	\$428
One	1606	5.2	451
Two	1200	5.8	580
Three	706	5.9	689
Four	478	6.2	772
Five	198	6.4	843
Six+	157	6.9	936

Source: DSS, Q081650, 4.7.89

Table 16 summarizes the family status of persons on social assistance by region while Table 17 presents the caseload by the number of persons and **Table 18** examines those cases without children. Figure 2 presents duration on social assistance relative to the number of dependents and indicates, again, the association between number and length of dependency.

Table 16
S.A. cases
 by family status and
 region, **NWT** 1988-89

Region	Single Persons No.(%)	Couples No.(%)	Single Parents No.(%)	Total Cases
Yellowknife	486 (54%)	195 (22%)	223 (25%)	904
Fort Smith	637(40)	566(36)	373(24)	1576"
Inuvik	487(36)	478(35)	384(28)	1349
Baffin	556(30)	891(49)	382(21)	1829
Keewatin	215(25)	474(55)	175(20)	864
Kitikmeot	308(31)	481(48)	218(22)	1007
out of NWT	31(66)	9(19)	7(15)	47
m, Total	2720 (36)	3094 (41)	1762(23)	7576

Source: DSS, Q081650, 4.7.89

Table 17
Cases with children
NWT, 1988-89

No. of Children	Single Parents		Two Parents	
	Cases	Persons	Cases	Persons
1	915	1830	690	2070
2	499	1497	702	2808
3	215	860	492	2460
4	86	430	391	2346
5	33	198	165	1155
6	10	70	93	744
7	2	16	30	270
8+	.	--	21	210
TOTAL, NWT	1760	4901	2584	12,063

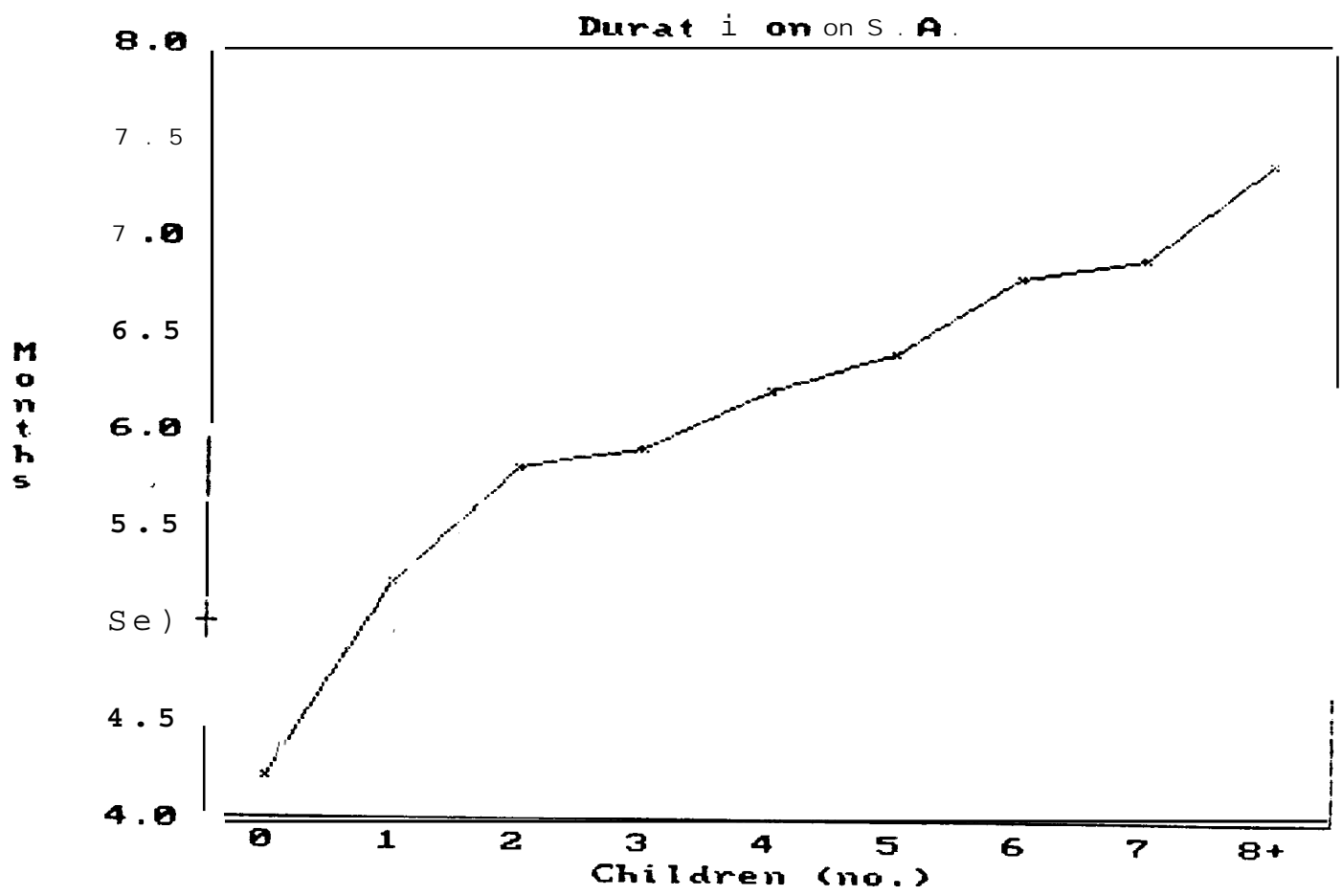
Source: DSS, Q081643, 5.7.89

Table 18
Cases without children
NWT, 1988-89

Unattached Individuals Cases/Persons	Couples	
	Cases	Persons
2721	511	1022

Source: DSS, Q081643, 5.7.89

Figure 2



Service Infrastructure

Education: While all communities have primary schools, 7 have high schools and 40 have adult education **centres**. There are student residences and a home boarding program for students who have to relocate from other communities. The Arctic College operates in 3 regions delivering the territorial continuing education program which includes literacy training, personal development and skills training. In addition the college provides technical and vocational programs as well as university transfer courses.

Health Care: There are four regional hospitals, a coordinated system of home care and a system of medical transportation as well as health promotion and extensive family life education programs.

Justice: **Police** service is provided on a contract basis by the Royal Canadian Mounted Police. The legal aid system includes the **Arctic** Public Legal Education and Information Society which undertakes to explain the law and the legal system to northerners. Legal aid for civil and criminal cases is provided through a three tiered system including legal **services** clinics, contract lawyers on circuit, and private sector lawyers engaged for particular cases. These are complemented by paralegals, by court workers and by community representatives. There is a Legal Aid Advisory Board consisting of representatives from the two orders of government, the legal profession and the community. Legal aid is funded through the territorial Department of Justice and has a budget of \$3.3 million.

Housing: Six district offices deliver the **Homeownership** Assistance and Public Housing Programs. The former includes home repair for senior citizens as well as emergency repair and home improvement. Public housing is delivered through six local housing authorities.

Culture and Communications: There is a centralized library system which includes community libraries, small local collections, **service** by mail, central technical and reference services and a specialized government library. Twenty-five community broadcasting systems are funded by the territorial government. These operate in communities that don't receive the **CBC**. The Northwest Territories Arts Council provides funding for literary, visual and performing arts development. The Language Bureau provides aboriginal language interpreting and translation services. A system of museums including the Prince of Wales Northern Heritage **Centre**, provides a forum for northern art and provides art education.

Social Service: Child welfare services include foster homes, group homes and larger facilities in Fort Smith, Inuvik and **Yellowknife**. There are some safe shelters and community services for victims of family violence and treatment programs **for** offenders. Major initiatives have been called for in a recent study to **address** the problem of child sexual abuse.

Correctional services include both residential and community treatment options for adult and youth offenders. Residential **services** are available for alcohol and drug abusers as well as community services focusing on prevention, education and counseling. There are community mental health programs including psychological assessment, education and health promotion. The array of **services** for persons who are handicapped or aged emphasize such in-home supports as **homecare**, respite and meals on wheels. **VRDP** and the Senior Citizens Supplementary Benefit are designed to specifically address the needs of these two **important** groups. Licensed day care is a new program in the Northwest Territories starting in 1988. As part of the transition the Northwest Territories has provided grants to 24 **centres** - as the program evolves the government will be providing support to users, start up and operating assistance to **centres**, as well as training programs for staff. To date 22 **centres** have applied for **licences**.

Appendix C, prepared by the Department of Social **Services**, provides a detailed and thorough overview of the range of support services available by region in the Northwest Territories. These **services** and the community-based organizations which exist are critical foundations for any and all new reform and development strategies.

Baffin Region

Population

Based upon 1986 census data there are 9975 persons in **Baffin** region, an increase of 20.2% over the previous five years. Females constitute 47.37% of the population and males 52.7%.

There are 2365 unattached adults and 1880 families in this region of which 320 are headed by single parents, 61% of whom are female. The average number of children per family is 2.7.

There are 1430 children, age 0-4, and 3850 (38.5% of the population) children in total age 14 and under. There are **also** 6110 adults age 15+ including 185 (1.85%) seniors age 65+.

Language and **Ethnicity**

An estimated 78% of the population are of aboriginal ancestry and a further 9% are of mixed origin. The remaining 13% are of other origins, primarily European.

The dominant language is Inuktitut with an estimated 80% of the population speaking only this in their homes. The next most common language used is English, spoken by 16% of the population.

Education

Statistics Canada estimates that 50% of the population in this region, age 15+, have less than a grade 9 education, 4% have at least some post-secondary vocational or trades training and 6% have some university education.

Labour Force

The **labour** force participation rate for adults, age 15+, is estimated at 63%. The rate is higher for men (70%) than for women (56%). The participation rate for those of aboriginal ancestry is 55% and for those of non-aboriginal ancestry, 91%

There are 3,145 working and 854 unemployed persons, for an unemployment rate of 21%. Unemployment rates in the region vary dramatically, from 3% in Nanisivik to 39% in Hall Beach. **Iqaluit**, the region's largest community, had an unemployment rate of 14%. Some 4,376 people worked during the course of 1988. At the time of the **Labour** Force Survey, 2,274 persons wanted a job. The unemployment rate is highest for youth, aged 15 to 24 years,

at 34%. Table 19 summarizes the participation rate in the **labour** force on the basis of education indicating that two-thirds of the adults in the region who are either not in the **labour** force or are unemployed have less than a grade 9 education.

Preliminary data from the Northwest Territories Bureau of Statistics indicate that some 674 persons are engaged in trapping and 2959 in hunting and fishing, a portion of whom would be engaged in both.

The major occupations include clerical, managerial and administrative, service, construction and transportation, largely associated with government, primary industries and trade industries.

Table 19
Labour force activity
by education level

Baf f in	Total	< Grade 9	Grade 12	University degree
Employed	3020	1000 (33%)	290 (10%)	340 (11%)
Unemployed	845	545 (64)	25 (3)	5 (1)
Not in Labour Force	2255	1535 (68)	25 (1)	25 (1)

Income

The average income for a family was \$31,200 in 1986 in Baffin region. The average income of males was \$21,830 and of females \$12,630. There were 235 families with total income less than \$10,000. Table 20 itemizes on a community basis the income levels among those who filed income tax returns in 1987. Clearly there are significantly more high income earners in Resolute than in the region as a whole.

Table 20
Income reported by
taxfilers (%)
Baffin, 1987

Community	Income (\$000)			
	<\$15,000	\$15-24	\$25-35	>\$35, 000
Cape Dorset	67%	13%	7%	13%
Clyde River	71	--	15	14
Igloolik	64	9	9	18
Resolute	25	25	--	50

Social Assistance

On average through 1988-1989, there were 770 social assistance cases per month in **Baffin** region. These cases included approximately 2596 persons for a ratio of 3.4 persons/case.

Of this caseload, 78 cases needed welfare due to being ill or disabled, 152 "due to having dependent children, 271 due to being unemployed, 209 due to not having enough income, and 61 for other reasons.

30% of the social assistance cases were single, unattached individuals, 21% were single parents, and 49% were other family units either with or without children.

The total cost of assistance in the average month was \$391,000 with the average cost per case being \$508 per month.

The caseload included 2721 adults, age **16+**, and 3102 children.

community Profile: Cape **Dorset**

Population

Based upon 1986 census data there are 872 persons in Cape **Dorset**, an increase of 11.2% over the previous five years. Females constitute 47% of the population and males 53%.

There are 200 unattached adults and **160** families in this community of which 25 (16%) are headed by single parents, 60% of

whom are female. The average number of children per family is 2.9. There are 160 economic families in the area in which the persons live together in one household and share financial resources.

There are **135** children, age 0-4, and 350 children (40% of the population) in total, age 14 and under. There are also 515 adults age **15+** including 20 (2.3%) seniors over age 65.

Language and **Ethnicity**

An estimated 93% of the population are of aboriginal ancestry and a further 2% are of mixed origin. The remaining 5% are of other origins, primarily European.

The dominant language is **Inuktitut** with an estimated 93% of **the** population speaking only this in their homes. The next most common language used is English, spoken by 7% of the population.

Education

Statistics Canada estimates that 67% of the population, age 15+, have less than grade 9, 2% have at least some **post-secondary** vocational or trades training, and 4% have some university education.

Labour Force:

The **labour** force participation rate **for** adults, age **15+**, is estimated at 54%. The rate is higher for men (68%) than for women (47%).

There are 217 working and 93 unemployed, for an unemployment rate of 30%. Three hundred and fourteen people worked for some period of time through 1988. Some 269 wanted a job at the time of the 1989 **Labour** Force **Survey**.

Preliminary data from the Northwest Territories Bureau of Statistics indicate that some 322 persons are engaged in hunting or fishing and 58 in trapping, a number of whom may be engaged in both.

Income

The average income for a family was \$21,130. There are 25 families in Cape **Dorset** with incomes less than \$10,000. The average income of **males** is \$13,500 and of females \$10,800. Some 67% of taxfilers reported incomes of less than \$15,000.

Social Assistance

On average through 1988-1989, there were 115 social assistance cases per month in Cape **Dorset**. These cases included approximately 347 persons for a ratio of 3.3 persons/case.

Of this caseload, 5 cases needed welfare due to being ill or disabled, 6 due to having dependent children, 40 due to being unemployed, 56 due to not having enough income, and 7 for other reasons.

36.5% of the social assistance cases were single, unattached individuals, 13% were single parents, and 50% were other family units either with or without children.

The total cost of assistance in the average month was \$55,600 with the average cost per case being \$483 **per** month.

The caseload included 440 adults, age **16+**, and 484 children.

Community Profile: Clyde River

Population

Based upon 1986 census data there are 471 persons in Clyde River, an increase of 6.3% over the previous five years. Females constitute 49% of the population and males 51%.

There are 105 unattached adults and 85 families in this community of which 10 (12%) are headed by single parents, 50% **of** whom are female. The average number of children per family is 3.1. There are 80 economic families in the area in which the persons live together in one household and share financial resources.

There are 75 children, age 0-4, and 210 children (44.6% of the population) in total, age 14 and under. There are also 270 adults age 15+ including 5 (1.1%) seniors.

Language and **Ethnicity**

An estimated 97% of the population are of aboriginal ancestry and a further 1% are of mixed origin. The remaining 2% are of other origins, primarily European.

The dominant language is Inuktitut with an estimated 96% of the population speaking only this in their homes. The remaining 4% of the population speak English primarily.

Education

Statistics Canada estimates that 87% of the population, age 15+, have less than grade 9, 9% have a post secondary certificate and another 4% a university degree.

Labour Force

The **labour** force participation rate for adults, age **15+**, is estimated at 57%. The rate is higher for men than for women.

There are 114 persons working and 58 officially unemployed, for an unemployment rate of 34%. Some 193 persons worked at some time in 1988. **One** hundred and sixty-five wanted a job at the time of the 1989 **Labour Force Survey**.

Preliminary data from the Northwest Territories Bureau of Statistics suggest that some 184 persons in Clyde River are engaged in hunting activities and 55 in trapping although some of these may be engaged in both.

Income

The **average** income for a family was \$23,280. There are five families in Clyde River with incomes of less than \$10,000 per **annum**. The average income of men is \$13,800 and of women \$7,500.

Social Assistance

On average through 1988-1989, there were 41 social assistance cases per month in Clyde River. These cases included approximately 176 for a ratio of 4.3 persons/case.

Of this caseload, 1 case needed welfare due to being ill or disabled, 1 due to having dependent children, 25 due to being unemployed, 5 due to not having enough income, and 9 for other reasons.

Seventeen percent of the social assistance cases were single, unattached individuals, 21% were single parents, and 62% were other family units either with or without children.

The total cost of assistance in the average month was \$27,700 with the average cost per case being \$675 per month.

The caseload included 144 adults, age 16+, and 192 children.

Community Profile: Igloolik

Population

Based upon 1986 census data there are 857 persons in **Igloolik**, an increase of 15% over the previous five years. Females constitute 51.3% of the population and males 49.7%.

There are 155 unattached adults and 150 families in **Igloolik** of which 20 are headed by single parents, 50% of whom are female. The average number of children per family is 3.4. There are 140 economic families **in** the area in which the persons live together in one household and share financial resources.

There are 145 children, age 0-4, and 415 children (48% of the population) in total, age 14 and under. There are also 435 adults age 15+ including 15 (2%) seniors over age 65.

Language and **Ethnicity**

An estimated 92% of the population are of aboriginal ancestry and a further 6% are of mixed origin. The remaining 2% are of other origins, primarily European.

The dominant language is Inuktitut with an estimated 90% of the population speaking only this in their homes. The next most common language used is English, spoken by 5% of the population.

Education

Statistics Canada estimates that 65% of the population, age 15+, have less than grade 9, 7% have at least some **post-secondary** vocational or trades training and 3% have some-university " education.

Labour Force

The **labour** force participation rate for adults, age **15+**, is estimated at 55%.

There are 192 persons **working** and 91 officially unemployed, for an unemployment rate of 32%. Some 313 persons-worked for a period of time in 1988, and 230 wanted a job at the time of the 1989 **Labour** Force Survey.

Preliminary data from the Northwest Territories Bureau of Statistics suggest that some **175** persons are engaged **in** hunting

or fishing activities and 28 in trapping although some may engage in both.

Income

The average income for a family was \$23,633. Some 40 families had incomes less than \$10,000 per annum. Income of males averaged \$16,000 and females \$7,200.

Social Assistance

On average through 1988-1989, there were 62 social assistance cases per month in **Igloolik**. These cases included approximately 296 persons for a ratio of 4.8 persons/case.

Of this caseload, 5 cases needed welfare due to being ill or disabled, 8 due to having dependent children, 28 due to being unemployed, 9 due to not having enough income, and 12 for other reasons.

Twenty-one percent of the social assistance cases were single, unattached individuals, 15% were single parents, and 64% were other family units either-with or without children.

The total cost of assistance in the average month was \$44,200 with the average cost per case being \$713 per month.

The caseload included 221 adults, age **16+**, and 362 children.

Community Profile: Resolute

Population

Based upon 1986 census data there are 184 persons in Resolute, an increase of 9.5% over the previous five years. Females constitute 43% of the population and males 57%.

There are 45 unattached adults and 35 families in Resolute of which 10 are headed by single parents, 100% of whom are female. The average number of children per family is 2.4.

There are 30 children, age 0-4, and 65 children (35% of the population) in total, age 14 and under. There are also 105 adults age **15+**. There is no one in Resolute over the age of 65.

Language and **Ethnicity**

An estimated 65% of the population is of aboriginal ancestry and a further 14% are of mixed origin. The remaining 22% are of other origins, primarily European.

The dominant language is English with an estimated 82% of the population speaking only this in their homes. The next most common language used is Inuktitut, spoken by 44% of the population.

Education

Statistics Canada estimates that 29% of the population, age 15+, have less than grade 9, 21% have at least some post-secondary vocational or trades training and 8% have some university education.

Labour Force

The **labour** force participation rate for adults, age 15+, is estimated at 90%.

There are 105 persons working and 15 officially unemployed, for an unemployment rate of 13%. One hundred and twenty adults worked at some time in 1988 and, at the time of the **Labour** Force Survey, 21 wanted a job.

Preliminary data from the Northwest Territories Bureau of Statistics indicate that some 66 people are engaged in hunting or fishing and some 18 in trapping although some may be engaged in both.

Income

Statistics Canada does not have income data for Resolute.

Social Assistance

On average through 1988-1989, there were 8 social assistance cases per month in Resolute. These cases included approximately 23 persons for a ratio of 3 persons/case.

Of this caseload, 1 case needed welfare due to being ill or disabled, 3 due to having dependent children, 2 due to being unemployed, and 2 due to not having enough income.

Twenty-five percent of the **social** assistance cases were single, unattached individuals, 42% **were single parents**, and 33% were other **family** units either with or without **children**.

The total cost of assistance in the average month was \$4,700 with the average cost per case being \$590 per month.

The caseload included 32 adults, age 16+, and 44 children.

Keewatin Region

Population

Based upon 1986 census data there are 4986 persons in **Keewatin** region, an increase of 15.2% over the previous five years. Females constitute 48.6% of the population and males 51.4%.

There are 1200 unattached adults and 935 families in **Keewatin** of which 180 are headed by single parents, 72% of whom are female. The average number of children per family is 2.9. There are 900 economic families in the area in which the persons live together in one household and share financial resources.

There are 740 children, age 0-4, and 2000 children in total age 14 and under. There are also 2995 adults age **15+** including 125 (2 .5%) seniors age 65+.

Language and **Ethnicity**

An estimated 85% of the population are of aboriginal ancestry and a further 7% **are** of mixed origin. The remaining 8% are of other origins, primarily European.

The dominant language is Inuktitut with an estimated 70% of the population speaking only this in their homes. The next most common language used is English, spoken by 16% of the population. The remaining 14% speak more than one language in their homes.

Education

Statistics Canada estimates that 55% of the population, age 15+, have less than grade nine, 18% have at least some post-secondary vocational or trades training, and 5% have some university education.

Labour Force

The **labour** force participation rate for adults, age **15+**, is estimated at 58%. The rate is higher for men (62%) than for women (53%). The participation rate for those of aboriginal ancestry is 52% compared with 92% for those of non-aboriginal ancestry.

There are 1452 persons working and 394 unemployed, for an official unemployment rate of 21%. The unemployment rate is highest for youth, aged 15 to 24 years, at 31%. Table 21

outlines the **involvement** of adults in the **labour** force on the basis of their educational attainment, with the majority of people who are either not **officially** in the **labour** force and those who are unemployed having the lowest level of formal education.

Table 21
Labour force activity by education

Keewatin	Total	<Grade 9	Grade 12	Trade Cert.	University Degree
Employed	1365	490(36%)	45(3%)	150(11%)	135(10%)
Unemployed	360	195(54)	5(1)	30(8)	0(0)
Not in Labour Force	1250	945(76)	5(0.4)	20(2)	15(1)

Preliminary data from the Northwest Territories Bureau of Statistics indicate some 288 people engaged in trapping in 1988 and 1580 in hunting or fishing, a number of whom would be engaged in both.

The major occupations in **Keewatin** region are managerial and administrative; clerical, service and construction trades occupations, with the dominant industries being government and the service industries, transportation and trade industries.

Income

The average income for a **family** was \$28,200 in 1986 with 170 **families** having incomes of less than \$10,000. **Men's** average income was approximately \$16,800 and that of women was \$11,000. Table 22 shows the **breakdown** of income levels by community among those who filed income tax returns in 1987 with the vast majority of filers having incomes of less than \$25,000 annual income.

Table 22
Income reported
by **taxfilers**
Keewatin, 1987

Community	Income (\$000)			
	<\$15, 000	\$15-24	\$25-35	>\$35,000
Baker Lake	65%	11%	12%	12%
Eskimo Point	61	17	11	11
Whale Cove	--	--	--	--

Social Assistance

On average through 1988-1989, there were 440 social assistance cases per month in this region. These cases included approximately 1605 persons for a ratio of 3.6 persons/case.

Of this caseload, 25 cases needed welfare due to being ill or disabled, 15 due to having dependent children, 283 due to being unemployed, 92 due to not having enough **income**, and 25 for other reasons.

25% of the social assistance cases were single, unattached individuals, 20% were single parents, and 55% were other family units either with or without children.

The total cost of assistance in the average month was \$269,000 with the average cost per case being \$612 per month.

The caseload included 1339 adults, age 16+, and 1593 children.

Community Profile: Baker Lake

Population

Based upon 1986 census data there are 1009 persons in Baker Lake, an increase of 5.8% over the previous five years. Females constitute 48% of the population and males 52%.

There are 280 unattached adults and 205 families in this community, of which 45 are headed by single parents, 78% of whom are female. The average number of children per family is 2.7.

There are **195** economic families in the area in which the persons live together in one household and share financial resources.

There are 130 children, age 0-4, and 350 children in total age 14 and under. There are also 655 adults age **15+** including 35 (5.3%) seniors.

Language and Ethnicity

An estimated 86% of the population are of aboriginal ancestry and a further 7% are of mixed origin. The remaining 7% are of other origins, primarily European.

The dominant language is Inuktitut with an estimated 87% of the population speaking only this in their homes. The next most common language used is English, spoken by 12% of the population.

Education

Statistics Canada estimates that 53% of the population, age **15+**, have less than grade nine, 20% have at least some post-secondary vocational or trades training and about 1% have some university education.

Labour Force

The **labour** force participation rate for adults, age 15+, is estimated at 58%. The rate is higher for men (61%) than for women (52%) .

There are 273 persons working and 96 unemployed, for an official unemployment rate of 26%.

Preliminary data from the Northwest Territories Bureau of Statistics suggest some 69 people engaged in trapping and 398 in hunting or fishing, some of whom would be engaged in both.

Income

The average income for a family in Baker Lake was \$25,499 in 1986, with an estimated 40 families having incomes of less than \$10,000 for the year. The annual income of males averaged about \$13,000 and of females \$8,700. Sixty-five percent of taxfilers reported income of less than \$15,000.

Social Assistance

On average through 1988-1989, there were 131 social assistance cases per month in Baker Lake. These cases included approximately 708 persons for a ratio of 5.4 persons/case.

Of this caseload, 7 cases needed welfare due to being ill or disabled, 1 due to having dependent children, 85 due to being unemployed, 34 due to not having enough income, and 4 for other reasons.

31% of the social assistance cases were single, unattached individuals, 22% were single parents, and 47% were other family units either with or without children.

The total cost of assistance in the average month was \$76,154 with the average cost per case being \$581 per month.

The caseload included 345 adults, age **16+**, and 363 children.

Community Profile: **Eskimo** Point

Population

Based upon 1986 census data there are 1189 persons in Eskimo Point, an increase of 16.3% over the previous five years. Females constitute 51% of the population and males 49%.

There are 250 unattached adults and 205 families in this community, of which 45 are headed by single parents, 67% of whom are female. The average number of children per family is 3.4. There are 200 economic families in the area in which the persons live together in one household and share financial resources.

There are 195 children, age 0-4, and 635 children in total age 14 and under. There are also 550 adults age **15+** including 25 (2.1%) seniors.

Language and **Ethnicity**

An estimated 89% of the population are of aboriginal ancestry and a further 8% are of mixed origin. The remaining 3% are of other origins, primarily European.

The dominant language is Inuktitut with an estimated 93% of the population speaking only this in their homes. The next most common language used is English, spoken by 6% of the population.

Education

Statistics Canada estimates that 61.7% of the population, age **15+**, have less than grade nine, 16.4% have at least some post secondary vocational or trades training and 2.3% have some university education.

Labour Force

The **labour** force participation rate for adults, age 15+, is estimated at 50.4%. The rate is higher for men (57.8%) than **for** women (44.6%).

Income

The average income for a family in Eskimo Point was \$24,071 in 1986, with 45 families having less than \$10,000 income. The income average for males was \$15,400 and \$9,040 for females. Sixty-one percent of taxfilers reported incomes of less than \$15,000.

Social Assistance

On average through 1988-1989, there were 98 social assistance cases per month in Eskimo Point. These cases included approximately 662 persons for a ratio of 6.8 persons/case.

Of this caseload, 3 cases needed welfare due to being ill or disabled, 1 due to having dependent children, 81 due to being unemployed, 11 due to not having enough income, and 2 for other reasons.

22% of the social assistance cases were single, unattached individuals, 22% were single parents, and 55% were other family units either with or without children.

The total cost of assistance in the average month was \$54,901 with the average cost per case being \$560 per month.

The caseload included 284 adults, age **16+**, and 378 children.

community Profile: Whale Cove

Population

Based upon 1986 census data there are 210 persons in Whale Cove, an increase of 11.7% over the previous five years. Females constitute 50% of the population and males 50%.

There are 50 unattached adults and 35 families in Whale Cove. Information is not available about how many families are headed by single parents. The average number of children per family is 3.1.

There are 30 children, age 0-4, and 130 children in total age 14 and under. There are also 85 adults age 15+ including 15 (7.1%) seniors.

Language and **Ethnicity**

An estimated 91% of the population are of aboriginal ancestry and a further 7% are of mixed origin. The remaining 2% are of other origins, primarily European.

The dominant language is Inuktitut with an estimated 90% of the population speaking only this in their homes. The next most common language used is English, spoken by 7% of the population.

Education

Statistics Canada estimates that 68% of the population, age 15+, have less than grade nine, 8% have at least some post-secondary vocational or trades training and 4% have some university education.

Labour Force

The **labour** force participation rate for adults, age 15+, is estimated at 56%. The rate is higher for men (66.7%) than for women (46.2%).

There are 57 persons working and 23 unemployed, for an unemployment rate of 29%.

Preliminary data from the Northwest Territories Bureau of Statistics suggest some 6 persons engaging in trapping and 78 persons in hunting or fishing, some of whom are likely involved in both.

Income

Income data are not readily available for Whale Cove.

Social Assistance

On average through 1988-1989, there were 20 social assistance cases per month in Whale Cove. These cases included approximately 174 persons for a ratio of 8.7 persons/case.

Of this caseload, 2 cases needed welfare due to being **ill** or disabled, 1 due to having dependent children, 10 due to being unemployed, 5 due to not having enough income, and 2 for other reasons.

19% of the social assistance cases were single, unattached individuals, 9% were single parents, and 72% were other family units either with or without children.

The total cost of assistance in the average month was \$12,006.75 with the average cost per case being \$600 per month.

The caseload included 74 adults, age **16+**, and **100** children.

Kitikmeot Region

Population

Based upon 1986 census data there are 3750 persons in **Kitikmeot**, an increase of 14.2% over the previous five years. Females constitute 49% of the population and males 51%.

There are 850 unattached adults and 765 families in **Kitikmeot** of which 145 are headed by single parents, 72% of whom are female. The average number of children per family is 3.5. There are 715 economic families in the area in which the persons live together in one household and share financial resources.

There are 530 children, age 0-4, and 1405 children in total age 14 and under. There are also 2345 adults age 15+ including 120 (3.2%) seniors age 65+.

Language and Ethnicity

An estimated 87% of the population are of aboriginal ancestry and a further 6% are of mixed origin. The **remaining** people are of other origins, primarily European.

The dominant language is Inuktitut with an **estimated** 53% of the population speaking only this in their homes. The next most common language used is English, spoken by 35% of the population.

Education

Statistics Canada estimates that 61% of the population, age 15+, have less than grade nine, 14% have at least some post-secondary vocational or trades training and 5% have some university education.

Labour Force

The **labour** force participation rate for adults, age 15+, is estimated at 56%. The rate is higher for men (63%) than for women (48%). The participation rate for those of aboriginal ancestry is 50% and 94% for those of non-aboriginal ancestry.

There are 953 persons working and 419 unemployed, for an official unemployment rate of 31%. The unemployment rate is highest for youth, aged 15 to 24 years, at 49%. Table 23 summarizes the involvement of people in the **labour** force on the basis of their education, with the majority of those not in the **labour** force or unemployed having very low levels of formal education.

Table 23
Labour force activity by education, 1986

Kitikmeot	Total	<Grade 9	Grade 12	Trade Cert.	Univ. Degree
Employed	955	395 (41%)	35(4%)	80(8%)	105 (11%)
Unemployed	270	165(61)	5(2)	20(7)	5(2)
Not in Labour Force	1110	855(77)	10(1)	20(2)	5(0.4)

Preliminary data from the Northwest Territories Bureau of Statistics suggest some 265 persons engaged in trapping and **1371** in hunting or fishing, a number of whom would be engaged in both.

The major occupations include **construction** trades and **clerical** with the dominant industries being government **service** and other **services** industries in addition to some trade industries

Income

The average income for a family in this region was \$26,000 in 1986 with some 205 families having incomes of less than \$10,000 per annum. Average income for men was \$17,600 and for women \$10,000. Table 24 shows the income of people in three of the region's communities based upon those who filed income tax return in 1987.

Table 24
**Income reported
 by taxfilers
 Kitikmeot, 1987**

Kitikmeot	Income (\$000)			
	<\$15,000	\$15-24	\$25-35	>\$35,000
Cambridg _e Bay	40%	12%	12%	36%
Holman	67	15	17	x
Pelly Bay	67	16	17	x

Social Assistance

On average through 1988-1989, there were 540 social assistance cases per month in **Kitikmeot**. These cases included approximately 1622 persons for a ratio of 3 persons/case.

Of this caseload, 35 cases needed welfare due to being ill or disabled, 101 due to having dependent children, 236 due to being unemployed, 112 due to not having enough **income**, and 57 for other reasons.

31% of the social assistance cases were single, unattached individuals, 22% were single parents, and 48% were other family units either with or without children.

The total cost of assistance in the average month was \$310,000 with the average cost per case being \$575 per month.

The caseload included 1487 adults, age **16+**, and 1362 children.

community Profile: Cambridge Bay

Population

Based upon 1986 census data there are 1002 persons in Cambridge Bay, an increase of 22.9% over the previous five years. Females constitute 47.6% of the population and males 52.4%.

There are 230 unattached adults and 225 families in Cambridge Bay, of which 55 are headed by single parents, 64% of whom are female. The average number of children per family is 1.9. There are 210 economic families in Cambridge Bay in which the persons live together in one household and share financial resources.

There are 135 children, age 0-4, and 645 children in total age 14 and under. There are also 365 adults age 15+ including 25 (2.5%) seniors.

Language and **Ethnicity**

An estimated 73% of the population are of aboriginal **ancestry** and a further 15% are of mixed origin. The remaining 12% are of **other** origins, primarily European.

The dominant language is English with an **estimated** 64% of the population speaking only this in their homes. The next most common language used is Inuktitut, spoken by 33% of the population.

Education

Statistics Canada estimates that 40% of the population, age **15+**, have less than grade nine, 21% have at least some post-secondary vocational or trades training and 5% have some university education.

Labour Force

The **labour** force participation rate for adults, age **15+**, is estimated at 65%. The rate is higher for men (73%) than for women (55%) .

There are 389 persons working and 87 unemployed, for an unemployment rate of 18%.

Preliminary data from the Northwest Territories Bureau of Statistics indicates 63 trappers and 279 hunters, some of whom likely engage in both.

Income

The average income for a family was \$34,246 in 1986, while 45 families had incomes of less than \$10,000 in that year.

Social Assistance

On average through 1988-1989, there were 104 social assistance cases per month in Cambridge Bay. These cases included approximately 577 persons for a ratio of 5.5 persons/case.

Of this caseload, 6 cases needed welfare due to being ill or disabled, 20 due to having dependent children, 44 due to being unemployed, 24 due to not having enough income, and 10 for other reasons.

32% of the social assistance cases were single, unattached individuals, 28% were single parents, and 40% were other family units either with or without children.

The total cost of assistance in the average month was \$47,986.42 with the average cost per case being \$461 per month.

The caseload included 310 adults, age **16+**, and 267 children.

Community Profile: **Pelly** Bay

Population

Based upon 1986 census data there are 297 persons in **Pelly** Bay, an increase of 15.6% over the previous five years. Females constitute 43% of the population and males 57%.

There are 60 unattached adults and 60 families in **Pelly** Bay, of which 10 are headed by single parents, 50% of whom are female. The average number of children per family is 2.9. There are 55 economic families in the area in which the persons live together in one household and share financial resources.

There are 40 children, age 0-4, and 185 children in total age 14 and under. There are also 130 adults age **15+** including 10 (8%) seniors.

Language and **Ethnicity**

An estimated 94% of the population are of aboriginal ancestry and a further 2% are of mixed origin. The remaining 4% are of other origins, primarily European.

The dominant language is Inuktitut with an estimated 95% of the population speaking only this in their homes. The next most common language used is English, spoken by **5%** of the population.

Education

Statistics Canada estimates that 85% of the population, age **15+**, have less than grade nine, 6% have at least some post-secondary vocational or trades training and 3% have some university education.

Labour Force

The **labour** force participation rate for adults, age **15+**, is estimated at 50%. The rate is higher for men (55%) than for women (43%).

There are 64 persons working and 52 unemployed, for an unemployment rate of 45%.

Preliminary data from the Northwest Territories Bureau of Statistics indicates 24 trappers and **171** hunters, some of whom likely engage in both.

Income

The average income for a family was \$26,549 in 1986, with 15 families having annual incomes of less than \$10,000.

Social Assistance

On average through 1988-1989, there were 49 social assistance cases per month in **Pelly** Bay. These cases included approximately 271 persons for a ratio of 5.5 persons/case.

Of this caseload, 3 cases needed welfare due to being ill or disabled, 8 due to having dependent children, 25 due to being unemployed, 10 due to not having enough income, and 3 for other reasons.

28% of the social assistance cases were single, unattached individuals, 14% were single parents, and 58% were other family units either with or without children.

The total cost of assistance in the average month was \$30,736.50 with the average cost per case being \$627 per month.

The caseload included 136 -adults, age **16+**, and 135 children.

Community Profile: **Holman**

Population

Based upon 1986 census data there are 303 persons in **Holman**, an increase of 1% over the previous five years. Females constitute 53% of the population and males 46%.

There are 80 unattached adults and 60 families in **Holman**, of which 10 are headed by single parents, 50% of whom are female. The average number of children per family is 2.4.

There are 35 children, age 0-4, and 95 children in total age 14 and under. There are also 210 adults age 15+ including 25 (8.2%) seniors.

Language and **Ethnicity**

An estimated 91% of the population are of aboriginal ancestry and a further 7% are of mixed origin. The remaining 2% are of other origins, primarily European.

The dominant language is English with an estimated 42% of the population speaking only this in their homes. The next most common language used is Inuktitut, spoken by 33% of the population.

Education

Statistics Canada estimates that 66% of the population, age 15+, have less than grade nine, 18% have at least some post-secondary vocational or trades training and 4% have some university education.

Labour Force

The labour force participation rate for adults, age 15+, is estimated at 54%. The rate is higher for men (63.2%) than for women (50%).

There are 110 persons working and 16 unemployed, for an unemployment rate of 13%.

Preliminary data from the Northwest Territories Bureau of Statistics suggest 22 persons engaged in trapping, and 161 persons engaged in hunting, some of whom likely engage in both.

Income

The average income for a family was \$19,573 in 1986, with 20 families earning incomes of less than \$10,000 per year.

Social Assistance

On average through 1988-1989, there were 31 social assistance cases per month in Holman. These cases included approximately 181 persons for a ratio of 5.8 persons/case.

Of this caseload, 1 case needed welfare due to being ill or disabled, 11 due to having dependent children, 4 due to being unemployed, 9 due to not having enough income, and 6 for other reasons.

28% of the social assistance cases were single, unattached individuals, 20% were single parents, and 52% were other family units either with or without children.

The total cost of assistance in the average month was \$19,824.92 with the average cost per case being \$640 per month. The caseload included 99 adults, age 16+, and 82 children.

Inuvik Region

Population

Based upon 1986 census data there are 8411 persons in this region, an increase of 12.4% over the previous five years. Females constitute 47.5% of the population and males 52.5%.

There are 2230 unattached adults and 1785 families in the **Inuvik** region of which 355 are headed by single parents, 76% of whom are female. The average number of children per family is 2.0. There are 1770 economic families in the area in which the persons live together in one household and share financial resources.

There are 1060 children, age 0-4, and 2635 children in total age 14 and under. There are also 4790 adults age 15+ including 320 (3.8%) seniors 65 years and older.

Language and **Ethnicity**

An estimated 57% of the population are of aboriginal ancestry and a further 22% are of mixed origin. The remaining 21% are of other origins, **primarily** European.

The dominant language is **english** with an estimated 73% of the population speaking only this in their homes. The next most common language used is Slave languages, spoken by **11%** of the population. Some 6% of the population speak Inuktitut.

Education

Statistics Canada estimates that 33% of the population, age 15+, have less than grade nine, 31% have at least some post-secondary vocational or trades training and 6% have some university education.

Labour Force

The **labour** force participation rate for adults, age **15+**, is estimated at 69%. The rate is higher for men (76%) than for women (61%). The participation rate for those of aboriginal ancestry is 58% and 90% for those of non-aboriginal ancestry.

There are 3,123 persons working and 685 unemployed, for an unemployment rate of 18%. The unemployment rate is highest for youth, aged 15 to 24 years, at 28%. Table 25 shows the difference in **labour** participation and employment levels among people with higher levels of education compared with those with

little formal education or training. Only 8% of persons with university degrees are not employed, while this is the case with 68% of people who have less than a grade 9 education.

Table 25
Labour force activity and education

Inuvik Region	Total	< Grade 9	Grade 12	Trade Cert.	Univ. Degree
Employed	3335	615(18%)	275(8%)	505(15%)	295(9%)
Unemployed	580	235(41)	20(3)	65(11)	5(1)
Not in Labour Force	1830	1060(58)	45(2)	70(4)	20(1)

Preliminary data from the Northwest Territories Bureau of Statistics **indicate** 755 trappers and 1463 hunters, a number of whom likely engage in both.

The major occupations include managerial and administrative, service and clerical and the dominant industries are government and other **services** with transportation and primary industries being secondary.

Income

The average income for a family was \$37,610 in 1986 and there were 225 families with incomes of less than \$10,000. The average income for males was \$22,500 and for females \$13,800. Table 26 describes the income levels of people who filed income tax returns in 1986, showing the generally low income levels with the exception of **Inuvik**.

Table 26
Income reported by
tax filers
Inuvik, 1987

Inuvik Region	<\$15, 000	\$15-24	\$25-35	>\$35,000
Fort Good Hope	70%	10%	10%	10%
Fort McPherson	69	16	7	8
Inuvik	39	16	16	29
Tuktoyaktuk	59	17	12	12

Social Assistance

On average through 1988-1989, there were 477 social assistance cases per month in **Inuvik** region. These cases included approximately 1277 persons for a ratio of 2.7 -persons/case.

Of this caseload, 103 cases needed welfare due to being ill or disabled, 101 due to having dependent children, 144 due to being unemployed, 71 due to not having enough income, and 58 for other reasons.

36% of the social assistance cases were single, unattached individuals, 28% were single parents, and 35% were other family units either with or without children.

The total cost of assistance in the average month was \$247,000 with the average cost per case being \$518-per month.

The caseload included 1827 adults, age **16+**, and 1546 children.

Community Profile: **Inuvik**

Population

Based upon 1986 census data there are 3389 persons in **Inuvik**, an increase of 7.7% over the previous five years. Females constitute 49% of the population and males 51%.

There are 810 unattached adults and 785 families in **Inuvik**, of which 105 are headed **by single** parents, 81% of whom are female.

The average number of children per family is 1.5. There are 790 economic families in the area in which the persons live together in one household and share financial resources.

There are 375 children, age 0-4, and 930 children in total age 14 and under. There are also 2450 adults age 15+ including 50 (2%) seniors.

Language and Ethnicity

An estimated 31% of the population are of aboriginal ancestry and a further 32% are of mixed origin. The remaining 37% are of other origins, primarily European.

The dominant language is English with an estimated 91% of the population speaking only this in their homes. The next most common language used is **Inuktitut**, spoken by 5% of the population.

Education

Statistics Canada estimates that 33% of the population, age **15+**, have less than grade nine, 32% have at least some post-secondary vocational or trades training and 6% have some university education.

Labour Force

The **labour** force participation rate for adults, age **15+**, is **estimated** at 68%. The rate is higher for men (76%) than for women (59%) .

There are 1,634 persons working and 98 unemployed, **for an** unemployment rate of 6%.

Preliminary data from the Northwest Territories Bureau of Statistics suggest some 62 trappers and 181 hunters, some of whom likely engage in both.

Income

The average income for a family was \$37,610 in 1986, with 245 families having annual incomes of less than \$10,000. The average annual income of males in Inuvik was \$22,540 compared with \$13,777 for females.

Social Assistance

On average through 1988-1989, there were 136 social assistance cases per month in Inuvik. These cases included approximately 910 persons for a ratio of 6.7 persons/case.

Of this caseload, 26 cases needed welfare due to being ill or disabled, 30 due to having dependent children, 28 due to being unemployed, 28 due to not having enough income, and 24 for other reasons.

44% of the social assistance cases were single, unattached individuals, 30% were single parents, and 25% were other family units either with or without children.

The total cost of assistance in the average month was \$68,362.67 with the average cost per case being \$503 per month.

The caseload included 522 adults, age **16+**, and 388 children.

Community Profile: Fort **Good Hope**

Population

Based upon 1986 census data there are 562 persons in Fort Good Hope, an increase of 21.4% over the previous five years. Females constitute 46% of the population and males 54%.

There are 150 unattached adults and 100 families in Fort Good Hope, of which 20 are headed by single parents, 100% of whom are female. The average number of children per family is 2.7.

There are 75 children, age 0-4, and 205 children in total age 14 and under. There are also 360 adults age **15+** including 40 (7.1%) seniors.

Language and Ethnicity

An estimated 81% of the population are of aboriginal ancestry and a further 12% are of mixed origin. The remaining 7% are of other origins, primarily European.

The dominant language is English with an estimated 58% of the population speaking only this in their homes. The next most common language used is Slave, spoken by 31% of the population.

Education

Statistics Canada estimates that 58% of the population, age **15+**, have less than grade nine, 20% have at least some post-secondary vocational or trades training and 3% have some university education.

Labour Force

The **labour** force participation rate for adults, age **15+**, is estimated at 49%. The rate is higher for men (57%) than for women (41%).

There are 195 persons working and 43 unemployed, for an unemployment rate of 18%.

Preliminary data from the Northwest Territories Bureau of Statistics indicate 118 trappers and 175 hunters, a number of whom likely engage in both.

Income

The average income for a family was \$27,955 in 1986, with 20 families having annual incomes of less than \$10,000. The average income of males was \$16,334 and for females \$9,381.

Social Assistance

On average through 1988-1989, there were 58 social assistance cases per month in Fort Good Hope. These cases included approximately 450 persons for a ratio of 7.8 'persons/case.

Of this caseload, 11 cases needed welfare due to being ill or disabled, 9 due to having dependent children, 19 due to being unemployed, 10 due to not having enough income, and 9 for other reasons.

35% of the social assistance cases were single, unattached individuals, 23% were single parents, and 42% were other family units either with or without children.

The total cost of assistance in the average month was \$26,873.58 with the average cost per case being \$463 per month.

The caseload included 233 adults, age **16+**, and 217 children.

Community Profile: Fort McPherson

Population

Based upon 1986 census data there are 760 persons in Fort McPherson, an increase of 20.3% over the previous five years. Females constitute 48% of the population and males 52%.

There are 245 unattached adults and 160 families in Fort McPherson, of which 55 are headed by single parents, 82% of whom are female. The average number of children per family is 2.3. There are 150 economic families in the area in which the persons live together in one household and share financial resources.

There are 100 children, age 0-4, and 245 children in total age 14 and under. There are also 525 adults age 15+ including 45 (5.9%) seniors.

Language and **Ethnicity**

An estimated 90% of the population are of aboriginal ancestry and a further 6% are of mixed origin. The remaining 4% are of other origins, primarily European.

The dominant language is English with an estimated 78% of the population speaking only this in their homes. Most of the remainder of the population speak more than one language.

Education

Statistics Canada estimates that 47% of the population, age 15+, have less than grade nine, 22% have at least some post-secondary vocational or trades training and 2% have some university education.

Labour Force

The **labour** force participation rate for adults, age 15+, is estimated at 51%. The rate is higher for men (57%) than for women (44%).

There are 176 persons working and 117 unemployed, for an unemployment rate of 40%.

Preliminary data from the Northwest Territories Bureau of Statistics suggest 102 trappers and 126 hunters, some of whom likely engage in both.

Income

The average income for a family was \$25,632 in 1986, with 35 families having incomes of less than \$10,000.

Social Assistance

On average through 1988-1989, there were 46 **social** assistance cases per month in Fort McPherson. These cases included approximately 313 persons for a ratio of 6.8 persons/case.

Of this caseload, **11** cases needed welfare due to being ill or disabled, 17 due to having dependent **children**, **11** due to being unemployed, 4 due to not having enough **income**, and 3 for other reasons.

24% of the social assistance cases were single, unattached individuals, 36% were single parents, and 40% were other family units either with or without children.

The total cost of assistance in the average month was \$23,569.75 with the average cost per case being \$512 per month.

The caseload included 155 adults, age **16+**, and 158 children.

Community Profile: **Tuktoyaktuk**

Population

Based upon 1986 census data there are 929 persons in **Tuktoyaktuk**, an increase of 20.3% over the previous five years. Females constitute 45% of the population and males 55%.

There are 255 unattached adults and 180 families in **Tuktoyaktuk**, of which 45 are headed by single **parents**, 67% of whom are female. The average number of children per family is 2.6. There are 175 economic families in the area in which the persons live together in one household and share financial resources.

There are 145 children, age 0-4, and 350 children in total age 14 and under. There are also 580 adults age **15+** including 35 (6%) seniors.

Language and Ethnicity

An estimated 79% of the population are of aboriginal ancestry and a further 17% are of mixed origin. The remaining 4% are of other origins, primarily European.

The dominant language is English with an estimated 81% of the population speaking only this in their homes. The next most common language used is **Inuktitut**, spoken by 19% of the population.

Education

Statistics Canada estimates that 49% of the population, age 15+, have less than grade nine, 24% have at least some post secondary vocational or trades training and 4% have some university education.

Labour Force

The labour force participation rate for adults, age 15+, is **estimated** at 62%. The rate is higher for men (73%) than for women (49%).

There are 229 persons working and 121 unemployed, for an unemployment rate of 35%.

Preliminary data from the Northwest Territories Bureau of Statistics indicate 99 trappers, and 379 hunters, a number of whom likely engage in **both**.

Income

The average income for a family was \$29,232 in 1986, with about 25 families having an annual income of less than \$10,000.

Social Assistance

On average through 1988-1989, there were 69 social assistance cases per month in Tuktoyaktuk. These cases included approximately 499 persons for a ratio of 7.23 persons/case.

Of this caseload, 20 cases needed welfare due to being ill or disabled, **15** due to having dependent **children**, 25 due to being unemployed, 5 due to not having enough income, and 4 for other reasons.

29% of the social assistance cases were single, unattached individuals, 27% were Single parents, and 44% were other family units either with or without children.

The total cost of assistance in the average month was \$32,819.17 with the average cost per case being \$476 per month.

The caseload included 257 adults, age 16+, and 242 children

Yellowknife

Population

Based upon 1986 census data there are **11,753** persons in **Yellowknife**, an increase of 24% over the previous five years. Females constitute 47% of the population and males 53%.

There are 2690 unattached adults and 2900 families in this city of which 365 are headed by single parents, 77% of whom are female. The average number of children per family is 1.4. There are 2910 economic families in the area in which the persons live together in one household and share financial resources.

There are 1180 children, age 0-4, and 3115 children in total age 14 and under. There are also 8630 adults age 15+ including 155 (1.3%) seniors.

Language and Ethnicity

An estimated 13% of the population are of aboriginal ancestry and a further 32% are of mixed Origin. The remaining 56% are of other origins, primarily British.

The dominant language is English with an estimated 83% of the population speaking only this in their homes. The next most commonly spoken are various unofficial languages other than aboriginal languages. These are spoken by 8% of the population. The most commonly spoken aboriginal language is Dogrib which is spoken by 1% of the people in their homes, which 3% of the population speak more than one language in their homes.

Education

Statistics Canada estimates that 8% of the population, age 15+, have less than grade nine, 38% have at least some post secondary vocational or trades training and 16% have some university education,

Labour Force

The labour force participation rate for adults, age 15+, is estimated at 87%. As is the pattern elsewhere, the participation rate is significantly higher for men than for women.

There are 7,655 persons working and 353 unemployed, for an official unemployment rate of 4%. A total of 8,392 worked in

1988 and, at the time of the 1989 Labour Force Survey, 664 wanted a job. Table 27 shows the rate of involvement of people in the labour force on the basis of their level of education.

Table 27
Labour force activity 1986

Yellowknife	Total	<Grade 9	Grade 12	Trade Cert.	Univ. Degree
Employed	7110	395(6%)	765(11%)	915(13%)	1265(18%)
Unemployed	380	70(18)	55(14)	25(7)	15(4)
Not in Labour Force	1080	190(18)	115(11)	70(6)	80(7)

The major occupations include managerial and administrative, clerical, service, technological/social/and the construction trades. The dominant industries are service industries and government along with primary industries. The dominant trade industries, transportation and

Income

The average income for a family in Yellowknife was \$56,519 in 1986 and only an estimated 3% (75) of families had incomes of less than \$10,000. The average income for males was \$31,300 and for females \$20,100. Table 28 shows the breakdown of income levels among those who filed tax returns in 1987.

Table 28
Income reported
by taxfilers
Yellowknife 1987

Yellowknife	Income (\$000)			
	<\$15,000	\$15-24	\$25-35	>\$35,000
	28%	15%	17%	40%

Social Assistance

On average through 1988-1989, there were 270 **social** assistance cases per month in **Yellowknife**. These cases included approximately 554 persons for a **ratio** of 2.1 **persons/case**.

Of this caseload, 82 **cases** needed **welfare** due to **being ill** or disabled, 55 due to having dependent **children**, 34 due to being unemployed, 4, due to not having enough income, and 52 for other reasons.

54% of the **social** assistance cases were single, unattached individuals, 25% were **single** parents, and 22% were other **family** units either with or without **children**.

The **total** cost of assistance in the average month was \$157,000 with the average cost per case being \$581 per **month**.

The caseload included 899 **adults**, age 16+, and 476 **children**.

Fort Smith Region

Population

Based upon 1986 census data there are 13,363 persons in Fort Smith Region, an increase of 12% over the previous five years. Females constitute 47% of the population and males 53%.

There are 3,255 unattached adults and 2,955 families in Fort Smith Region of which 465 are headed by single parents, 73% of whom are female. The average number of children per family is 1.7. There are 2950 economic families in the area in which the persons live together in one household and share financial resources.

There are 1425 children, age 0-4, and 4105 children in total age 14 or under. There are 9270 adults including 575 (4%) seniors age 65 and over.

Language and Ethnicity

An estimated 46% of the population are of aboriginal ancestry and a further **30% are** of mixed origin. The remaining 24% are of other origins, primarily British.

The dominant language is English with an estimated 61% of the population speaking only this in their **homes**. The next most common languages used are Slave, spoken by 10% of the population and Dogrib spoken by 12%

Education

Statistics Canada estimates that 32% of the population, age **15+**, has less than grade nine, 26% have at least some post-secondary vocational or trades training and 13% have some university education.

Labour Force

The participation rate for adults, age 15 or over is estimated at 77%. The rate is higher for men (83%) than for women (70%). The participation rate for those of aboriginal ancestry is 59% and 87% for those of non-aboriginal ancestry.

There are 3,999 working and 1217 unemployed, for an unemployment rate of 23%. The unemployment rate is highest for youth, aged 15 to 24 years, at 17%. Table 29 indicates the involvement of

people in the **labour** force on the basis of their level of education and again highlighting the higher rate of involvement which accompanies higher education.

Table 29
**Labour force activity in
Fort Smith region by
education level**

Fort Smith	Total	< Grade 9	Grade 12	Trade Cert.	Univ. Degree
Employed	5165	780(15%)	360(7%)	910(18%)	520(10%)
Unemployed	980	400(41)	45(5)	90(9)	15(2)
Not in Labour Force	3035	1720(57)	75(2)	130 (4)	55(2)

The major occupations include construction trades, **clerical** and service jobs.

Income

The average income for a family in Fort Smith region is estimated at approximately \$40,000 in 1986 with some 570 families having incomes of less than \$10,000. Table 30 shows the income ranges of people who filed income tax in 1987 indicating that the majority have incomes of less than \$25,000.

Table 30
**Income reported by
taxfilers**
Fort **Smith** region, 1987

Fort Smith	Income (\$000)			
	<\$15,000	\$15-24	\$25-35	>\$35,00
Fort Liard	57%	29%	14%	x
Fort Simpson	52	15	11	22
Fort Smith	39	18	14	29
Hay River	39	18	15	28

Social Assistance

On average through 1988-1989, there were 580 **social** assistance cases per month in Fort Smith Region. These cases included approximately 1570 **persons**.

Of this caseload, 104 cases needed welfare due to being ill or disabled, 69 due to having dependent **children**, 192 due to being unemployed but able, 127 due to not having enough **income**, and 88 for other reasons.

40% of the **social** assistance cases involved single, **unattached** individuals **24% were single parents, and 36%** ^{ere} ^{ther} **family** units either with or without children.

The **total** cost of assistance in the average month was \$259,000 with the average cost Per case **being** \$446 Per m^{onth}.

The caseload included 2142 adults, age 16+, and 1767 children.

Community Profile: **Fort** Smith

Population

Based upon 1986 census data there are 2460 persons in Fort Smith, an increase of 6.4% over the previous five **years**. Females constitute 49% of the population and males **51%**.

There are 575 unattached adults and **605 families** in Fort Smith, of which 115 are headed by single **parents, 78% of whom** are female. The average number of **children per family is 1.6**.

There are 240 children, age 0-4, and 720 children in total **age 14** and under. There are also 1740 adults age **15+ including 105 (6%)** seniors.

Language and Ethnicity

An estimated 32% of the population are of **aboriginal ancestry** and a further 40% are of mixed origin. The **remaining 28%** are of other origins, primarily European.

The dominant language is English with an estimated **80%** of the **population** speaking only this in their **homes**. The next **most** common language used is French, spoken by 5% of the population.

Education

Statistics Canada estimates that 17% of the population, age **15+**, have less than grade nine, 27% have at least some post secondary vocational or trades training and 24% have at least some university education.

Labour Force

The **labour** force participation rate for adults, age **15+**, is estimated at 79%. The rate is higher for men (83%) than for women (75%).

There are **1,063** persons working and 194 unemployed, for an unemployment rate of 15%.

Preliminary data from the Northwest Territories Bureau of Statistics suggest 159 **trappers and 281 hunters, some** of whom likely engage in both.

Income

The average income for a family in Fort Smith was \$43,033 in 1986 and an estimated 55 families had incomes of less than \$10,000. The average income of males was \$24,510 and of females **\$15,805**.

Social Assistance

On average through 1988-1989, there were 99 social assistance cases per month in Fort Smith. These cases included **approximately** 666 persons for a ratio of 6.7 persons/case.

Of this caseload, 17 cases needed welfare due to being **ill** or disabled, **13** due to having **dependent children**, **37** due to being unemployed, 16 due to not having enough income, and 16 for other reasons.

51% of the **social** assistance cases were **single, unattached** individuals, 24% were single parents, and 25% were other **family** units either with or without children.

The total cost of assistance in the average month was \$41,974.25 with the average cost per case being \$424 per month.

The caseload included 400 adults, age **16+**, and 266 children.

community Profile: Fort Liard

Population

Based upon 1986 census data there are 395 persons in Fort Laird, an increase of 2.5% over the previous five years. Females constitute 44% of the population and males 56%.

There are 100 unattached adults and 80 families in Fort Laird, of which 75 are headed by single parents, 33% of whom are female. The average number of children per family is 2.2.

There are 40 children, age 0-4, and 125 children in total age 14 and under. There are also 255 adults age 15+ including 15 (3.7%) seniors.

Language and Ethnicity

An estimated 82% of the population are of aboriginal ancestry and a further 13% are of mixed origin. The remaining 5% are of other origins, primarily European.

The dominant language is Slave with an estimated 65% of the population speaking only this in their homes. The next most common language used is English, spoken by 30% of the population.

Education

Statistics Canada estimates that 64% of the population, age 15+, have less than grade nine, 29% have at least some post secondary vocational or trades training and 4% have some university education.

Labour Force

The labour force participation rate for adults, age 15+, is estimated at 54%. The rate is higher for men (65%) than for women (36%).

There are 122 persons working and 28 unemployed, for an unemployment rate of 19%.

Preliminary data from the Northwest Territories Bureau of Statistics indicate 99 trappers and 23 hunters, a number of whom likely engage in both.

Income

The average income for a family was \$23,542 in 1986, with 15 families having less than \$10,000 **annual** income.

Social Assistance

On average through 1988-1989, there were 27 social assistance cases per month in Fort **Laird**. These cases included approximately 237 persons for a ratio of 8.8 persons/case.

Of this caseload, 2 cases needed welfare due to being ill or disabled, 7 due to having dependent **children**, 9 due to **being** unemployed, 6 due to not having enough **income**, and 3 for other reasons.

18% of the social assistance cases were single, unattached **individuals**, 36% were single parents, and 46% were other **family** units either with or without children.

The total cost of assistance in the average month was \$11,106.92 with the average cost per case being \$411 per month.

The caseload included 114 adults, age **16+**, and 123 children.

Community Profile: Hay River

Population

Based upon 1986 census data there are 2964 persons in Hay River, an increase of 3.5% over the previous five years. Females constitute 47.5% of the population and males 52.5%.

There are 670 unattached adults and 715 families in Hay River of which **100** are headed **by single parents, 70% of whom are female**. The average number of children per family is 1.5. There are 725 economic families in the area in which the persons live together in one household and share financial resources.

There are 400 children, age 0-4, and 805 children in total age 14 and under. There are also 2155 adults age **15+** including 90 (%) seniors.

Language and Ethnicity

An estimated 18% of the population are of aboriginal ancestry and a further 42% are of mixed origin. The remaining 40% are of other origins, primarily European"

The dominant language is English with an estimated 87% of the population speaking only this in their homes. The rest of the population speak a variety of other languages. Only 2% speak one of the aboriginal languages.

Education

Statistics Canada estimates that 13% of the population have less than grade nine, 40% have at least some post-secondary vocational or trades training and 8% have some university education"

Labour Force

The labour force participation rate for adults, age 15+, is estimated at 77%. The rate is higher for men (85%) than for women (68%).

There are 1,482 persons working and 272 unemployed, for an unemployment rate of 16%.

Preliminary data from the Northwest Territories, Bureau of Statistics indicate 36 trappers and 171 hunters, a number of whom likely engage in both.

Income

The average income for a family was \$42,979 in 1986, with 30 families having income of less than \$10,000.

Social Assistance

On average through 1988-1989, there were 3 cases per month in the River. These cases included approximately 315 persons for a ratio of 8.3 persons/case"

Of this caseload, 9 cases needed welfare due to being ill or disabled, 2 due to having dependent children, 9 due to being unemployed, 11 due to not having enough income, and 7 for other reasons.

36% of the **social** assistance cases were single, unattached individuals, 35% were single parents, and 29% were other **family** units either with or without **children**.

The **total** cost of assistance in the average month was \$19,673.58 with the average cost per case being **\$518** per month.

The caseload included 173 adults, age **16+**, and **142 children**.

Community Profile: Fort Simpson

Population

Based upon 1986 census data there are 980 persons in Fort Simpson, an increase of 0.7% over the previous five years. Females constitute 46% of the population and males 54%.

There are 280 unattached adults and 225 families in Fort Simpson, of which 45 are **headed** by **single** parents, 78% of whom are female. The average number of children per family is 1.8.

There are 100 **children**, age 0-4, and 265 children in **total** age 14 and under. There are **also** 725 adults age **15+** including 45 (%) seniors,

Language and Ethnicity

An **estimated** 47% of the population are of aboriginal **ancestry** and **further** 26% are of mixed origin. The remaining 27% **are of other** origins, primarily European.

The dominant language is English, with an estimated 68% of the population speaking only this in their homes. The next **most** common language used is Slave, spoken by 26% of the population.

Education

Statistics Canada estimates that 29% of the population, age **15+**, have less than grade nine, 36% have at least some post **secondary** vocational or trades training and 7% have some university education.

Labour Force

The **labour** force participation rate for adults, age **15+**, is estimated at 67%. The rate is higher for men (72%) than for women (61%).

There are 407 persons working and 136 unemployed, for an unemployment rate of 25%.

Preliminary data from the Northwest Territories Bureau of Statistics indicate 74 trappers and **124 hunters**, a **number** of whom likely engage in both.

Income

The average income for a family was \$39,596 in 1986 with 25 families having income of less than \$10,000

Social Assistance

On average through 1988-1989, **there were** 76 **social assistance** cases per month in Fort Simpson. These cases included approximately 454 persons for a ratio of 6 persons/case.

Of this caseload, 8 cases needed welfare due to being ill or disabled, 9 due to having dependent **children**, 24 due to being unemployed, 24 due to not having enough **income**, and **11** for other reasons.

47% of the social assistance cases were single, unattached individuals, 24% were single parents, and 29% were other family units either with or without children.

The total cost of assistance in the average month was \$39,596 with the average cost per case being \$521 per month.

The caseload included 293 adults, age 16+, and 161 children.

5. ISSUES AND ANALYSIS

The Northwest Territories is a complex and delicate ecosystem. There exists within its extensive boundaries different cultures, different languages and different economies. There are strong vibrant communities and weak, almost **stagnant** ones. **Growth** is uneven as is the potential for growth. Contrasts and contradictions coexist side by side within communities and within regions. The profiles make clear how great these differences are and consequently how complex reform will be.

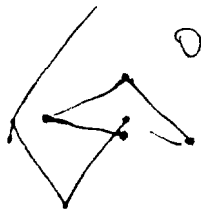
The reform initiative contemplated by Cabinet poses a number of questions and issues for government and for the various departments of government in the Northwest Territories. These questions range from the most general - for example where welfare **is** situated in the economy - to the most specific, such as how to maximize cost sharing with the government of Canada. This section of the report **addresses** the issues raised by Cabinet as well as those that have emerged from the data, and provides the foundation for drawing conclusions about the direction of reform in the Northwest Territories and for the further work which is required.

Social Assistance Recipients

Almost **everywhere** in Canada the social assistance caseload is poorly understood as are the needs of the individuals relying upon social assistance. Stereotypes abound as **do** misconceptions. Perhaps the most common of these is the belief that there is a significant number of people in society and on the caseload who do not want to work, who do not wish to be self-sufficient, who want to collect welfare and who thus remain on the caseload for extended periods of **time**. In some jurisdictions, these misconceptions have led governments to institute punitive and stigmatizing measures under the guise of "**welfare reform**".

The Northwest Territories has avoided falling into this trap and the principles enunciated in Section 2 with regard to social assistance recipients appear to be respected if often unspoken in the territories. The territories is also fortunate to have a wealth of data held in the information systems of the Department of Social **Services** which permit one to compile a detailed portrait of the real people on social assistance and of the real dynamics of the social assistance caseload.

As the profiles showed, many of the people on welfare are young, just starting their adult lives - they are in the same age group which experiences the highest rate of unemployment. As well, there are many families - both two parent and single parent - with young children who comprise the majority of the people on



welfare. Notably, most people on social assistance have very low levels of education, again the same group of people who are **at** highest risk of unemployment or of not even being in the **paid labour** force at all. Finally it should be pointed out that through the course of a year upwards of 20,000 **people, 40% of the** total territorial population, are dependent on welfare for **at** least some brief period of time. Approximately 60% of the caseload are employable and are seeking employment or are employed and **simply** cannot earn enough to support themselves and their families.

In 1988-89 the cost of providing basic support to these people was \$19.6 million with about 50% of this being reimbursed by the government of Canada under the cost sharing provisions of the Canada Assistance Plan. In total this constitutes a significant infusion of money into the economy of the Northwest Territories, including even the most remote areas. Overall, however, the territorial expenditure of \$19.6 million represents? in **net** terms after cost sharing, only 1.1% of the government's total expenditures.

The composition and dynamics of the caseload lead to certain important considerations relative to social assistance and to reform in the Northwest Territories.

First duration on social assistance is not an issue for the vast majority of cases. Most clients are on and off **social** assistance within a few months. However case file information suggests that a number of these people come on to welfare again during **the** course of the year. In other words a person may enter and exit the social assistance system two, three or even four times a year. Further study is required to understand more fully these dynamics. It is likely, however, that this pattern of recurring reliance and tenuous independence is the result of a combination of the employment situation, of the systemic barriers which exist and of repeated personal crises. The issue for welfare reform thus becomes how best to meet the needs of social assistance recipients so that they may alter this pattern and both regain and sustain their independence. The range of options is broad with income supplementation programs - for hunters and trappers and for employed recipients with dependents - **certainly** being a possibility. Such programs are usually simple to administer, non-stigmatized, and relatively cost effective as long as their design takes full advantage of the cost sharing provisions **of** the Canada Assistance Plan.

But the crux of the issue is not just what particular program is desirable. Rather it is how best to enable clients to set objectives and to achieve them. In short, how to involve them fundamentally in solving the problems which are confronting them. Section 2 of this report outlined certain principles to guide the reform process. These were intended to assist clients to

participate in developing opportunities, respecting their right to be part of the mainstream of society. Section 2 also outlined objectives **for** welfare reform specifically. These too would assist clients achieve their objectives by ensuring that the welfare system does not impoverish them, financially, spiritually and culturally. Adequate benefits, avenues for redressing grievances, equitable and fair treatment by the system and by staff are all essential.

All this points to the need for working with clients on an individualized basis, seeing them and treating them not **as** cases but as people - people who are poor, who are confronted by an array of barriers, and who often have very different needs and skills. They must be given the tools necessary to plan their own futures, to take control of their own lives and to achieve their particular goals. Consultation is the basic ingredient of . developing successful welfare reform strategies.

The composition and dynamics of the caseload point clearly to the importance, in welfare reform, for strong linkages with agencies that support certain aspects of fundamental change and personal development such that people on welfare can begin to gain control of their own daily lives. Education is a key in this strategy as are such support services as alcoholism treatment and family violence and sexual abuse counseling. Both of these areas are discussed specifically in other parts of this section. But regardless of the specific **services** which are needed and which should be available and accessible, the point is that in welfare reform it should be the clients and the communities who are determining their needs and their futures.

Education

Educational attainment levels among northerners are low and constitute a major impediment to ensuring that local residents can participate fully in the social and economic development taking place in the Northwest Territories.

. One-third of the population, age **15+**, or almost 12,000 people, have less than a grade nine education. As many as 37% of the adult population are considered to be functionally illiterate.

. There is a tremendous disparity between the educational attainment levels of aboriginal and of non-native peoples. In 1987/88, for example, 68% of that **year's** high school graduates were of non-native origin in spite of their constituting only 25% of the total population, 52% being of aboriginal origin and a further 23% of mixed origin. Metis constituted only 9% of graduates, Dene 6% and **Inuit** 17%. The only redeeming feature in this picture is that there has

been some improvement since 1981/82. In that year a full 80% of high school graduates were non-native.

Table 31
Enrolment by
ethnic origin and grade
NUT, 1988-89

Group	Grade			
	1	5	9	12 \
Dene	315	214	96	35
Metis	128	97	64	36
Inuit	895	618	230	78
Non-native	369	349	269	237
TOTAL	1707	1278	659	386

Source: Department of Education, EDC 5013/SR012, 1.12.88

. It is also clear from Department of Education data that there is a significant congregation of students in grades 7, 8, and 9 - below the grade 10 level which is considered by government and by industry as the minimum grade required for employment. Further examination **would** be required to determine why the school system appears to be least able to accommodate **Inuit** and **Dene** students.

. Education and employment are clearly and inextricable **linked**. In the Northwest Territories as a whole 15% of the population have at least some university education; 13% of all persons who are employed have degrees and only 1% with university education are unemployed. In contrast, 18% of the persons who are employed have less than grade 9 education while 47% of the unemployed and 60% of those not even in the paid **labour** force have less than grade 9 education. The trend is sharpest in the Fort Smith region where only 15% of the employed and a full 41% of the unemployed have less than a grade 9 education.

Clearly, given their low levels of education aboriginal people are at high risk of being unemployed or of not even being part of the paid **labour** force. Add to this the fact that a significant number of the jobs in the Northwest Territories have to do with managerial, administrative and clerical work, occupations which require a high degree of formal skills training, and this increases the likelihood of excluding aboriginal people and others with little education from the paid **labour** force ten-fold. The government's own affirmative action program for hiring people

of aboriginal ancestry, would be sorely encumbered by the reality of low education levels among that population.

This debilitating condition is underlined when one looks at the education levels of people on welfare. It is estimated that 16% of adults on welfare have less than a grade 9 education. In total 83% have less than grade 10 and only 2% have some post secondary education or training.

What is not obvious from the demographic data is why the drop-out rate is so high. Is it lack of accessible facilities; is it racism whether subtle or overt; is it curricula which are not suitable to the needs, interests and heritage of the majority of people who live in the territories; is it a lack of involvement of native persons in the planning and control of the education system? In all likelihood it is a mix of these factors and perhaps of others. But one thing is certain: the onus is on the system to address the issues and turn the situation around as a matter of top priority. With the rapidly increasing number of young people, hundreds of youth can be lost from the education system in the next few years alone. And once lost to education, their chances of becoming dependent on welfare are dramatically increased and their right to participate fully in the social and economic development of the north - their north - is severely limited.

Migration

Migration patterns are an important consideration for planners in the Northwest Territories. Frequently questions are posed relating to the willingness of northerners, and especially northerners of aboriginal ancestry, to move to areas of higher employment. It is questioned why people do not appear willing to move, for example, even from Detah to **Yellowknife** in order to enhance their chances of obtaining a job.

As is clear in the profile section, information on migration patterns is scarce and limited, with the most troublesome gap being migration on the basis of ethnic background. Nevertheless the data clearly indicate that there is indeed considerable migration to and from the territories - 38% of the territorial population were born elsewhere in Canada - and within the territories itself. In 1986 some 30% of the total population lived in a different community than in 1981. This rate is higher than for Canada as a whole.

The real issue, therefore, is not why northerners will not move because in fact, many do. The migration issue relates instead to why they move where they do. One must discard stereotypical perceptions and look instead at the considerations that may be affecting rates of migration and migration patterns. First,

language and culture most certainly play a part in steering movement between communities and regions. Second, the population of the north is very young and families with young children may be unable to relocate. Youth may be unwilling to give up the support offered by their families. Finally and likely of greatest importance are the economic considerations inherent in any decision to relocate.

The reality is that there is little to draw people from their home community. Some of the jobs being offered - with government for example - may require education and skills levels higher than what many people have in **many** native communities. Given the low education and skills level of many of those **who** live outside the regional **centres**, the only jobs available to them are ones which offer little opportunity for learning and **advancement**, and indeed are very impermanent. This makes relocation a high risk venture, appealing only to a small proportion of people. Tied to these sorts of jobs are relatively low wage **rates**, again a factor mitigating against relocation. The housing situation in the north also mitigates against extensive internal migration. Affordable and quality housing is so scarce that moving would make very little economic sense for many individuals and families. Even those wishing to move for educational upgrading and training face major barriers in that there is an inadequate number of college-based accommodations available to students with families. Lastly relocation in many cases may severely disrupt the harvesting activities associated with home communities and constituting an essential part of a family's social well-being and economic stability.

Housing

The housing situation in the Northwest Territories is clear and straight-forward: housing is expensive and the number of units available is inadequate to meet the need which exists, leaving many people living in sorely crowded and undesirable conditions. The May 1989 Housing Needs Survey, conducted by the territorial Housing Corporation, indicated that the number of units currently needed in order to alleviate distress is almost as great as the number of units which currently exist.

The Housing Corporation budget, while significant at \$50 million, is inadequate to meet this need. That budget permits the construction of only 300 units per year with the units having to be distributed across the north rather than concentrated in the areas of greatest need. Furthermore the shortage which now exists will become exacerbated over time as the currently young population grows older and requires accommodation apart from their families.

Regardless of the constraints on it, the Housing Corporation is clearly a major actor in many of the government's reform strategies. In the social policy sector, it is strongly committed to meeting the social goals of the Northwest Territories having as part of its mandate statement, for example, a commitment to target resources 'to those (persons) most in need.' With regard to the economic development and **devolution** strategies of government, it adheres to construction and operational policies - for example its splitting of supply contracts or its relationship with local housing associations - which serve to encourage local employment and local responsibility in northern communities. In 1987-88, more than 90% of its materials contracts were awarded **to** northerners. With regard to education, it has worked with **Tabacha** College to develop a training program targeted to construction and maintenance so that northerners can benefit from the employment opportunities its construction generates. It has an **easy-to-understand** point system for establishing **client** priorities for housing and an appeal mechanism available to those declared ineligible for public housing. Its regulations outline a "Basic Principle of Placement" which clearly affirms that placement be the basis of need alone. And it prohibits all forms of discrimination.

In other words the Northwest Territories Housing Corporation has a multi-faceted role to play in the north. It is an agent of economic development yet, like the Department of Social Services, it is a social program agency but one **servicing** a broader **cross-section** of people. Indeed its "caseload" of 4,000 and its essentially income-support budget of \$50 **million** is greater than that of the Department of Social Services.

The Corporation is looking for ways to meet existing need more adequately in spite of the fiscal restraints it faces. It is looking also for new arrangements with the Department of Social **Services** which can improve its recapturing **of** revenues from **CMHC**. Currently it has a three-tiered system of sharing: a portion of its houses are ineligible for **CMHC** cost sharing; the costs associated with another portion are shared on a **50:50** basis; and the remaining portion is eligible for a recovery from Ottawa of 75% of costs.

The Housing Corporation has a central and critical role to play in any reform strategy designed to support people in their various endeavors. The critical issue is to ensure that its efforts are consistent with those of other organizations and departments.

That is no small challenge. On one side, it has to facilitate the development plans of local housing associations. And it could be undertaking more projects designed to strengthen the social and economic foundation of **communities**, perhaps through

the construction of day care facilities, community work centres or even recreation facilities. On another side, it is a major creator of jobs and has a role to play in developing and sustaining a skilled work force. On a third side it must ensure **equity** in its rates and must be sensitive to the needs of low income people including those on social assistance. Its rental policies could constitute an important impediment to the ability of people making the transition from welfare to work.

Considerable effort must be devoted, by the housing corporation and by other departments, to aligning strategies and efforts. This could involve setting priorities by community or region. It could entail expansion of certain programs within the education system. It should involve ensuring that its rental rates are equitable and are supportive of income security reform and employability enhancement programming. And it should involve working with other departments to ensure the best configuration of rentals and rates for cost sharing purposes at the governmental level, under the terms laid down by **CAP** and by **CMHC**.

Canada Assistance Plan

AS mentioned above, one potential means of financing an income supplementation program would be through the Canada Assistance Plan. The CAP Act was passed in 1966 to enable the government of Canada to help the provinces finance the provision of "adequate" social assistance and welfare services **"to** and in respect of persons in need...or likely to be in need." CAP provides for federal cost sharing, on a **50:50** basis, of provincial, territorial and municipal social assistance and welfare services if certain program conditions are met.

The provision of social assistance is accepted as a provincial and territorial responsibility. However, **CAP** does lay down several fundamental rules to which provinces and territories must adhere in order to **receive** cost sharing from the federal government. These include:

- . need rather than cause of need (such as disability or unemployment) is to be the sole criterion for eligibility;

- .**there** should be no residency requirement for receiving benefits;

the determination of need must be based on the basic requirements for living including food, shelter, basic utilities, clothing, basic household supplies and certain basic personal items;

- .**there** must be an appeal system for social assistance applicants and recipients.

In establishing this social security framework CAP sets upper limits on the income and assets that are taken into account in determining an individual's or family's need and eligibility for welfare. But it does not establish minimum dollar standards for what constitutes the value of basic requirements. The provinces and territories are free to set these themselves, providing they do so in legislation.

In addition to cost sharing social assistance to meet basic needs CAP also shares on a **50:50** basis the cost of a wide range of optional needs and welfare services for which the province or territories may choose to make provisions. These include ~~transportation, low income, child care, residential, vocational rehabilitation services, day care services provided by licensed, non-profit centres, child welfare services, income supplementation for the working poor, transition house services~~ for battered women and their children, and so on. Beyond the basic test of need or likelihood of need required by CAP, eligibility for these services and their development and delivery is up to the discretion of the individual jurisdictions.

Finally, and of extreme importance in the context of reform, funding under **CAP** is "open-ended." Essentially, there is no upper limit to the **CAP** budget and for every dollar which the territories might choose to spend on welfare or welfare services it is reimbursed 50 cents by the federal government. In summary, the Canada Assistance Plan is a very flexible instrument. And it is precisely this flexibility which would allow the territories to meet "need" as it sees fit.

Looking more specifically, then, at how CAP might **serve** as a cost sharing mechanism for services designed to meet the needs of hunter and trappers, there are several possibilities. First, it is important to point out that the Canada **Assistance** Plan Act definition of "assistance" includes

. prescribed items incidental to carrying on a trade or other employment and other prescribed **special needs** of any kind. . . . [added emphasis] (S. 2.6)

Thus, it is possible that several items required by hunters and trappers could be defined as such an item of special need for those who meet the basic test of need under the territories' social assistance legislation. There is no upper limit to the costs associated with these items as long as a ministerial designate approves their purchase.

The Social Assistance Ordinance Regulations define a "person in **need**" as

(a) a person who, by reason of inability to obtain employment, loss of the principal family provider, illness, disability, age or other cause of any kind, is found to be unable to provide adequately for himself or for himself and his dependants or any of them. (S.2)

This **applies** equally to persons 'likely to be in need.' Since the early 1970's, **CAP** has used two income-tested approaches to determine who are persons likely to become in need. The 1974 Day Care Guidelines outline federal criteria for assessing income tests for day care and other **services** where **user charges** were applied. The second approach, the Formula for Determining Likelihood of Need, was subsequently developed in order to provide provinces with a simpler mechanism for determining who might be eligible for income supplementation programs.

In order to avoid needs-testing on an individual basis, which may be desirable in a Hunter/Trapper Support Program, the Northwest Territories could pursue the "community of need" avenue **permitted** by **CAP**. A "community of **need**" may be a target group or a geographical community where it can be established that 90% or more of the population have incomes at or below the **CAP** "likelihood of need" turning point for a family of four.

The process for determining this must be rigorous, however, employing well-designed samples and proxy indicators. Sampling methods and proxy indicators will vary depending upon the type of service, the nature of the clientele, and on the administrative capabilities of the territories or its agencies. Responsibility for developing sampling methods would rest with the Northwest Territories. However, it is always advisable to submit the sampling proposals to **CAP** officials prior to their being applied. From a cost sharing point of view, the main concern is the reliability of any sampling process. Such processes must also lend themselves to review and audit by federal authorities. Factors which will be taken into account in assessing the adequacy of sampling proposals include the size of the sample (i.e. the proportion of clientele) , the frequency, and the period of the year when the sample is done. Such sampling could be part of the on-going research necessary in the development of the harvesters support program.

Lastly, delivery of assistance or income supplementation must be through the province or territory itself or through a "provincially approved agency" which is defined in the **CAP** Act as meaning any department of government, person or agency, including a Private non-profit **agency**, that is authorized by or under the provincial law or by the provincial authority to accept applications for assistance, determine eligibility for assistance, provide or pay assistance or provide welfare **services** and that is listed in a schedule to an agreement under section 4.

In all likelihood, the delivery agencies envisioned in the Hunter/Trapper Options paper could be so designated.

In **summary**, then, the Canada Assistance Plan exists for the purposes of 1) cost sharing assistance to persons in need, including basic requirements plus welfare services and a range of items which provide support in making the transition to employment; and 2) cost sharing income supplementation for persons who are likely to be in need of basic assistance if they do not receive adequate income from their paid employment or self-employment activity. Both of these features could contribute revenue to precisely the kind of programming that, by all accounts, seems to make sense **for** the Northwest Territories and for hunters and trappers. This approach fundamentally supports the notion that hunting and trapping are valid activities in their own right, in recognition of their combined social, cultural and economic value.

Hunter and Trapper Income Support Program

Hunters and trappers, in many ways, are an elusive lot. First there is no clear definition of who may be considered a hunter and/or trapper. Most government **departments rely on self-**declarations, in which people do not consistently distinguish between whether they spend a lot or a little time at the activity or the extent to which they depend on hunting and/or trapping as a main source of income, rather than as supplemental income. Second, to some large extent hunting and trapping are more than **labour** activities. They represent a lifestyle and a set of cultural and social values that go well beyond their economic worth. The implications of this for both social assistance and for other forms of income support are profound. The implications of this for establishing government priorities are equally profound.

In light of this, the cost in absolute dollars and cents for an income supplementation program becomes a very complicated question. Given the fiscal situation of the government, one of the first concerns is that there is little new money to allocate to such an initiative and it is not clear whether sufficient dollars can be diverted from elsewhere to meet the **estimated** expenditure of between \$10 million and \$30 million that is likely needed.

The idea of diverting money appears to have originated with the study undertaken by the Canadian Arctic Resources Committee. In *Keeping on the Land* (1988), CARC estimated that \$1.6 million could be diverted from existing Northwest Territories programs targeted to **harvesters**. It further estimated that over \$4 million in welfare expenditures and \$8 million in health expenditures could conceivably be saved and diverted. This was

premised upon the assumption that there would be lessened need for social **services** and for health care if harvesters were encouraged to return to the land.

The **CARC** study concluded that

It appears, at the very least, that a modest **WHSP** could be funded from savings in current programs that support **harvesters**, in social assistance costs, and in health-related costs. ~~Further savings could be realized in costs related to economic development.~~ *of savings* The **income effects** of giving additional purchasing power to local residents would be substantial, **particularly** when the multiplier effect is factored in at both the local and territorial levels. ~~There would be less need for the government to fund local business ventures.~~ In other words, a **WHSP** could help to create a northern private business sector. Far from being a drain on the territorial economy, a **WHSP** could contribute positively and significantly to further economic development.

An "Options" paper prepared in January 1989 by the Department of Renewable Resources took this approach one step further. It identified some \$12.8 million which could be diverted from the ~~current fiscal allocations to health~~ services, social assistance, **EDA, Special ARDA, the STEP program** and so on for the purposes of ~~funding a new income support program.~~

now exhausted
While this **approach** certainly has its uses, it constitutes a less than firm foundation for planning. In many ways it is too very speculative, an "accountant *s game." First, social assistance is fully cost shared under CAP. Therefore an \$8 million savings is in reality only \$4 million in territorial dollars. Second, it is very difficult to ascertain with sufficient certainty what actual expenditures in the social assistance budget can be linked reliably to the same people who **will** receive the income supplementation benefits.

There may indeed be long term savings in other programs which could accrue from a harvesters **program** and diverting people to more productive endeavors is certainly desirable - but to do precise fiscal planning on this basis is difficult at this time. This applies equally to estimated savings in the health field, in that there is no evidence that an income support program for hunters and trappers would lessen health care needs. Indeed just the opposite could be true, and health costs could increase if medical care had to be available in a larger number of even more remote locations. In general then, while crude calculations of potential savings can be imputed, definitive statements are unwarranted at this time.

There are, however, still many compelling reasons to continue examining, in ever more detail, the feasibility of an income supplementation **program**, not the least of which relates **back** to the matter of lifestyle and overall well-being of this segment of the northern population. In this context it is important to look at the interface between social services, **social assistance** and harvesters. For example, data from Social Services, Renewable Resources and the Bureau of Statistics could be merged to identify exactly who is receiving support from both program departments.

In concert with this, an assessment could be made of exactly how many people in the hunter/trapper target group would meet the definition of "need" under CAP. This would permit a portion of the income supplementation being provided to be cost shared by the government of Canada. The administrative arrangement with CAP would be different but the end effect the same.

However, planning is or should be guided more by priorities than by pennies. If economics and cost-offsets were to be the primary consideration, then simply letting the welfare program sustain this population would likely be the least costly approach.

But economics is not the only issue here. Instead the issue is how to maintain the **social** fabric of the north and support the traditional lifestyle of aboriginal people in the north. The issue is government assisting people to achieve their goals. **Two** decades ago it was said with regard to income security reform in Canada that "We know in our hearts what needs to be done even if, in our minds, we do not yet know how to do it." That is as applicable now as then to this particular income support program.

If a hunter/trapper income support program is deemed to be desirable and feasible - and in keeping with the needs and aspirations of the aboriginal people - then it could be designated as the priority of government and the means found to finance it, even if only on a pilot basis for a period of time.

Support Services and Incentives

People enter training or work experience programs and fail to achieve their objectives; jobs are created and employees are not found locally, or nearby, to fill the vacancies; drop-out rates in the schools are high. There are at least two ways of explaining these problems. First, as so often happens, the individual can be blamed for the failure, with lack of success being attributed to some personal or cultural shortcoming. Second, one can examine the barriers and see these, rather than the people, as being responsible for the failures that occur.

The latter explanation is the more accurate and reasonable approach given that it recognizes the complex relationship between systemic problems and the variation of personal responses to lost opportunities and inequities. Looking more specifically at this issue, the barriers facing northerners attempting to make the transition to the wage economy or the transition from welfare to self-sufficiency are significant. Without major efforts to support people in this transitional phase, without **developing** comprehensive program supports, success will remain **elusive**.

The range of supports required is broad. To begin, public housing is a significant barrier. **Leaving** welfare for wage **employment means** an immediate increase in rental costs, from the current Housing Corporation flat rate of \$32 per month to 25% of income according to a detailed formula without any gradual phasing-in of the additional cost. For families this **alone** may constitute a significant disincentive to leaving welfare.

There are a range of other supports required as well to assist people achieve and maintain their independence. For example, some 16% of northern families are headed by single parents. These parents as well as many in two-parent families require child care if they are going to participate in the wage economy or if they are going to pursue other economic **options**. The government's July 1988 \$200,000 emergency infusion **into** day care for 1988/89 was quickly spent and there remains a need for many more child care spaces and **services**. Requests **totalling** almost \$5 million had been submitted to Ottawa of which only a small proportion was paid prior to the end of the federal Child Care Initiatives Fund. Clearly the need is significant and as a matter of course new initiatives, enterprises, training and educational programs should be coupled with child care facilities funded as much as possible through cost sharing arrangements with CAP.

Additional support **services** are required also to assist those participating in employment, educational or training programs. Most important among these are counseling services designed to assist participants cope with the trauma of family violence, or sexual abuse, with working in a new milieu and **a** changing environment, with cultural differences, with housing and **child** care needs, and with the maze of rules and regulations that often surround government programs.

These **services** rarely come cheaply in the short-term. But they are essential if individuals are to succeed in their endeavors and if the programs are to achieve the **goals** established for them.

Lastly, wage and other financial incentives are likely necessary and may be critical for assisting people, including hunters and trappers, to become independent and self-sufficient. To

I would like to see some examples of the various things where working relative to a low income

illustrate the importance of economic incentives, one need **only** examine the situation of a female single parent with two children on social assistance and living near **Yellowknife**.

Given northern patterns, she may very well have less than a grade 9 education and have few skills marketable in the wage economy. If **Dene**, she would be confronted by a 35% unemployment rate. Living in this district with two children, her monthly social assistance entitlement is approximately \$580 a month. If in public housing her rent will be \$32 a month leaving \$550 to meet other basic needs, keeping in mind the Agriculture Canada estimate that \$154 per week is required in **Yellowknife** to purchase a nutritional "food basket" for a family of four. If this person manages to find a job, her monthly income, at 30 hours per week and minimum wage, given her skills, will be approximately \$645. Since she is working her rent may increase; she may incur some child care expenses; she will incur some clothing and transportation expenses, providing transportation is even available; she may incur higher food and **service** costs given that she is no longer at home all day. The stress of trying to manage in this situation is enormous. In other words, there is very little financial, let alone personal, incentive to enter wage employment. The result is that the person fails and her self esteem drops yet another notch.

Thus a reform strategy must incorporate clear financial incentives to make work a rational economic choice, one that enhances self esteem rather than providing the prescription for failure. Exemptions for employment income exist currently within the social assistance system and these may soon be increased. Careful consideration should be given to their adequacy in light of the demographic and economic portrait of the territories presented here.

In the same vein as the need for an altered work environment and for better financial incentives, there is also a need for more significant restructuring of the market place in order to enhance the self-sufficiency of individuals. Consistent with the principles enunciated earlier, the focus of this report has been on people. The focus has been upon their needs and upon the supports - whether financial, educational or other - they require in order to become or remain as independent and as **self-sufficient** as possible given the realities of life and work in the north. But attention has to be paid as well to the so-called "demand" side of the equation, the economy and the workplace itself. And one must pose questions about the adequacy and appropriateness of the mechanisms in place.

The first question which arises relates to the traditional hunting and trapping economy. It is being convulsed by low demand and low prices for the furs which traditionally were a mainstay in the northern economy. The difficulties within this

industry are what have created the need for a hunter/trapper income support program and the increasing reliance upon social assistance of that population. Further attention might need to be paid to marketing procedures and to production levels. Certainly such practices in these areas are well established in some sectors of the economy and in all parts of Canada whether for fish or grain or hogs. Just as all economic development strategies need to be developed on the basis of a model that is well suited to the north, those having to do with renewable resources will work best if they have clear regard for the cultures, individuals and communities with whom they are being developed. An important part of this is its integration with income support reform.

Summary of Information Needs

This report is intended to **serve** as the foundation for a reform initiative which brings together, rationalizes and redirects the welfare and other income support programs in place in the Northwest Territories. Among the objectives of such reform are:

- . to assist in the development of an income support program for hunters and trappers; and
- . to explore other avenues by which current resources can be utilized more efficiently and effectively over the long term.

As discussed earlier, reform needs to proceed cautiously, given the important role which income security programs play in the economy of the Northwest Territories and in the daily lives of northerners. Initiatives must be ventures not adventures and they must be proceeded with only on the basis of a sound understanding of the current situation. This thorough understanding does not yet exist in regard to all the complex issues largely because there remain a number of significant information gaps which should be filled if and as reform is proceeded with. Given the desirability, for social and economic reasons, of a hunter/trapper income support program, the first priority must be to learn-much more about the harvester population. Without more information, designing a program which accurately reflects and meets their needs will be difficult. And the costing of options will be impossible. What exists now in way of information and knowledge is in many ways speculative and based more on the experience of other jurisdictions, particularly James Bay with its very different population and economy, than on the situation in the Northwest Territories itself.

The second priority is for a better understanding of recidivism on the social assistance caseload. Through the course of one year there are approximately 7600 different unattached

individuals or family cases dependent upon social assistance for some period of time. However, in that same year there are approximately 12,000 applications for assistance. In other words, a portion of the caseload is coming on and going off social assistance several **times** through one year. More should be known about this recidivism so that decisions may be taken about meeting needs, about strengthening the time off assistance, about staff workload at the community level, and about targeting within the caseload. Case file information is available at the community level for this purpose. Sampling techniques certainly can be developed given the expertise within the territorial Bureau of Statistics. And given the relatively small number of cases in many communities, in-depth interviews with clients and with the staff of several departments would be productive.

A second area of needed information relative to social assistance recipients concerns their place and prominence in the array of **services** provided by government. Given their numbers in society at large, one would anticipate heavy involvement. Nevertheless, one should examine this involvement in adult education and training programs offered, for example, by the Department of Education, and certainly in housing programs. Or their involvement in hunting and trapping as measured by their involvement in some of the support programs originating in the Department of Renewable Resources.

Along these lines also, research is **required** on the level and extent of need in a variety of communities in order to explore further the possibility of achieving cost sharing of new initiatives, under CAP, on an income rather than a needs-tested basis. Testing by income would be a preferable, less-intrusive and less-stigmatizing foundation upon which to build income supplementation programs whether for hunters and trappers or for other working poor.

One should examine also spending within the health system given the assumption, by the Canadian Arctic Resources Committee and others, that a harvesters support program would reduce medical care costs. Similar research could be conducted relative to those involved with the correctional system, with drug and alcohol abuse or with family violence. The issue would be whether users fit into any sort of unusual pattern and whether modified income security programs might have some effect upon these problems.

CONCLUSIONS

The commitment to income support in the Northwest Territories emerged from a desire by government to find ways of bringing social assistance and income supplementation into closer alignment with the needs of people in the north and with the rapid course of social and economic development that is pressing ahead. This report is intended to provide a foundation for that reform.

A number of key factors have become clear through the pages of this document:

- . The social assistance program is straining to serve the financial needs of ever greater numbers of people. **In** most regions, between 45% and 60% of the entire population **is** dependent upon social assistance for some period of time each year. It is clear from the high turnover and high rate of return to welfare that people are trying very hard to be self-sufficient but something keeps getting in their way.
- . The social heritage of the north is struggling against the forces of alcoholism, violence, and suicide, all of which are integrally associated with powerlessness and hopelessness.
- . Participation of aboriginal peoples in the social and economic development of the north is seriously limited by low levels of education and insufficient employment skills.
- . Income supplementation for land-based economic activity go hand-in-hand with strengthening the social fabric of the north and with ensuring that income support enhances **self-sufficiency** rather than increasing dependency.
- . Income support reform lies at the core of a complex set of government initiatives - employment, day care, hunter/trapper programs and so on - and as such must be considered only in that broader context.

This report provides government, first, with an **overview** of the territories including information on population demographics, on education, employment and income, and on the social assistance caseload. Second, it provides government with possible directions for **channelling** the energy, the resources and the commitment of many people and agencies toward the common goal of more effectively meeting the needs of territorial residents.

The profile section points to a wide variety of needs. In their nature, these needs are not dissimilar to what exist among people in other jurisdictions but the urgency with which they must be addressed is far more pronounced in the Northwest Territories.

The realities of work and life in the north and of the economic and demographic stresses certainly increase the intensity of these needs. The changes facing the north, and the aboriginal peoples of the north especially, make the quest for effective strategies all the more dramatic.

The profiles present a striking picture of disparities. The large number of people who are under-educated in a land where education is a fundamental right is startling. Some 12,000 adults have less than a grade 9 education and thus are quite unprepared to assume stable employment in the emerging wage economy. The unemployment rate among northerners is more than twice that of other Canadians. The new jobs that are being created, whether in the resource, **service** or public sectors, are virtually closed to many northerners and go instead to the migrants who move on the basis of enticing job opportunities.

Preliminary data from the 1989 Labour Force **Survey**, conducted by the NWT Bureau of Statistics, clearly indicate the strong desire among northerners for work in the wage economy. Whether because many of these jobs are closed to them or whether out of a genuine desire, a constant proportion of the total population continue to be involved in traditional hunting and trapping activities. But market forces, and possibly an inability to blend the old with the new, conspire against them in this sector too. Other studies, by **CARC** for example, have indicated that this economy needs considerable government support.

The situation is extremely serious and will become even more so in future years. The population of the north increased by 14% between 1981 and 1986; 33% of the population - 17,000 people - are under 15 years of age; 6,000 are under 6 years of age. These young people will want to participate in the development of the territories but if current trends continue they will not have the opportunity of doing so. A striking lack of education and job skills will hinder their efforts even to identify, define and articulate the future they have a right to wish for themselves.

What faces them, instead, is poverty and social crisis. Currently some 22,000 people each year, 40% of the entire population, are dependent upon social assistance for some period of time, on average from 4 to 7 months. The average monthly caseload, in 1988-89, was 50% higher than it was just five years ago. And, one can safely speculate, the other income support systems are also playing an ever larger role in their economic lives. Much of the population is dependent, for example, upon the Housing Corporation for their shelter.

"The poverty, the unemployment, and the economic, demographic and cultural changes which are so evident in the north are being accompanied by severe social distress and dislocation. Health standards are low. The mortality rate for infants is the highest

The issues section of this report posed hard questions about why so many, and so many aboriginal people especially, fail to succeed in the educational system. Those questions must be addressed if reform is to succeed and if opportunities **are** going to be created where none seemed to exist previously.

At the same time as directing attention **to** the root of the problem, the analysis leads to a clear conclusion that, for the time being, efforts must be devoted to ensuring that the social assistance system is adequate given its **role** in society. Its role is an important one, sustaining people in need and providing them with the basic requirements of life. Income support reform, founded on the principles suggested earlier, must ask certain questions of the social assistance system:

- . is the welfare system accessible?
- . does it treat people fairly and afford them their rights?
- . are rates adequate for ensuring that individuals and families are not further impoverished?

While ensuring basic adequacy, income support reform should proceed toward two additional and complementary goals. The first goal should be to ensure that the Department of Social **Services** enters into a closer partnership with community agencies. **All** the agencies within a community must work together to meet the needs of the individual and of the community. And they, collectively, must provide the array of supports discussed earlier in this report - child care, counseling for victims of abuse or violence, family support services, **employment** assistance and so on. These **are** critical for enabling people to cope with their situation, to plan their future and **to** realize their potential and their objectives.

The second goal of reform, and perhaps such should be enunciated in the suggested community services legislation, must be to ensure that the efforts of this local coordination are directed **to** people, not indelible "cases" or "**caseloads**" but **adults** and children. These individuals should be involved in developing their own plans and should be given control over their own futures. Social assistance should support their efforts through a clear client-focus and basic client respect in all services.

This approach would lead to a strong foundation for reform in the Northwest Territories, and to a strengthening of the "opportunity" side of the Social Services mandate. While sustaining people, social assistance and income security generally can provide them with greater opportunities.

This can take many forms depending upon the needs of the individual and the community. For some adults, it will mean

further education and employability enhancement initiatives. But those must be well suited, first, to their particular needs; second, to the realities of their particular community and region; and third to the realities of the north as a whole. As is clear from the profiles and the analysis, training programs which prepare people only for low-skill, low-paying and impermanent jobs will not fundamentally change the situation of those on welfare or the number of those on welfare.

Reform should mean supporting people in the endeavors they have chosen for themselves. For some on the caseload, engaged in the wage economy, this could mean an income supplementation program. Given the cost of living in the north and the number of people whose income is inadequate to their needs, a "family income **plan**" could enable them to make the transition from welfare to work.

A specialized section of this program could be targeted as a hunter/trapper income support program. A harvesters program, however, would go further in that it would help to sustain, in conjunction with the other market-oriented measures discussed earlier, a traditional and culturally-important lifestyle. The social benefits **of** such a program far out-weigh the straight cost benefits and offsets. A further income supplementation program for those over 60 years of age would **serve** the same purpose and would be an equally cost-effective way of lessening the prominence of welfare in the community.

The last conclusion which is inescapable from the profiles and from the analysis concerns the need for concerted, coordinated efforts on the part of everyone committed to development in the north. Individuals and communities must be involved in the reform process and must be engaged in every aspect of considering, designing and implementing new approaches. The Department of Social **Services**, obviously, must be involved and one **of** the driving forces. Alone, it can meet the basic needs of people; but alone it cannot do much more. Instead all the agencies and departments involved to date in the reform process must reaffirm their commitment to the objectives of the process and to the priority of the process itself.

The Housing Corporation, the departments of Education, Economic Development and Tourism and Renewable Resources **all** provide needed elements of the broad strategy. The Department of Health should likely be involved as should some of the central agencies of government. This kind of exercise takes tremendous energy and resources, and certainly tremendous commitment.

Tradition is important in the Northwest Territories; the indigenous peoples especially wish to **preserve** what is valued from their traditional ways. But change is inevitable and certainly not undesirable. The goal of income support reform must be to enable people to control the changes which are

inevitable, to channel the change into productive trails, and to ensure that change is consistent with and supportive of the culture and heritage out of which it grows.

Appendix A

Northwest Territories: Regions
and representative communities

Appendix A

Representative Communities
Northwest Territories

Baffin Region

Cape Dorset
Clyde River
Igloolik
Resolute

Kitikmeot Region

Cambridge Bay
Holman
Pelly Bay

Fort Smith Region

Fort Laird
Fort Simpson
Fort Smith
Hay River

Keewatin Region

Baker Lake
Eskimo Point
Whale Cove

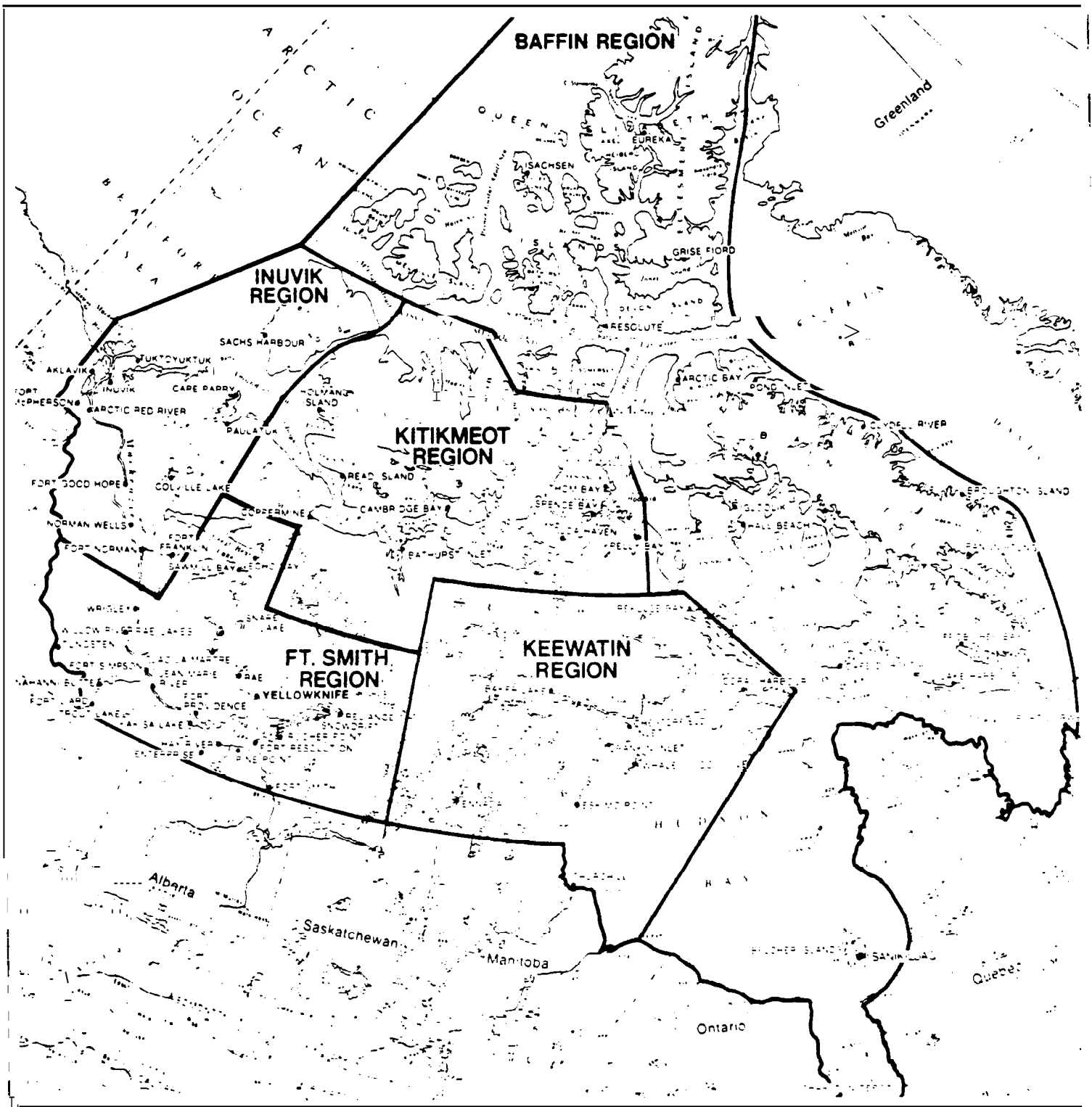
Inuvik Region

Fort Good Hope
Fort McPherson
Inuvik
Tuktoyaktuk

Yellowknife

Yellowknife

The Northwest Territories Administrative Regions



Appendix B
Supplemental Tables and Figures

**On the Land Activity
by Region, NWT 1984**

Region	Population 15 - 64 (No.)	Persons on the land (%)	Persons not on the land (%)
NWT	28,805	26%	72%
Natives	14,861	46	52
Non-Natives	13,944	3	93
Baffin	4,706	52	47
Natives	3,820	61	38
Non-Natives	866	11	88
Keewatin	2,380	42	55
Natives	2,049	47	5 1
Non-Natives	322	11	81
Kitikmeot	1,871	54	45
Natives	1,617	60	39
Non-Natives	254	13	84
Inuvik	4,939	29	64
Natives	2,834	47	49
Non-Natives	2,106	4	84
Fort Smith	14,910	10	88
Natives	4,542	28	70
Non-Natives	10,368	2	96

Source: CARC, Keeping on the Land, page 55

**Number of Hunters per Household
Eastern Arctic**

Region	Households	Hunters	Hunters/ household
Keewatin	685	912	1.33
Kitikmeot	540	599	1.11
Baffin	1235	1381	1.12

Source: CARC, Keeping on the Land, page 18

**Hunters as a proportion
of the population, select communities
Baffin Region 1986**

Community	Inuit Population	Hunters (%) No. (%)	Active Hunters No. (%)
Arctic Bay	435	96(22%)	57(59%)
Broughton Island	370	95(26)	63(66)
Cape Dorset	800	180(23)	84(47)
Clyde River	430	120(28)	87(73)
Grise Fiord	105	25(25)	16(62)
Hall Beach	410	93(23)	42(45)
Igloolik	780	99(13)	37(37)
Iqaluit	1710	163(10)	43(26)
Lake Harbour	305	57(19)	43(75)
Nameswik	120	16(13)	8(50)
Pangirtung	940	186(20)	53(29)
Pond Inlet	725	149(21)	95(64)
Resolute Bay	120	24(20)	10(42)
Sanikiluag	360	888(24)	47(53)
Total	7610	1392(18)	685 (49%)

Source: CARC, *Keeping on the Land*, page 55.





POPULATION 5 YEARS AND OVER, by Age, Sex and Mobility Status
Northwest Territories, June 1986

	Total Over 5 Years	5-14 Years	15-24 Years	25-34 Years	35-44 Years	45-54 Years	55-64 Years	65 Years and Over
Total	45,610	10,715	10,450	10,365	6,860	3,775	2,040	1,410
Movers	28,320	6,365	6,340	8,170	4,515	1,765	745	425
Non-Migrants	14,545	3,790	3,465	3,620	1,970	945	435	315
Migrants	13,775	2,580	2,880	4,550	2,540	810	305	110
From Same Province	4,205	1,035	950	1,100	750	225	85	65
From Different Province	9,005	1,470	1,855	3,250	1,655	545	200	40
From Outside Canada	560	75	75	205	140	45	20	5
Non-Movers	17,290	4,350	4,105	2,200	2,350	2,015	1,295	985
Males	23,970	5,05	5,320	5,395	3,795	2,050	1,155	760
Movers	14,845	3,340	3,090	4,245	2,530	1,000	420	225
Non-Migrants	7,605	1,985	1,670	1,880	1,120	525	250	175
Migrants	7,245	1,355	1,425	2,365	1,405	470	170	45
From Same Province	2,145	510	435	550	44a	125	55	35
From Different Province	4,795	800	950	1,715	890	330	105	15
From outside Canada	300	45	40	95	85	20	10	0
Non-Movers	9,125	2,155	2,225	1,150	1,270	1,055	735	535
Females	21,645	5,220	5,130	4,975	3,065	1,720	885	650
Movers	13,475	3,025	3,250	3,920	1,985	765	320	205
Non-Migrants	6,935	1,805	1,795	1,735	850	425	190	140
Migrants	6,535	1,220	1,455	2,185	1,135	340	135	60
From Same Province	2,060	520	520	545	310	105	30	30
From Different Province	4,215	675	905	1,535	765	215	95	30
From outside Canada	260	30	35	110	55	20	5	5
Non-Movers	8,170	2,195	1,875	1,050	1,080	960	555	450

Northwest Territories





1986 Census
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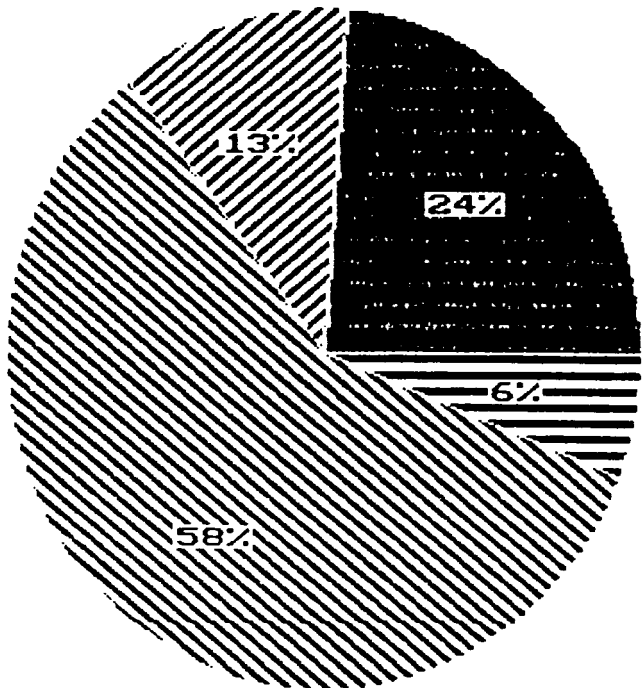
S.A. Cases

S. A. Cases (%) >		
Single Parents		23.0
Unattached Individuals		36.0
Couples/Dependents		34.0
Couples/No Dependents		7.0

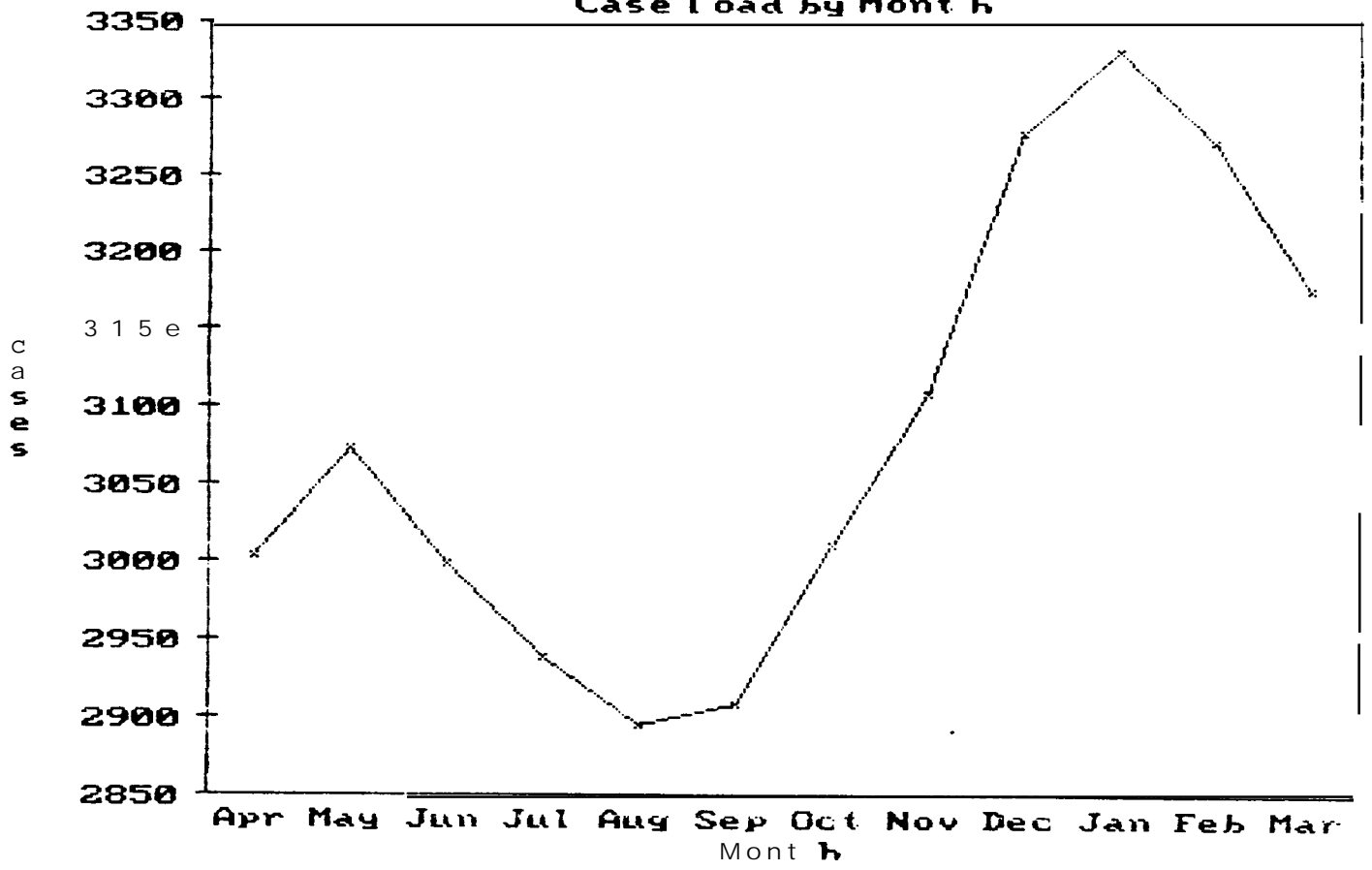


Persons on S.A.

Persons <"A">		
Single Parents		24.6
Unattached individuals		13.0
Couples/Dependents		58.0
Couples/No Dependents		5.0



Case load by Month



Appendix C

**'Support Services
by region**

BAFFIN REGION

PREAMBLE :

The Baffin Region, including Iqaluit, encompasses 13 outlying communities, with a combined population of approximately 11,000 people. Population totals of communities other than Iqaluit range from 98 to 1100 people. Iqaluit has a population of 3,000 people. The population of Iqaluit is approximately 60% native and 40% non-native. The population in the other communities is predominantly Inuit, with a small minority of Euro-Canadians. The Town of Iqaluit has operated their own Social Services program, by agreement, since 1980.

PROGRAMS AND SERVICES:

Financial Assistance

The goal of this program is to provide financial assistance to "persons in need" and whenever possible enable the same to become financially independent. The region's annual 1988/89 budget for this program is \$2,846,000.00.

Family and Children's Services

The goal of this program is to financially assist families to provide for the physical, emotional, social and spiritual well-being of their children. When parents cannot provide an adequate level of care for their children, the Department may intervene to protect the child and/or assist the parent.

This program also provides services to youth in conflict with the law in accordance with the Young Offender's Act.

In the Baffin Region, Family and Children's Services is a most active and demanding program. It provides the following:

- 1) Child Welfare
 - a) Illagiittugut House

This is a residential Children's Group Home with a capacity of up to 8 children, including some severely mentally and/or physically handicapped children and victims of child neglect and/or abuse.

.../2

It accommodates primarily regional placements, and reserves one (1) emergency placement for the Iqaluit Social Services office.

This home is owned by the G.N.W.T. , but contracted privately to "Ivik Enterprises" of British Columbia at a cost of \$237,000.00. Staff are local hires: 3 non-native and 2 native.

2) Young Offender's Program

a) Ullivik Centre

This is a designated open-custody group home owned by the G.W.T., and operated by "Kiviug Group Inc.". The company is Inuit owned, family-based, and locally registered. The contract was let at \$160,000.00 for 10 months of operation and based on an occupancy of up to 6 youths.

The home provides a family atmosphere traditionally and culturally appropriate and focuses on life skills and land-based programming.

b) Mingutuo Outpost Camp

This is a land-based, full-time, year-round operation for Young Offenders and is located 85 km out of Iqaluit, at Gold Cove.

The company, Mingutuo outpost Lodge is northern owned, and based in Iqaluit. The program itself provides full-time employment for up to 6 Inuit plus casual employment for other Inuit in nearby outpost camps in the area. The camp accommodates up to 9 Young Offenders and provides exclusively, the linguistic, traditionally, and cultural land and life skills of the Eastern Arctic.

c) Optional Home Custody/Elijah Erkloo Project

Mr. Elijah Erkloo and his wife began Optional Home Custody program in their home November 7, 1988. Their objective is to provide home custody services to youth primarily from North Baffin and instruct them in the skills and practices valued by the people of North Baffin. The youth will have the opportunity to learn traditional land skills as well as participate in formal schooling, if the latter is appropriate. This program will further enhance the Departmental Objective of keeping youth close to their families.

This project is not under a contractual agreement but is based on per diem payments, much the same as the arrangement for foster children. A maximum of three (3) youth can be placed in the Erloo home and the cost of the program can run to a maximum of \$35,822.00 in this fiscal year. The Department intends to pursue a contractual agreement with Mr. Erkloo in the 1989/1990 fiscal year.

d) Eastern Arctic Secure Custody Facility -
Issumagsungnitut

This facility, presently under construction, is a secure custody facility for Young Offenders. It will accommodate up to 14 Young Offenders, (male and female), sentenced and/or on remand. Further, it will provide employment for up to 20 individuals, some of whom will be graduates of the Human Services program, (Arctic College), and others who will be trained on the job. The building is targeted for completion March 31, 1989 and the program start date is estimated to commence in June 1989.

3) Aged and Handicapped

a) Aged and Handicapped

This program provides homemaking services to clients in their home communities, and promotes family contact with southern institutionalized clients to promote re-intergration when and where possible. At present there are homemakers available in most communities, locally trained and who provide services to individuals on an as-needed basis.

b) Aged and Handicapped Adult Group Home

This newly constructed Residential facility will provide care and supervision for 8 Eastern Arctic disabled residents, assessed at level 1 and/or 2, and who require structured living. The program will be contracted and is planned to commence in April of 1989.

4) Family Violence Program

This program provides for victims of Spousal Assault, particularly in the areas of financial-support, basic support counseling and, when necessary, relocation of families.

.../4

a) Nutaraq's Transition Home - Iqaluit, N.W.T.

This home opened in February 1987 and is the Baffin's first home for victims of Spousal Assault/Family Violence. The building is G.N.W.T. owned while the program is operated by the Agvvik Society of Iqaluit under a Contribution Agreement.

The home accommodates up to 6 families (14 people including children) and provides employment for 8 persons. Total cost of the structure was **\$335,000.00**. The program in 88/89 cost \$315,000.00 to operate.

The home provides safety and security for victims of family violence and, through staffing and volunteers provides basic counseling, support and liaison services to and on behalf of the clients".

5) Community Corrections

This program provides for the supervision of adult male and female offenders placed on probation or released from jail on parole. It ensures that the public is protected and, more importantly Provides support and basic counseling with a view to rehabilitation.

Fine Options is an important part of this program. It is offered to an offender as an option to going to jail. At present there are 3 groups administering Fine Options by contract:

- a) Kingnait Aulaksivik - Cape Dorset
- b) Town Social Services - Iqaluit, N.W.T.

6) Baffin Correctional Centre

This centre is a Minimum Security Centre, with capabilities of handling medium security, remanded offenders and female offenders. The program primarily restricts the mobility of inmates for the protection of society, but includes programs such as work-release, academic upgrading, recreation, carving, drug/alcohol counseling, land skills, syllabics courses and other programs.

The Centre has a capacity to accommodate 48 offenders: 30 males, 6 women and 12 remanded individuals. Throughout the past year the occupancy has remained between 55 and 60 inmates. The total budget for 1988/89 is \$2,226,000.00 and includes 33 permanent positions of which 64% are filled by native employees.

SIGNIFICANT COMMUNITY ORGANIZATIONS

- 1) **Agvvik Society - Local** private society with a Board of Directors committed to assisting victims of family violence by:
 - a) providing shelter
 - b) safe-homes
 - c) **counselling/support** services
- 2) **Tuvvik** - Joint funded organization **providing** services to **Iqaluit** primarily in the areas of drug/alcohol/solvent abuse, counseling and referral services.
- 3) **B.A. S.H./Batterers Are Seeking Help** - This is a non-profit, self-help group, who meet weekly to **discuss** the problems of violence and who also look at alternatives to the same.
- 4) **B.R.C./Baffin Regional Council** - This is a highly political organizational, **consisting** of mayors, secretary managers, elected representatives and a speaker.
- 5) **B.R.I.A./Baffin Regional Inuit Association** - The Association has it's own President, Executive Secretary and Accountant and is active in land claims and other political developments.

KEEWATIN REGION

PREAMBLE:

The **Keewatin** Region consists of seven communities on the west coast of Hudson Bay. Eskimo Point, Whale Cove, **Rankin** Inlet, Chesterfield Inlet and Repulse Bay are situated along the coast stretching from the **Manitoba/N.W.T.** border north to the Arctic circle. Coral **Harbour** is situated on Southampton Island and Baker Lake is the only inland **Inuit** community. Of the 5000 people in the **Keewatin** Region, over 85% are **Canadian Inuit** and the remainder are non-native persons who have married into the communities or have come to the north for employment.

Within the **Keewatin** Region, the Department of Social Services currently employs twenty-one persons when **fully** staffed. Sixteen of these positions are full-time and five are half-time. Eleven of these positions must be staffed by individuals who are fluent in English and Inuktitut. Ten of these are entry-level Community Social Services Worker positions and one is the clerk-typist for the Regional Office plus a half-time Clerk-Typist position in the **Rankin** Inlet Area Office which is vacant due to lack of office space. All of the full-time positions are located in the Regional and area offices in the three larger communities of Baker Lake, Eskimo Point and **Rankin** Inlet. The four-half time positions are located in the smaller communities of Chesterfield Inlet, Whale Cove, Coral **Harbour** and Repulse Bay. These positions have been made available to the region in the past two years.

The Mental Health and Alcohol and Drug Specialists are new to the region. Both incumbents moved to the **Keewatin** Region at the beginning of the new year.

Previously, services had been delivered by Government Liaison Officers and periodic visits from area Social Workers.

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Direct Program Delivery

The **Keewatin** Region, Department of Social Services has an operating budget of \$789,000 for 1988-89. The Regional Office is located in Baker Lake following decentralization in June, 1987.

PROGRAMS AND SERVICES:

COMMUNITY AND FAMILY SUPPORT SERVICES

Financial Assistance

The goal of this program is to provide financial assistance to persons in need and, as much as possible, assist them to become financially independent. The estimated payments for 88/89 are \$3,647,000. There is \$10,000 in this budget to pay honoraria to advisory committee members.

Aged and Handicapped

This program provides-services to the aged and disabled. The **emphasis** of the program is directed towards keeping **people** within their own homes or with extended **family**. Whenever possible, care should be provided through the home community rather than institutional or acute care facilities. This region's annual budget for 1988/89 is:

Service to adults	- \$ 22,000
Home care support	- \$135,000
Institutional care	- \$290,000
V.R.D.P.	- \$ 5,000

An important component of this program is visiting homemaker services which have been made available to residents as need has been identified in **Keewatin** communities over the past few years. These support services help people to remain at home in their communities. In most communities this service has been made available by employing local individuals to provide services through service contracts. In Baker Lake, a **community Hospice Society has received** contributions from the Department of Social Services and the Department of Health to provide a coordinated homecare/respice care program to the community. They in turn, employ local persons.

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The Department of Social Services, in consultation with Qilautimiut Seniors Group in Baker Lake, identified the need for a seniors housing facility in Baker Lake. That facility is currently under construction through N.W.T.H.C. It will house seniors in five single units adjacent to the Hospice facility and located in close proximity to other local resources such as the Health Centre, shopping facilities, etc. Residents may require home support services but not chronic institutional care. The facility is expected to be operational by spring, 1989.

Family and Children's Services

This program's goal is to assist families to provide adequate care for children. The program's philosophy emphasizes prevention of family breakdown through the introduction of support services as counseling, homemakers or referral to community based services. When children are deemed to be "at risk" due to familial neglect and/or abuse, the Department may intervene to assist families/children to provide or access services to restore adequate family functioning. Including the Rankin Inlet group home, this program's operating budget for 88/89 is \$492,000.

Rankin Inlet Group Home

A group home for handicapped children has been operational in Rankin Inlet since early 1987 under contract to a local firm. The cost of this facility is \$260,000 for 1988/89. The facility currently houses six children from the Kitikmeot and Keewatin regions. It has a maximum capacity of ten children.

Family Violence Prevention Program

The Department continues to provide information and services to individuals and community groups interested in the prevention of family violence.

Currently, the communities of Rankin Inlet and Baker Lake have shelter programs and groups actively seeking organized solutions to this problem.

COMMUNITY CORRECTIONS

This program has an operating budget of \$302,000 for 1988/89. Services are offered to both Young Offenders and Adult Offenders.

The intent of this program is to protect society from criminal behaviour while providing offenders with supportive, rehabilitative services.

Probation and Parole supervision are provided by the Department in all **Keewatin** communities. Offenders may participate in Fine Options programs throughout the **Keewatin** region under programs arranged through service **contracts** between this Department and Hamlet Councils **or Community** groups, an alternative for individuals without financial resources to pay fines.

For young offenders, there are Youth Justice Committees active in all **Keewatin** communities. These committees may provide preventive programs or alternative measures to youth in conflict with the law. Baker Lake has run successful land programs for these youth while the Rankin Inlet committee has focused on processing formal alternative measures referrals.

ALCOHOL, DRUGS AND COMMUNITY MENTAL HEALTH SERVICES

Specialist in these areas are currently working in the **Keewatin** Region. It is hoped that these individuals have completed an assessment of the needs perceived by the **Keewatin** communities by the end of this fiscal year so that appropriate programs will be planned and operational in 1989/90. Continued consultation and support will be offered to existing programs and a compatible working relationship will be developed with the **Keewatin** Regional Health Board who have responsibility for treatment services in these areas.

IMPORTANT COMMUNITY ORGANIZATIONS

1. **AKIUQTIT SOCIETY**

- provides education, prevention, counseling and referral services regarding alcohol and drugs to the community of Baker Lake.

2. **QILAUTIMIUT**

- The Baker Lake senior citizens' group.

3. **BAKER LAKE HOSPICE SOCIETY**

- Provides coordinated home care and **spousal** assault shelter to Baker Lake under contract with Department of Social Services and Department of Health.

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4. BAKER LAKE DAY CARE
 - A group of local women who arrange for provision of **daycare** services in Baker Lake.
5. KATAUJAK SOCIETY
 - An organization of local women who provide day care and family violence services in **Rankin Inlet**. This group operates a shelter and has facilitated regional women's conferences with funding from Social Services and Secretary of State.
6. KIVALLIQ CONSULTING, MANAGEMENT AND TRAINING SERVICES
 - private company owned by **Jack** and Caroline Anawak of **Rankin Inlet**. This company has a contract with our Department to operate the **Rankin Inlet Group Home**.
7. SAPPUJJIJIT SOCIETY
 - An organization in **Rankin Inlet** that receives funding from our Department to provide an **alcohol/drug** education project and funding from Secretary of **State** to operate a **friendship centre**. The project is encountering serious administrative problems at the present time.
6. GENERATION GAP COMMITTEE
 - A group of citizens in **Coral Harbour** concerned with the general well-being of the community and particularly with communication between youth and elders. The group has been involved in advising on the activities of the Youth Justice Committee and family violence issues.
9. SAPUNIAQTIIT ALCOHOL AND DRUG EDUCATION
 - A community based group delivering an **alcohol and drug** education prevention program to citizens of **Eskimo Point**.

KITIKMEOT REGION - CENTRAL ARCTIC

PREAMBLE:

The Kitikmeot Region is made up of six organized communities and two unorganized communities, with a total population of approximately 4,000. The population consists mainly of Inuit people - 92 percent. The remaining population is a mixture of Euro-Canadian, Dene, Metis and other. There are two dialects spoken in the Region: Inuktitut and Inuinaqtun.

The Department of Social Services has 18 staff and three trainees. The trainees include an Administrative Officer trainee and two social worker trainees. Each community in the Region, with the exception of the unorganized settlements of Bay Chimo and Bathurst Inlet, has a social service office. These two communities receive service by scheduled visits from the social worker from Cambridge Bay. The Department's Regional office is located in Coppermine.

Community Affairs are administered by local government called Hamlet Councils. The Kitikmeot region is characterized by expansive distances between communities. This has provided a challenge for, the Department in terms of service delivery and employee recruitment and retention. Transportation between communities is costly as it is necessary to travel by air. Some native families use privately owned ski-doo's for occasional winter travel.

PROGRAMS AND SERVICES:

FINANCIAL ASSISTANCE

Financial aid is provided to "persons in need" in order to alleviate the effects of poverty and suffering. It is the most expensive program in the Region in terms of cost. So far this year the Region has spent \$2,207,000 to assist people in need. In 1987-88, the Region spent \$3,580,418.00 in Financial Assistance Programs to assist 2,000 individuals and families per month. The continuing lack of meaningful, long term employment in the Region is having a significant impact on monies expended.

SERVICES TO THE AGED AND HANDICAPPED

This program provides assistance to Aged and Handicapped adults in order to improve the quality of life for each. Services to the Aged and Handicapped include counseling homemaker support services, financial aid and vocational rehabilitation programs.

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FAMILY AND CHILDREN'S SERVICES

This program provides support to families so that they may be able to maintain the unity of the family. Where this is not possible due to serious abuse or neglect of children, the program provides for the care of children under the Child Welfare Act. Family and Children's Services provide funding for foster and group homes. The Kitikmeot Region has a group home in Cambridge Bay. The Group Home is a contracted resource and may care for six children. Services for handicapped children including funds for residential care are provided for by this program. Spousal Assault services including shelters in Cambridge Bay and Spence Bay are administered under Family and Children's Services.

CORRECTIONS SERVICES

The Kitikmeot has a multi-purpose group home in Coppermine, which is available to provide care for young offenders and children in the care and custody of the Superintendent of Child Welfare. The Coppermine Group Home is a Departmentally owned home and is managed under contract with Ivik Enterprises. Children sentenced to open custody may be referred to this eight bed facility. The program offers a consistent daily program which includes, community service, traditional activities and life skills training as well as ensuring that educational needs are met and counseling services are provided.

Community Correction Services include supervision of young and adult offenders. Youth Justice Committees operated by interested individuals in the communities are operating in the Kitikmeot. These committees assist young offenders to face responsibility for their actions and ensure that increased attention is paid to victims of crime.

YOUTH PREVENTION PROGRAM

Youth Groups are organized throughout the Region in order to assist youth to direct their activities toward positive pursuits. Each year a Regional Youth Conference brings youth throughout the Region together in order to share knowledge, experience and plans for the future. Some of the youth groups are initiating social events with the Elders in order to maintain relationships between generations.

ALCOHOL, DRUGS AND COMMUNITY MENTAL HEALTH PROGRAMS

Community Alcohol and Drug programs are **operating** in the **Kitikmeot** Region. These programs provide support for drug and alcohol dependent people. Alcoholics Anonymous is available in four out of the six communities, **Coppermine** has recently organized an Alanon program. A Regional Alcohol and Drug Specialist is involved in assisting communities to develop public awareness regarding the dangers of alcohol and drug abuse. The community of **Holman** recently sponsored a workshop in this area.

Community Mental Health services have for the most part been provided by a visiting team of Mental Health Professionals. A Regional Community **Mental** Health Specialist is involved in training of lay **Family Violence Counsellors** in **Spence Bay** and has assisted the community of **Holman** in developing and implementing a workshop on the Prevention of sexual abuse of children and parental responsibility. The Specialists are responsible for developing regional resources and programs in order to combat social problems encountered in the **North**.

SIGNIFICANT COMMUNITY ORGANIZATIONS IN THE KITIKMEOT REGION

ALCOHOL AWARENESS CENTRE - COPPERMINE

Alcohol education and support program for individuals in trouble with alcohol. Referrals may be self-initiated or made by community or government agencies.

WOMEN'S GROUP - CAMBRIDGE BAY

Committed to improving the status of women in **socio-economic** aspects.

KATIMAVIK CENTRE - CAMBRIDGE BAY

Alcohol education and support programs and shelter for victims of **spousal** assault.

SPENCE BAY SHELTER

Haven for victims of **spousal** assault.

SPENCE BAY ALCOHOL PROGRAM

Alcohol education and support program for individuals experiencing problems with alcohol.

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ELDER'S COUNCIL - SPENCE BAY

Co-ordinates recreational activities,

WOMEN'S GROUP - SPENCE BAY

Committed to working on women's issues such as spousal assault.

HOLMAN DAY CARE SOCIETY

Organizing Day Care services in Holman in order to ensure quality substitute care for children.

ALCOHOL PROGRAM - HOLMAN

Alcohol education and support program for individuals and groups.

ELDER'S COUNCIL - HOLMAN

Active involvement by the elders in dealing with community issues.

SOCIAL AFFAIRS COMMITTEES

Throughout the Kitikmeot these communities hear appeals from social assistance applicants who have been deemed to be ineligible for financial assistance. These committees also advise the Department's social workers of social issues in the community.

INUVIK REGION

PREAMBLE:

The Inuvik Region consists of 12 communities with a combined population of 7,759 people according to the June, 1987 census, a decrease of 517 from 1986. The **diversity of the region is reflected** in the population breakdown by **ethnicity--Inuvialuit in the** Beaufort communities, **North Slavey in the Sahtu communities, Loucheaux in the** communities of Arctic Red River and Fort McPherson. Most of the **population** of Norman Wells is made up of southern oil industry/construction workers. The town of **Inuvik is** made up of approximately 35% people of **native** ancestry, with the remainder being **primarily** Euro-Canadian.

PROGRAMS AND SERVICES:

Financial Assistance

Financial Assistance is provided to "persons in need" to **enable them** to maintain themselves and their families at an acceptable standard **while remaining** as self-sufficient as possible. The region's annual 1988/89 budget for this program stands at \$3,063.00.

Family and Children's Services

This program assists **families** to care for their own children and intervenes only in instances when children may be subject to abuse or neglect, or when parents are unable to **provide** the specialized services a child may require.

The program also provides services for young persons in conflict with the law, and supports minimal intervention while protecting society from illegal **behaviour**. The Region's annual 1988/89 budget for this is \$1,254.00.

Family and Children's Services is very active in the **Inuvik** Region, and delivers the following programs:

a) Northern Lights Treatment Center

The programs in the center are designed for the treatment of adolescents with emotional disturbances. The facility is designated as an "Open Custody" facility under the Young Offenders Act. The center has a capacity of eight **adolescents, most** of whom are Young Offenders. Treatment is also periodically provided for Child Welfare cases. There are fourteen permanent full-time staff at the center, and casuals are employed according to program needs.

b) Group Home

This is a departmentally owned Group Home. It has a capacity of eight adolescents. It is currently vacant, awaiting funding for young offenders program.

c) Bush Camp Programs

There are four bush camps in the **Inuvik** Region for Young Offenders in "Open Custody". Families and individual trappers are recruited to provide training in traditional pursuits and survival, and basic counseling. The program is directed towards sixteen and seventeen year old Young Offenders who are not benefiting from school programs. The program is very successful, and the enthusiasm from both the youth and the operators remains high. We are currently advertising for more bush camps.

Aged and Handi capped

This **program** provides services to the aged and **disabled,** and is directed towards keeping them in their own homes and out of institutions and acute care facilities. This regions annual 1988/89 budget is \$204,000.00.

a) Joe Greenland Center

This Center is located in **Aklavik** and provides supervisory care to a maximum of eight elderly residents who require **Level II** (24 hour) care. **Six** residents reside there. Two applications are being considered through the admissions committee. The center has one half-time and five full-time staff, and employs casuals according to program need. The annual 1988/89 budget is \$391,000.00. Chronic care training for the staff was held in October.

b) Coordinated Homecare

This program is intended to provide both nursing and homemaker services to people in **Inuvik** who have been identified as needing this service and to prevent hospitalization of **elderly** or handi capped individuals.

The program is operated by the **Inuvik** Hospital Board and is under the direction of a nurse/coordinator who takes referrals from medical staff as well as **social** service workers and the general public.

The costs for this program are split between the **Departments** of Health and **Social** Services. The staff currently consists of a nurse/coordinator, two casual homemakers who work on an "as needed" basis.

SIGNIFICANT COMMUNITY ORGANIZATIONS:

Inuvik

- 1) **Delta** House - A regional alcohol and drug rehabilitation center taking referrals from both medical staff and social services staff.
- 2) **Inuvik** Council for the Disabled - Under a Board of Directors, provides residential, vocational and advocacy programs for mentally or physically disabled adults. This program has encountered difficulties in sustaining their operation and only recently have become active again.
- 3) **Ingamo Hall** Friendship Center - Provides day care services, recreation programs for youth, Drop-In Center, recreation for adults, after-school programs for children.
- 4) **Inuvialuit** Social Development Fund (1. **S.D. F.**) - Under the Regional Development Corporation administers funds allocated for social programs under the **C.O.P.E.** land claim.
- 5) **Inuvik Mental Health Association Inuvik Branch** - Provides counseling services, operates local help line with three phones, fronting agency for the developing services to batterers and their spouses. A mens support group started on September 6, 1988 for a 14 session therapy program called "Live without Violence". Their 1988/89 budget is \$150,000.00.
- 6) **Inuvik Long-Term Care Ward** - Located in the **Inuvik** General Hospitals, this is a combined program of **N.W.T.** Health and Health and Welfare Canada, to provide nursing home services to moderate to severely handicapped adults and children.
- 7) **Beaufort/Mackenzie Delta Regional Committee** - With representation from all Delta and Beaufort communities, represents the social, economic and political interests of its member communities.
- 8) **Arctic College Aurora Campus** - Opened its doors in 1986. They average about 100 students a year. Their programs last from 2 months to 2 years. This year they are offering evening night and weekend courses, ranging from income tax return to parenting.

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- 9) **Inuvik Native Band** - Supervises the **CSO/Fine** Option program.
- 10) **Youth Justice Committee** - Is set up and actively involved with the department and young offenders.
- 11) **Grollier Hall Hostel** - A hostel for **about 100** senior students from the **Inuvik** Region. They **serve** as an **open** custody facility for our settlement youth.
- 12) Adult Children of **Alcoholics** (11. **C.O.A.**) - **Meet every** Wednesday. They are a support group which is **run by** the Mental Health Coordinator.
- 13) **Community Friends** - is a contracted one year pilot project with Canadian Mental Health **Association** which expires March, 1989. This program is to help deal with probationers using the perspective of "friends" or provide help to both client and worker. The friend will act as a companion or acquaintance and also utilize other agencies **ie.** Delta House; Social Services; Mental Health; Manpower; Housing, etc.
- 14) **Delta Center** - is a 5 month contract **for** 3 beds. Has capability of 10 beds with 4 full time casual staff. It is a resident home for those people who are in correctional institutions who are early release, some referrals from Doctors and referrals for Delta House for pre and post treatment.

Arctic Red River

- 1) Social Services **Committee** - Is set up and dealing with Young Offenders and social concerns.
- 2) There is a foster home being used on a regular basis.
- 3) Homemaker Services are provided.
- 4) The Band office runs the Fine Option program.
- 5) There is an Alcohol Field worker who started in August.

Fort McPherson

- 1) **Fort McPherson Concerned Citizens Committee** - This group was set up originally to combat the rising incidents of suicide in their community. **This** has developed **into** a grass **roots** counseling service and **crisis intervention** group.
- 2) **Peel River Alcohol Center** - Provides alcohol counseling and referral services. Also provides services to the youth. There are five native workers currently employed.
- 3) **The Youth Justice Committee** - Is set up and actively involved with the youth.

- 4) There are three foster homes and one bush camp in operation.
- 5) Homemaker services are provided.
- 6) **Fine Option** Program - Is being operated by the Hamlet Office

Tuktoyaktuk

- 1) **Tuktoyaktuk Alcohol Committee (House of Hope)** - provides alcohol counseling and referrals. They have three staffing positions, the coordinator's position is vacant and there are 2 native counselors. They are currently discussing taking on the Fine Options program.
- 2) **Tuktoyaktuk Social Action Committee** - Is implemented and involved in the social concerns of the community.
- 3) **Tuktoyaktuk Crisis Center** - **Opened in 1986** for providing counseling, referrals and accommodation to **spousal** assault victims. Since October 1988 the center is actively involved in its program's objectives.
- 4) **Homemaker** services are provided.

Sachs Harbour

- 1) **Sachs Harbour Health Committee** - Oversees the Youth Justice Committee program and actively involved with the youth.
- 2) A foster home study has been approved.
- 3) Homemaker services are provided.

Paulatuk

- 1) A part-time community social worker was hired locally in May, 1988. The residents are very happy to have their own social worker. She is working closely with the Hamlet Council.
- 2) **Paulatuk Health Committee** - Is actively involved in the Youth Justice Committee.
- 3) Homemaker services are being provided.

Aklavik

- 1) **Aklavik Youth Group** - Established to assist young people through peer and group counseling.
- 2) **Aklavik Alcohol Action Committee** - Very involved in the social concerns of **Aklavik**. They are operating the **Knuts** Lang Camp where there is 12 bed capacity for youths who are encountering alcohol, drug and solvent abuse. A full time teacher was recently hired, therefore the educational component will be operational.

- 3) Homemaker services are provided.
- 4) **Concerned Citizens Group** - Based on Fort McPherson's model - designed to voice community **concerns** and raise the **conscientiousness** of the community around social issues, i.e. bootlegging, alcohol, youth, etc.

Fort Norman

- 1) Fort Norman **Pre-School** Program - Designed to provide **pre-school** stimulation for children between the ages of 2-4 years.
- 2) Fort Norman Drop-In-Center - Provides recreational programs for youth.
- 3) **Social Advisory Committee** - Set up to deal with youth and social concerns.
- 4) Homemaker services **are** provided.
- 5) **Fort Norman Alcohol Committee** - Very involved in alcohol abuse concerns in the community. Sponsored, in cooperation with Social Services, a regional alcohol workshop surrounding community development in this area.
- 6) No Fine Options **program** set up but trying to get **community** involvement to implement it.
- 7) - Doing a homestudy currently to start a bush camp operation for young offenders out of Fort Norman.
In process of entering into contracts to establish two emergency foster homes.

- Has well established and fully operational Youth Justice Committee.

Committee members attended the Foster Parent Workshop.

Fort Good Hope

- 1) Fort **Good** Hope Youth Group - Established to represent the interest of the young people before the band/community **council**.
- 2) There is a bush camp open and used on a regular basis. In the process of advertising more.
- 3) **Youth Justice Committee** - Is set up to deal with the youth. Now looking at training.
- 4) Homemaker services are being provided.

- 5) **Fine Options Program** - Currently in process of being set up. Corrections Specialist **will visit community** mid-February to finalize arrangements.
- 6) Fort **Good** Hope Drop-In Center - Has been **in** operation since **1984**. They **deal with** alcohol counseling and referral services. They employ 3 local natives. Also supervises **Colville** Lake.
 - Band Council and Social Services contracted to run summer bush skill camps for children.
 - Hired a casual worker to assist with casual work.
 - The Drop-In Center ran a workshop facilitated by the **Inuvik** Regional Mental Health Specialist.
 - Currently completing home study for two new foster homes.
 - Community members attended the foster parent workshop in **Inuvik**.

Norman Wells

- 1) **Norman Wells Health Committee** - Deals with social issues of the community.
- 2) The Youth Justice Committee is sponsored by the Norman Wells Village Council. They provide very good **support** and are active with committee and concerned members,
- 3) Has one established foster home; the foster parent attended the workshop in **Inuvik**.
- 4) No suitable candidate **was** found to **fill** the **CSSW I** position - will readvertise in a few months; in the interim will look at hiring a casual.

Sahtu Region

- 1) **Shitah Regional Council** - Represents the social, economical and political concerns of the **Sahtu** Region.
- 2) Community Development Workshop held in November, 1988 in Fort Norman. Fifty delegates from the **Inuvik** Regional attended. The focus was on alcohol and drug prevention and awareness.

Employment Enhancement

Funding for Employment Enhancement was funded for the second year. The Regional Committee met and discussed possibilities of **Paulatuk** and **Tuktoyaktuk**. As of September 22, 1988 **Paulatuk's** proposal was approved. There are currently nine full time students actively participating in this program.

In 1987/88 **Aklavik** and Fort Franklin were chosen to run the eight month **Job Entry** program. **There** were twelve participants in Fort Franklin and eight graduated. **In Aklavik**, there were ten graduates. The **Job Entry** program consisted of upgrading, **lifeskills**, job readiness and on-the-job training.

Workshop Training

A workshop was held in **Inuvik** between November 14th-18th, 1988 for **all Inuvik CSSW's**.

The focus was on court procedures dealing with Young Offenders, **Child Welfare** and Adult Offenders. Special attention was given to report writing and court presentations. The social workers were given models to use for their future court **cases**.

The facilitators were the Community Correction Specialist, Community Correction Coordinator and the South Regional Supervisor.

The Mental Health Specialist held a Suicide Prevention Workshop In **Inuvik** from October 17th - 21st, 1988. This was held for a group of seven trainees **who** signed contracts agreeing to facilitate on educating on suicide prevention in their community.

YELLOWKNIFE REGION

PREAMBLE :

The **Yellowknife** Region serves the City of **Yellowknife** and Snowdrift. **Yellowknife** has a population of 12,000. It includes two Native communities, namely **Rainbow Valley** and **Detah Village**. The population in **Yellowknife** consists mostly of Caucasians.

The Native, population is approximately 1/5 of the population. The population in Snowdrift is about 250 to 300. The population is mainly Chipewyan descent.

The **Yellowknife** office has a staff of 16, composing of 12 Caucasians and 4 Natives.

The Snowdrift office has one Native Social Worker.

PROGRAMS AND SERVICES:

Financial Assistance

Financial Assistance is provided to "persons in need" to enable them to be self sufficient as possible. This is the largest program in the **Yellowknife** Region in terms of cost. In 1988 the Region spent \$1,299,344 on Financial Assistance programs.

Family and Children's Services

This program assists families to care for their own children and intervenes only in instances when children may be subject to abuse or neglect, or when parents are unable to provide the specialized services a child may require.

Corrections

The program also provides services for young persons in conflict with the law, and , supports minimal intervention while protecting society from illegal behavior.

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Young Offender Programs

a) School Draw Group Home

This home is a designated open custody facility under the Young Offenders Act. The Home is departmentally owned and is contracted by Integrated Human Resources. The **Centre** has a capacity of eight adolescents. The current annual cost of this contract is \$251,000.00. The Group Home provides Life Skills at the cost of \$127,950.00 per year.

- b) There is a contract with the Youth Justice Committee for six months with a cost of \$37,000.00

Aged and Handicapped

This program **provides** services to the aged and disabled.

a) Rycon Group Home

This facility accommodates eight residents who are mentally handicapped. The services is contracted by the **Y.W.C.A.** at a cost of \$195,125.00 per annum. The facility is departmentally owned.

b) **Aven Seniors Centre**

The **Aven Seniors Centre** is a thirty bed personal care home. It is owned by the Yellowknife Association of Concern- for Seniors. It has a staff of 17.5 permanent and 3 casual. The cost to the Department of Social Services per year is \$734,000.00. The total operating budget is \$1,064,000.00

FORT SMITH AREA

PREAMBLE:

The Fort Smith Area includes the communities of Fort Smith, Hay River, Hay River Reserve, Enterprise, and Fort Resolution.

This area of approximately 5,700 persons consists of 54% native northerners of Dene or Metis ancestry.

The Area Superintendent's office is located in Fort Smith. The two area offices are located in Fort Smith and Hay River. One community office is located in Fort Resolution.

As of January 20th, 1989 there are several staff vacancies in the Area.

Superintendent's Office: The position of Alcohol and Drug/Mental Health Specialist is out for competition (North and South) for the second time.

The Superintendent's position is vacant as of January 30th, 1989.

Fort Smith Office: The Supervisor's position is vacant and will be going to a North/South competition.

Due to long term illness, education and maternity leave this office is largely staffed by term employees with minimal training and field experience. There is one professionally trained Social Worker on staff at the Senior Level. The current staffing complement is unable to provide the intensive counseling required by some clients. Therefore, private contracts are in effect with two professionally qualified **counsellor/therapists** resident in the community. Clients are referred by the Department of Social Services.

The Hay River Area Office has two vacant CSSW III positions. One position is waiting finalization of the appeal process (i.e. documentation). The employee who won the appeal will be going on maternity leave March 1, 1989. A second position is currently under competition. The current staff complement of two professional qualified staff are working

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under high levels of stress at the present time. It has become increasingly difficult to attract qualified and experienced staff to the area. The lack of professionally experienced senior staff and a supervisor in the Fort Smith office has serious consequences for client service and community perception of the department.

The current staff are highly motivated but require strong leadership and professional supervision particularly in the Town of Fort Smith.

PROGRAMS AND SERVICES:

Financial Assistance

The increased demand for financial assistance indicated an 8-9% increase in 1988 (Final figures not yet available). This is indicative of lack of employment in some parts of the area. There is also an increased demand by some residents for extra ordinary benefits which are not readily available with current policy guidelines. Denial of these requests results in complaints against staff and the department. Staff do, however, make a determined effort to meet the requests of these "clients when the needs are determined to be legitimate. Policy and regulations require better definition, clarity in manuals available to staff is also needed. Without such clarity and definition some clients 'will continue to express dissatisfaction with staff decisions and the image of the department will be affected.

Family and Children's Services

(Statistics quoted from December 30, 1988 reports.)

The Fort Smith Area currently supervises 12 children in care who are placed in foster homes or group homes within the Fort Smith Area.

Polar Crescent Group Home (Fort Smith) serves 5 children.

Hay River Group Home serves 5 children.

There are 5 handicapped/disabled children receiving care in a Fort Smith specialized foster home.

The dedication and commitment of a **small** number of foster parents provide stability for our children in care. Without these foster parents the department would have great difficulty in providing service to children.

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Sexual abuse of children continues to be of concern. Although the department is generally able to provide protection for the child there is serious concern over our inability to provide appropriate treatment to the child and his/her family. This is a specialized area of professional service and few of our area staff have the necessary training to provide this level of professional expertise.

Young Offenders

There are 2 young offenders in open custody and 2 young offenders in secure custody whose home communities are in the Fort Smith Area.

Youth Justice Committees operate in Fort Smith and Hay River.

A training workshop for committees will be held in 1989.

Negotiations are currently in progress with the Soaring Eagle Friendship Centre in Hay River to deliver a more intensive program of supervision and counseling to young offenders.

Community Corrections .

The two year VORP pilot project contracted to the Friendship Centre in Fort Smith will terminate March 31, 1989. The VORP project was not successful with a minimum number of referrals received during the project (1). Thus contractual difficulties may ensue in 89/90 as attempts are made to determine the time involved in delivering the remaining program areas in the new contract.

Aged and Disabled Programs

1. Personal Care

The Thebacha Personal Care Society was formed in late 1988. One of their objectives was to explore the feasibility of acting as a non profit agency to sponsor a Personal Care Facility with the assistance of CMHC.

To date it appears that the membership of the Society and its Board members are not able to proceed due to the inability of the membership to donate the amount of volunteer planning time which is required. At the present time (January /89) it appears that the Society expects the Department of Social Services to build the facility. The role of the Society with the Department of Social Services has yet to be determined. Further consultation between the Society Board and the Department of Social Services is required at this time.

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2. The Fort Smith Seniors Association is operating now and meets monthly at Sunset Chalet.
3. The Fort Smith Society for the Disabled is now formed and meets monthly at P.W.K. High School.

Department staff are consulted by the above groups on an ongoing basis.

4. **Co-ordinated** Home Care - Fort Smith and Hay River

Demand for services increased in the 1988 calendar year and contracts were increased accordingly. The program philosophy encourages seniors to remain in their own homes or with extended family as long as possible. The **Co-ordinated** Home Care program enables this to take place and is more cost effective than residential care.

5. Homemaker Programs

The Fort Resolution and Hay River Reserve Homemaker programs continue to operate. The **Area 1S** currently awaiting the report of the Homemaker **program** evaluation completed in 1988.

Family Violence Program

Sutherland House (Fort Smith) and Safehome Network (Hay River) continue to provide necessary community programs. This is evidenced by increased occupancy rates and a higher community profile through group presentations, counseling, and interagency co-operation.

Community Corrections

Fine Options programs are now in operation in **all major** communities of the Fort Smith Area.

RAE/EDZO AREA

PREAMBLE:

The **Rae/Edzo** Area is comprised of five (5) communities - Fort Rae, **Edzo**, Lac La Marte, Rae Lakes and Snare Lake with an estimated population base of 2700. Approximately ninety (90) percent of the population is of native ancestry consisting of Dene and **Metis** persons. The predominant language is Dogrib.

The **Rae/Edzo** area office, located in Fort Rae, administers Social Services program delivery to the communities within the area with a staff complement of 2 **Social** Workers, 1 Community Corrections Specialist/Supervisor, 1 **clerk-Typist** and 1 Superintendent responsible for "supervision and administrative duties within the **geographical** area. One position is currently vacant and out for competition. This is the Community **Mental Health** position which should be filled and the incumbent in place by mid November. This office still requires the services of an **Administrative** Officer or clerk.

PROGRAMS AND SERVICES:

Financial Assistance Programs

The Financial Assistance Programs seek to provide a basic level of subsistence to those in financial need. An average of 700 individuals are assisted on a **monthly basis**, and the estimated cost of the program in the **Rae/Edzo** is in excess of **\$1.5 M.** cost could increase over the winter months **as pensioners will be approaching the** department with requests for assistance in the purchase of firewood for home heating and cooking.

Family and Children's Services

This program is oriented towards the prevention of family breakdown. By utilizing support systems such as counseling, homemakers and the involvement and participation of other community agencies, every effort is made to keep the family unit intact.

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Child Protection Services have increased. The number of Foster homes in **Fort** Rae and Edzo will have increased from 3 to 7 by November 1, 1988.

Excellent working relationships have been established with the R.C.M.P. , Medical Professionals, Education, Friendship **Centre** and the Band, resulting in a heightened community awareness of Child Protection Services.

Aged and Handicapped Services

The program provides services to the aged and handicapped to enable departmental clients under the program to remain in their home communities as long as possible, at home or with members of the extended family unit. The following services are delivered under this program:

Personal Care

The Jimmy Erasmus Seniors **Centre** offers both personal care and self care units. The self care units are currently vacant due to a difficulty with the flooring in the units. Nine (9) elderly clients currently reside in the Personal Care Unit. The facility is operated under contract with the Rae **Dene** Band.

Home Care Services

Service Contracts are in effect for the current fiscal year for home care and handyman services in the communities of Fort Rae and Lac La Marte. Home care services provide basic homemakers, handyman, cooking and family support services to clients requiring the service on an as needed basis. An evaluation of home care services was recently undertaken by the department and some concerns were raised about the quality of service being provided under contract in the community of Rae Lakes. The **Rae/Edzo** office is currently waiting for a copy of the written report issuing from the evaluation in order to remedy the concerns raised.

Community Corrections Programs

This program administer all aspects of Corrections Programs in the communities with particular emphasis on the following:

Fine Options Programs

The Fine Options Program was administered in Fort Rae by the Rae **Dene** Band until the contract expired in June 1988. The Rae **Dene** Band has expressed a desire not to continue and negotiations are currently underway with the "Friendship **Centre**" to administer the program.

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Home Arrest Program

In response to the high number of "default of fine" sentences this program is being developed. This program gives those sentenced to a period of incarceration of under 21 days the opportunity of serving the required time on weekends while remaining at home. The R.C.M.P. have agreed to monitor those inmates serving at home and the local Justice of the Peace is in full support of the program and has promised to utilize the program which is the first of its kind in the Northwest Territories.

Advantages to the Offender

1. minimal disruption of work or family life
2. mitigates trauma of incarceration

Advantages to the Department

1. decreased institutional costs
2. relief of institutional overcrowding

Advantages to the Community

1. protection through R.C.M.P. supervision
2. financial resources of inmate serving in program remain in the community and are not interrupted.

Hornell Lake Young Offenders Camp

Presently in the proposal stage this Young Offender camp will offer a traditional hunting, trapping and fishing opportunity to those youth from the Rae/Edzo area sentenced to an open custody disposition.