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THE IMPACT OF BEAUFORT SEA EXPLORATION ACTIVITIES  
ON G.N.W.T. PROGRAMS, SERVICES, FACILITIES AND  
STAFF: THE INUVIK REGION'S EXPERIENCE WITH  
TUKTOYAKTUK, 1976 - 1983.

J. MacEachern - Regional Director

November 1983

1. INTRODUCTION

As Panel members will undoubtedly recognize, the GNWT has considerable first hand experience to draw upon when commenting on the probable impacts of Beaufort hydrocarbon development and when suggesting appropriate terms and conditions for it to proceed. The GNWT has been addressing a wide range of the impacts associated with offshore oil and gas exploration activities since 1973 when Esso Resources Canada Ltd.'s parent company (Imperial Oil) drilled the initial well in the Beaufort Sea from an artificial island.

Much of the GNWT's experience has been gained by the Inuvik Regional office, and none seems more relevant to the Panel's concerns about social and economic impacts at the community level and government's ability to anticipate and respond to impacts than the Regional Office's experience with Tuktoyaktuk.

As Panel members are aware, Tuktoyaktuk has a long history of interaction with wage employers and industrial activities. The Dew-Line construction activities of the mid-1950's impacted the community and left a Dew-Line station

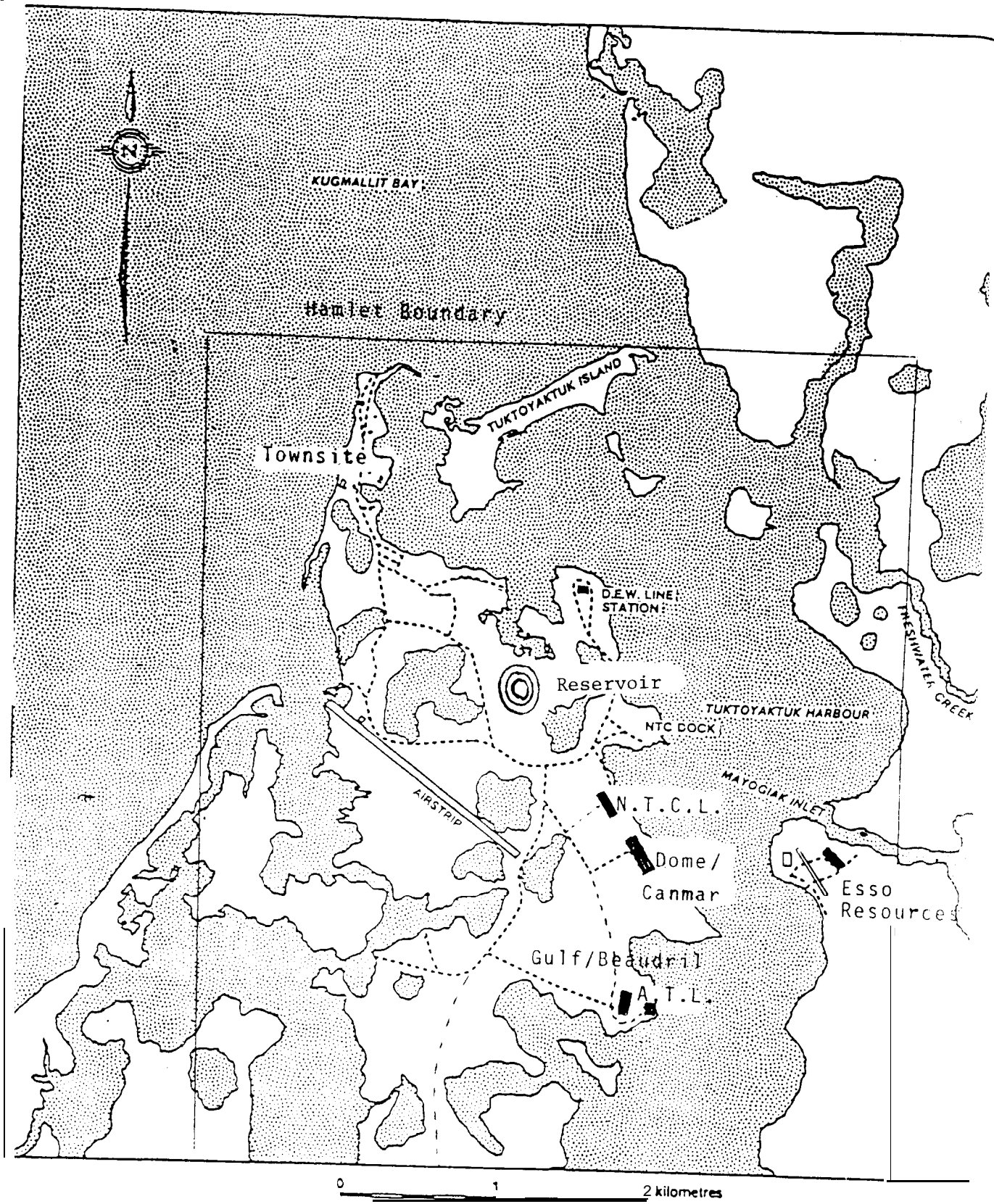


Figure 1 - Tuktoyaktuk, 1983

adjacent to it. Northern Transportation Company Ltd.'s trans-shipment and Arctic coastal **re-supply** activities have been staged out of Tuktoyaktuk **harbour** each summer since the 1950's and residents have found seasonal employment with the company.

The oil industry first located near Tuktoyaktuk in 1969 when Imperial Oil built a base camp on the other side of the **harbour** (Figure 1). Other oil companies and oil industry service companies also built or leased facilities for short periods. Each affected the community to some degree but, in retrospect, their impacts were minor compared to the changes that occurred after Dome/Canmar arrived in 1976.

Even a casual observer of the current situation cannot fail to note that:

- the oil industries' shorebase facilities and associated ships dominate the landscape at Tuktoyaktuk even though they are somewhat removed from the residential area in the community (the townsite);  
the accommodation and recreational facilities provided by industry for its employees are of high quality and are far superior to anything available at the townsite;
- many residents are employed by the oil companies and associated service companies and virtually anyone interested in going into business has been able to do so;
- women as well as men have found jobs with the oil industry and service companies and many families enjoy a

high income. Some of this income has been spent on a wide range of consumer goods including washing machines, stereos, televisions, **betamax** machines, motor boats, snowmobiles and the latest model trucks";

- extensive and costly improvements are being made to the community's infrastructure. The road network is being upgraded and expanded and steps are being taken to improve the existing water supply, sewage disposal and garbage dump arrangements. Many of the projects underway are far beyond what one would expect to find in a community of 800 elsewhere in the N.W.T. or in southern Canada;

new land has been developed for building lots and modern housing is apparent in parts of the community;

- in many respects, the **social** situation in the community is unsatisfactory to both residents and outside observers alike. School attendance is low, few residents are willing to volunteer their time to work with youth groups or to coach sports teams, drunkenness and acts of crime and violence have become more common and the number of suicides is of growing concern;
- the Hamlet Council is acting vigorously to defend the community's right to be involved in decision making. In matters involving the **harbour** and the use of land in both onshore and offshore areas around the community it supports the views of the Hunters and Trappers Association. Generally, the Council is faced with

problems that would challenge the ability of any council in southern centres. These problems include:

- appropriate locations for industry's facilities and townsite expansion;
- the access of industry personnel to the townsite;
- the social situation in the community;
- control over the use of the **harbour** by industry;
- the creation **of** new land areas for additional housing and service industry expansion;
- access to gravel supplies;
- the expansion or **re-location** of the airport;
- an appropriate source of water for and the best means **of** filling a new water supply reservoir;
- generally, the need to deal with a large number of territorial and federal government departments and agencies in attempting to resolve planning, infrastructural, and social problems facing the community; and
- at the same time, the need to stay abreast of the changing plans and proposals for expansion of oil industry facilities and operations at Tuktoyaktuk.

In some respects the current situation in Tuktoyaktuk is not a model for future Beaufort development. It has brought industry into too close of a proximity to a Beaufort community and many of the changes that have taken place have occurred without an overall, co-ordinated approach to responsibilities and actions on

the part of:

- Oil Industry Companies;
- Oil industry service companies;
- Federal Government;
- Territorial Government;
- Hamlet Council;
- Hunters and Trappers Association;
- Other Community Interest Groups;
- Families;
- Individuals.

The G.N.W.T. has been involved in the process that has created the Tuktoyaktuk of 1983 since the discussions which preceded Dome/Canmar's arrival. Much of the G.N.W.T.'s involvement has occurred at the community level and through the Inuvik office. A number of lessons have been learned that seem relevant to the Panel's concerns about Beaufort communities' ability to cope with socio-economic impacts and Government's ability to address such impacts.

This paper summarizes the experience that has been gained by the Inuvik office and by staff at the community level. It is organized as follows: Section 2 provides a brief chronological overview of the oil industry's expansion at Tuktoyaktuk. Section 3 documents the G.N.W.T.'s experience at the local and Inuvik office levels in addressing the impacts of the industry's presence.



## 2. THE OIL INDUSTRY AND TUKTOYAKTUK

Tuktoyaktuk is the focus for much of the oil industry's Beaufort Sea shorebase facilities and has been for much of the last decade. In 1969 Imperial Oil Ltd. established the first oil industry facility near the community. The camp's location on the other side of the **harbour** helped to limit interactions between Esso personnel and Tuktoyaktuk residents. Gulf Oil, Sun Oil and companies primarily serving the oil industry, such as Kaps Transport, also established small operations adjacent to Tuktoyaktuk **harbour** during the early 1970's. The focus of these activities was the search for hydrocarbons in the onshore area of the Mackenzie Delta.

The general expectation in Tuktoyaktuk and many other communities in the **Beaufort-Mackenzie** Delta region in the mid-1970's was that a Mackenzie Valley natural gas pipeline would be built in the near future to connect Delta and **Prudhoe Bay reserves** to southern markets. It was apparent that there were not enough proven reserves beneath the onshore area to supply the pipeline.

Esso pioneered in the exploration of the offshore portion of the Beaufort Sea beginning in 1973. Many of the company's artificial island building and offshore drilling activities since then have been staged and supplied out of its Tuktoyaktuk base camp. In 1976 **Dome/Canmar** received Cabinet approval to begin exploratory drilling in the deeper waters of the Beaufort Sea. The company's preliminary site location work was staged out of Tuktoyaktuk **harbour** in 1975. In 1976-77 **Dome/Canmar**

established shorebase facilities some distance from the community but on the same side of the **harbour** (see Figure 1). These facilities were subsequently expanded. The most recent expansion, a major one, was officially opened in June, 1981.

**Dome/Canmar** arrived in Tuktoyaktuk during the debate over the proposed Mackenzie Valley natural gas pipeline. Although the Berger Commission of Inquiry (**Berger, 1977**) was hearing considerable arguments against the pipeline, many in industry and government still believed that it would be approved. However, its approval was expected to be subject to stringent environmental and **socio-economic** terms and conditions.

Thus, when **Dome/Canmar** arrived in Tuktoyaktuk in 1976 it was faced with a difficult situation. Anti-industry feeling was increasing throughout the **Beaufort-Mackenzie** Delta area as a side effect of the Berger hearings. At the same time, the expectation was being created that industry would not be allowed to proceed with a pipeline and associated hydrocarbon exploration and development activities unless it was willing to make **special** efforts to foster local employment and to enhance local business opportunities.

**Dome/Canmar** was sensitive to these matters and moved quickly to fulfill both the spirit and letter of the **socio-economic** terms and conditions attached to its annual drilling authority. The company was subject to reviews of its performance in this regard by government (eg G.N.W.T. , 1977 and Foster, 1980) and **Dome/Canmar** staff displayed an innovative, fast-moving ability to respond to community and government

**concerns.**

**Dome/Canmar** soon set the pace with respect to employment creation and the expansion of the local business sector in Tuktoyaktuk and other Beaufort communities. The company's success in increasing the number of Tuktoyaktuk residents engaged in wage employment and the expansion of the local business sector in the community largely because of its efforts are reflected in the statistics presented in Figures 2 and 3.

More recently, the National Energy program of 1980, together with the promising oil discoveries made by **Dome/Canmar** in 1979-1980, increased industry's interest in the Beaufort Sea area. Esso Resources Canada Ltd. expanded and modernized its Tuktoyaktuk base. Gulf Canada Resources Inc. reentered the Beaufort scene after an absence of several years and built a shorebase to the south of **Dome/Canmar** during the winter of 1982-83. The **Gulf/Beaudril** facility was officially opened in May, 1983. The actions of both companies have further expanded the number of employment and local business opportunities potentially available to Tuktoyaktuk residents.

The oil industry currently has a substantial presence in Tuktoyaktuk. The **Esso, Dome/Canmar** and **Gulf/Beaudril** camps have a regular seasonal staff complement of over 600 personnel. In turn, they support the operations of offshore drilling ships and construction vessels with an even larger seasonal staff. The daily process of moving personnel into and out of the Tuktoyaktuk area and supplying the shorebases and offshore activities results in heavy use of both the airport and the harbour by industry and

its associated service companies.

In general, the relatively quiet community of the early 1970's has become the focus for much of industry's offshore **Beaufort** exploration activity. The change has brought with it both opportunities and problems for the community and for the Government of the N.W.T.

Figure 2

SOME INDICATIONS OF THE EXPANSION OF THE WAGE EMPLOYMENT OPPORTUNITIES AVAILABLE TO TUKTOYAKTUK RESIDENTS, 1974 AND 1983

a) - Prior to Dome/Canmar's Arrival the Local Employment Situation Was Similar to that Depicted by a 1974 Report and a 1975 Survey

		<u>1974(1)</u>	<b>m</b>
Total Population Potentially Employable		165	
Total Unemployed		85	106
. Males		NA	61
. Females		<b>NA</b>	45
Total Employed Full-time		80	
. By the Hamlet		8	
. By GNWT		11	
. By Federal Government		11	
. By Local Businesses		47	
. By the Oil Industry		3	4
Total Employed Seasonally			
. By N.T.C.L.		20	19
. By the Oil Industry		40-50	
. By Local Contractors		20-25	

Sources: 1)- Makale, Holloway & Associates, 1975; 2)-Townsend, (1975)

Figure 2 (continued)

b) - Since 1976 the Number of Employment Opportunities Available and the Number of Tuktoyaktuk Residents Employed Has Increased According to Industry Statistics

Year	Number of Tuk Residents Employed by <u>Dome/Canmar and Contractors</u>	Number Employed by Esso Resources and <u>Contractors</u>	Number Employed by <u>Gulf/Beaudril</u>
1983 (to date)	59	13	35
1982	70		
1981	85		
1980		119	
1979	80		
1978	7		6
1977	103		
1976	87	3	

Sources: Dome/Canmar records; Fisher personal communication 1983; MacEachern, personal Communication, 1983; McMorris, personal communication, 1983.

Figure 3

SOME INDICATIONS OF THE EXPANSION OF THE  
TUKTOYAKTUK BUSINESS SECTOR, 1976-1983

Year	No. of Business Licenses Issued	No. Companies Doing Business With Dome/Canmar**
1983*	44	24
1982	27	39
1981	46	38
1980	32	27
1979	27	26
1978	23	25
1977	21	23
1976	16	6

Notes: \* No. issued to July, 1983.

Sources: Hamlet of Tuktoyaktuk; Dome/Canmar,  
Northern Business Bulletin, January,  
 1983; Dome Petroleum Ltd., Presentation  
to the Senate Committee on Northern  
Transportation, 1982; McMorris, personal  
 communication, 1983.

3 - The G.N.W.T. , Inuvik Region's Experience with Tuktoyaktuk, 1976-1983

G.N.W.T. Personnel at the Regional office and community level are involved in efforts to assist the community of Tuktoyaktuk to adjust the oil industry's increased use of the harbour area and to resolve the various problems that have developed or been heightened by industry's presence and by increased local employment and business activities. This section describes the G.N.W.T.'s experience at the Regional Executive and departmental office levels in Inuvik and at the community level.

It should be noted that the Region's involvement in and responsibility for matters in Tuktoyaktuk has changed over the years in keeping with the G.N.W.T.'s overall efforts to decentralize activities away from the headquarters level and to devolve responsibilities to regional and community bodies. Increasingly, the Inuvik Region Executive office and departmental staff at the regional level have become more involved in G.N.W.T. decision-making and activities with respect to Tuktoyaktuk.

A. - Regional Executive Office

The Regional Executive office in Inuvik is responsible for the co-ordination and delivery of G.N.W.T. programs and services in the twelve communities in the Inuvik region. Successive Regional Directors have been directed by the Commissioner to ensure that matters relating to Beaufort Sea



exploration activities in general and Tuktoyaktuk in particular are kept at the forefront of their priorities. The Regional Director and the Assistant Regional Director have worked closely with Superintendents and with headquarters to identify the additional staff resources and additional operating and maintenance funding required to fully address the needs in Tuktoyaktuk and the other communities in the Beaufort area. These efforts together with discussions with communities and with industry have taken much time at the Regional Executive level.

Two steps have been taken to improve the Regional Executive Office's ability to address matters relating to Beaufort exploration activity and Tuktoyaktuk. A Regional Resource Development Committee chaired by the Regional Director and with the Superintendent of Economic Development and Tourism as the Vice-Chairman and **co-ordinator**, has been created to provide a focus for discussions and co-ordination at the Regional level of the G.N.W.T.'s response to Beaufort Sea matters.

The position of Manager, Development Activities has been created within the Regional Executive Office to provide additional staff expertise and to facilitate the co-ordination of matters relating to Hydrocarbon exploration and development activities throughout the Inuvik Region. Steps are also being taken to place a Field Executive Officer in Tuktoyaktuk to co-ordinate G.N.W.T. activities in the community.

Over the years a considerable effort has been expended at the Regional Executive level in **co-ordinating** the development of estimates of the cost of additional capital improvements in

Tuktoyaktuk as a result of industry's presence and in working with headquarters to obtain such special impact capital funding.

The Regional Executive Office has also worked closely with Tuktoyaktuk and other communities to establish the **Beaufort-Mackenzie** Delta Development Impact Zone Group (DIZ Group). The 012 Group was incorporated as a Society in July of this year and is in the process of establishing a permanent secretariat in Inuvik. It is hoped that the DIZ Group will provide a central forum for discussions of Beaufort Sea matters among communities, industry and government.

#### Departmental Experience

##### B. DEPARTMENT OF ECONOMIC DEVELOPMENT AND TOURISM

Dome/Canmar's response to community and government demands for employment and business opportunities in Tuktoyaktuk in 1976 and the events that have occurred since then, including the expansion of the Esso base camp and Gulf/Beaudril's decision to locate in Tuktoyaktuk, have placed considerable pressures on the staff of the Department of Economic Development and Tourism at all levels.

The Inuvik office initially was faced with the situation of not having staff on site in Tuktoyaktuk. A shortage of funds, man-year limitations, a lack of staff housing and office space and the need to find an appropriate person for the position made it impossible to place an Area Economic Development Officer (AEDO) in

the community until 1979.

In the interim, the Inuvik office provided business and employment related counseling and services on a **flyin-flyout** basis. The Department faced a heavy workload in the local business area and travel budgets and staff workloads were severely impacted. The upsurge in business activity in Tuktoyaktuk together with the shifts that were occurring in the Inuvik business community as a result of the cancellation of the Mackenzie valley natural gas pipeline made it difficult for staff to address some of the needs of other communities in the Region.

Departmental staff were faced with a business sector in Tuktoyaktuk that was growing in terms of both numbers and total volumes of business without strong, entrepreneurial efforts by local businessmen. **Dome/Canmar** was providing residents with attractive contractual opportunities. Departmental staff were faced with the task of counseling residents about a growing number of risks, potential rewards and day-to-day requirements of operating various businesses.

Many potential businessmen had a limited education and little knowledge of business management and finance. Departmental staff worked closely with the neophyte businessmen (and business women) to incorporate businesses, prepare applications for loan funding, obtain funding and to operate the businesses. Their work was made difficult by the limited equity capital that most residents had available to invest in their businesses and by the feeling on the part of some owners that once a business was established profits would roll in without much work.

The placement of an Area Economic Development Officer in Tuktoyaktuk helped to improve the local business situation as did the efforts of Dome/Canmar to assist and counsel the local business community. The AEDO has provided since 1979, much of the continuing, on-site counseling needed by many of the businesses. Initially, he was heavily involved in keeping the books and preparing the invoices for many of the establishments as well as preparing the incorporation documents and financial projections for startup situations. In recent years, some of these responsibilities have been turned over to the private sector. Indeed, in some respects they have provided part of the basis for the growth of legal, bookkeeping and accounting services in Inuvik. At the same time, the AEDO has also worked to foster the growth of bookkeeping services in Tuktoyaktuk. In this respect, his efforts have only been partially successful. Some Tuktoyaktuk businessmen have not felt comfortable letting other residents see their financial accounts.

The AEDO has also worked to expand the sources of funding available to the local business community. Initially, heavy reliance was placed on government loan programs. These were useful but sometimes could not provide sufficient loan capital or a decision within the required time period. The Small Business Loans and Guarantees Fund, the Eskimo Loan Fund and the Special A. R. D. A. program have been the most heavily utilized sources of government financial assistance. The total amount borrowed and the number of loans made under these programs are summarized in Figure 4.

Figure 4

Government Financial Assistance to  
Tuktoyaktuk Businesses, 1979-1982

<u>Year of Issue</u>	<u>Amount Loaned</u> (\$' 000)	<u>Number of Loans</u>
1982	606	4
1981	409	6
1980	100	1
1979	50	1

Note: Includes loans made under the Small Business Lending Guarantees Program and the Eskimo Loan Fund.

Source: Dept. of Economic Development and Tourism, 1982

pressures on working mothers.

- A continuing need to maintain informal, coffee-break type contacts with industry personnel at the base camps. These contacts and the buy-local bias of the AEDO have often helped to identify potential business situations that might not have been noticed by the local business community or by industry personnel .
- A continuing requirement to learn more about the detailed operations and business practice of the oil industry and oil service companies. This need is being met through trips to Calgary (with the Superintendent), attendance at industry tradeshow in Canada and the United States and by formal courses.
- By virtue of his experience and contacts, the AEDO is able to pass on valuable insights and suggestions to other AEDO's in the region. The AEDO in Aklavik has drawn upon this assistance in efforts to expand the community's share of the Tuktoyaktuk base camp business.

The Tuktoyaktuk AEDO has also been faced with situations that do not face the average AEDO in the Region or elsewhere in the N.W.T. The number and complexity of the joint venture opportunities available at Tuktoyaktuk is sizeable and many have been acted upon. There have been pressures from within the community for a local Development Corporation to provide hotel, office and other facilities and at one point Dome/Canmar proposed selling certain of its shorebase facilities to Tuktoyaktuk and the

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other Beau fort communities. The AEDO has been involved in analyzing these situations.

It should be noted that the current AEDO has been in the community since 1979 and has performed well under difficult circumstances. He works out of the Hamlet Office, and shares a secretary with the Hamlet staff. Consideration has been given to stationing an additional AEDO member in the community but this has not been possible because of budget and staffing limitations.

Consideration has also been given to adding a senior staff member knowledgeable about oil industry operations and with strong financial evaluation skills to the Commerce Division in the Inuvik office. The position **would** be primarily dedicated to the Beaufort area. Currently, the position has been approved and it is now undergoing headquarters classification procedures.

At present, nearly every resident with an interest in business is already active in business. The AEDO's time is increasingly being devoted to keeping existing businesses in a strong financial position rather than in assisting with the start up of new enterprises. The task will be even more difficult if Beaufort exploration activities decrease. Entrepreneurial businessmen in the community will be able to survive. Others will have more difficulty, particularly those that went into business in response to an industry contractual opportunity that seemed too good to turn down and who have continued to provide a single product or service to the oil industry will have more difficulty.

The Inuvik Region does not have any staff in the community to assist residents with employment matters. Canada

Manpower funded an Outreach worker position in Tuktoyaktuk. This arrangement has been changed and the community is now serviced by Canada Manpower staff based in Inuvik. Much of their work seems to be related to Unemployment Insurance matters. The department's Inuvik Office has been giving some consideration to adding a Manpower Officer position to Tuk; however, Industry has effective recruiters in the community and the Hamlet Council has indicated to the department that it would prefer an additional AEDO.



C. DEPARTMENT OF SOCIAL SERVICES

The staff of the Department of Social Services at the Inuvik office and community levels has worked closely with Tuktoyaktuk residents over the years to address the social changes that have accompanied the changes in the community's economy. The Department has worked co-operatively with the federal agencies with responsibilities for various aspects of the social situation in the community: the Department of Health and Welfare which operates a nursing station and the R.C.M.P. which has a five man detachment stationed there. The Department's staff in the community are among the most qualified and capable in the region.

In general, departmental staff who have been associated with Tuktoyaktuk over the years agree that residents were not fully prepared for the rapid pervasive economic and social changes that accompanied the increased oil industry presence (Clark, 1983; Nagora, 1983; and McIntosh, 1983). Prior to 1976, the Department had a part-time staff member in Tuktoyaktuk largely to look after requests for social assistance and the Department of Education had a capable adult educator there. Progress was made in upgrading the educational levels of adults and in preparing residents for wage employment. However, in retrospect, it is apparent that more was required in the way of job readiness preparation, educational upgrading, money management counseling, lifeskills and family counseling, and parenting skills in a traditional context.

It is evident that some of the difficulties that have arisen in Tuktoyaktuk could have been avoided to a large extent if

there had been a greater physical distance between the townsite and industry. If the industry's facilities, including a separate airport, had been located elsewhere on the Tuktoyaktuk Peninsula the community still could have benefited from the associated employment and business opportunities. Residents would have been less concerned about an influx of southerners possibly overwhelming the community, problems of access by industry personnel would have been reduced, and any feelings of inequality and loss of control that may have accompanied the construction and operation of industry's sizeable, high standard shore bases near the community would have been lessened.

This situation need not be repeated in other Beaufort communities. It can be reduced or avoided altogether with appropriate planning, co-ordination and funding. Nor need it be worsened in Tuktoyaktuk if limits are placed on industry's future growth near the harbour and if additional resources are available to assist residents in efforts to address the various educational and social problems in the community.

However, it must be noted that there is not a firm or widespread consensus in Tuktoyaktuk on the question of what is a "social problem". Matters that may seem to warrant attention in the eyes of outside observers may be viewed differently by residents. Moreover, Tuktoyaktuk residents prefer to work out their own solution. Care must be taken not to simply term Tuktoyaktuk a community with "social problems" and not to plan and/or implement remedies without careful and extensive work with the community.

These observations are based on the Department's experience with the community at the **Inuvik** office and local levels. Much staff time at both levels has been devoted to matters involving Tuktoyaktuk residents over the past decade. There were situations in the community that required the Department's involvement prior to **Dome/Canmar's** arrival and, as was noted above, a resident was employed in a part-time capacity as a Community Social Worker in the early 1970's. The department posted a full time Community Social Worker to Tuktoyaktuk in 1977 and added a second worker in 1980. If funds and staff positions allowed, the **Inuvik** office would have no hesitation in posting two additional staff to the community. One would be used to help reduce the caseload pressures on current staff. The second would be given the responsibility of working with the community to identify and clarify local concerns about social conditions and assist community groups to bring together and use the resources required to resolve or reduce matters of concern.

The growth in the community's population between 1976 and 1983 was due to natural increase and as a result of the immigration of former residents and people from elsewhere in the region interested in job and employment opportunities. It does not seem to have placed a burden on the staff. Some shift in the composition of the population has been noted (see figure 5) but the increased number of young adults in the population does not appear to have had a direct impact on the demand or need for departmental programmed and services. The shift in the composition of population (Figure 5) has increased the number of

young adults in the community and many have had a direct impact on the demand or need for departmental programs and services.

Much of the workload faced by departmental staff at the community level has come from two main sources:

a) - Individuals and families attempting to adjust to the new lifestyles, demands and pressures associated with wage employment;

b) - Individuals and families attempting to resolve difficult, long term problem situations.

Although the Department's existing statistical compilation and reporting system does not adequately capture the situation, considerable staff time at the community level is being spent counseling individuals and families on matters relating to wage employment, and changing parental roles.

As is shown in Figure 6 the demand for social assistance for economic reasons has not increased with the expanded employment opportunities in the community. However, staff report that some residents still ask for such assistance after earning high incomes in industry-related employment earlier in the year. Their earnings have been spent on consumer goods such as televisions, stereos, snowmobiles and trucks and in partying or gambling. Often the applicant for social assistance is asset rich and cash poor. Departmental guidelines are being developed to help staff deal with such situations. It is clear that more needs to be done.

Some Tuktoyaktuk residents are still in the process of developing the regular work habits of southern workers. Some have

lost their jobs due to lateness or poor on-the-job performance. Industry has been supportive in this area but local staff are often asked for their advice by residents on such matters.

The increased number of working mothers in Tuktoyaktuk has been accompanied by additional and, in many respects, unfamiliar strains on family life. Some mothers are away from their families for up to twelve hours each day, wives sometimes earn more income than their husbands do by virtue of differences in their ability to hold down a regular job, older children are expected to watch younger siblings more often causing problems with school attendance. In the mid or late 1970's the community asked for a day care facility and program to remedy some of these problems. The Department was not able to offer much assistance but local people and industry have worked together since then to establish and fund a small day care operation. It should be noted that the facility is only lightly used. Some parents seem to prefer using older children as babysitters; others say that the daily rate for day care is too high and should be subsidized.

Currently, considerable staff time is devoted to working with individuals and families experiencing difficulties in overcoming a problem situation or in establishing and maintaining a role for themselves in the changing community. Some aspects of these demands on staff time are apparent in available statistics. Children are being placed in the department's care on a regular basis because of difficult home situations; (see figure 7). Their numbers are not growing but considerable counseling and clerical work are required in each case. Other members of the family may

FIGURE 5

Populati on Di stri buti on - Tuktoyaktuk  
1976 and 1981

<u>Year</u>	Total <u>Populati on</u>	Percentage <u>0-14</u>	Di stri buti on <u>15-29</u>	by <u>30-44</u>	Age <u>45-59</u>	Group <u>60±</u>
1976	662	43	30	14	9	4
1981	792	36	37	13	7	7

Source: Statistics Canada, Census of Canada, 1976 and 1981

Figure 6

Social Assistance Payments for "Economic  
Need" and "Supplementary Income", Tuktoyaktuk,  
1973-72 - 1981/82<sub>A</sub>

<u>Year</u>	No. of Payments for "Economic Need" and <u>"Supplementary Income" Reasons.</u>
1981/82	47
1980/81	37
1979/80	46
1978/79	36
1977/78	34
1976/77	35
1975/76	33
1974/75	36
1973/74	29
1972/73	32

Source: Department of Social Services, Inuvik Region, 1983.

Figure 7

No. of Tuktoyaktuk Children in the Care of the  
Department of Social Services, 1979-1983.

No. of Children in Care by Month

<u>*Year</u>	<u>Jan</u>	<u>Feb</u>	<u>Mar</u>	<u>Apr</u>	<u>May</u>	<u>Jun</u>	<u>Jul</u>	<u>Aug</u>	<u>Sep</u>	<u>Oct</u>	Nov	Dec	Total	Average/ Month
1983	10	9	8	5	5	5	3	5	5					NA
1982	9	7	7	13	13	12	10	11	9	8	9	10	118	10
1981	12	12	12	10	0	13	11	10	9	10	9	11	87	8
1980	0	6	0	8	0	9	9	9	7	11	10	11	80	9
1979	10	8	11	11	11	13	9	7	9	11	11	10	121	10

\* Note: To last month shown.

Source: Department of Social Services, Inuvik Region, 1983.



Figure 8

No. of Non-Alcohol **Offences** Reported for  
Tuktoyaktuk, 1974-1981.

<u>Year</u>	<u>No. of Offences Reported by Type</u>					<u>Total</u>
	<u>Against Persons</u>	<u>Against Property</u>	<u>Other Code</u>	<u>Criminal</u>	<u>Federal Statutory Drug</u>	
1981	51	120	69		6	246
1980	48	87	61		4	200
1979	90	97	118		1	306
1978	83	85	93		3	264
1977	116	102	106		7	331
1976	65	43	51		2	161
1975	50	61	36		1	148
1974	66	36	32		6	140

Source: Statistics Canada, Uniform Crime Reporting System Statistics, 1975-1982.

Figure 9

Liquor Act **Offences**, Tuktoyaktuk1974 - 1981

<u>Year</u>	<u>Number of Offences</u>
1981	420
1980	332
1979	222
1978	249
1977	138
1976	117
1975	150
1974	96

Note: Includes Offences by Paul atuk residents.

Source: Statistics Canada, Uniform Crime Reporting System Statistics, 1975-1982.

Figure 10

Tuktoyaktuk Residents Sentenced to a Correctional  
Facility, 1976-1982.

No. of Residents Sentenced by nature of offence

<u>Year</u>	<u>Offence Against Persons</u>	<u>Offence Against Property</u>	<u>Liquor Ordinance Offence</u>	<u>Other Offence</u>	<u>Total</u>
1982	6	6	1	1	14
1981	6	5	7	1	19
1980	4	1	1	2	8
1979	8	2	5	1	16
1978	7	4	8	3	22
1977	4	3	3	1	11
1976	2	1	0	1	4

Source: Department of Social Services, Inuvik Region, 1983.

Figure 11

Tuktoyaktuk Adults Placed on Probation/Parole, 1979-1983No. of Adult Residents Placed on Probation/Parole by Month

<u>*Year</u>	<u>Jan</u>	<u>Feb</u>	<u>Mar</u>	<u>Apr</u>	<u>May</u>	<u>Jun</u>	<u>Jul</u>	<u>Aug</u>	<u>Sep</u>	<u>Ott</u>	<u>Nov</u>	<u>Dec</u>	<u>Total</u>	<u>Average</u> <u>Month</u>
1983	21	17	21	26	28	27	26	29	27					NA
1982	11	15	13	12	12	10	8	14	16	18	19	22	170	14
1981	17	17	16	0	0	13	8	0	11	8	9	10	109	12
1980	0	8	0	9	0	7	6	6	6	11	6	14	82	8
1979	11	9	7	8	6	8	4	3	5	6	7	3	73	7

\*Note: To last month shown.

Source: Department of Social Services, Inuvik Region, 1983.

Figure 12

Number of Tuktoyaktuk Juveniles Placed on Probation,  
1979 - 1983.

<u>No. of Juveniles Placed on Probation</u>														
<u>Year</u>	<u>Jan</u>	<u>Feb</u>	<u>Mar</u>	<u>Apr</u>	<u>May</u>	<u>Jun</u>	<u>Jul</u>	<u>Aug</u>	<u>Sep</u>	<u>Oct</u>	<u>Nov</u>	<u>Dec</u>	<u>Total</u>	<u>Average/ Month</u>
1983	5	5	5											
1982	5	3	3	9	7	7	6	8	8	4	4	4	68	6
1981	9	9	6	2	0	6	7	0	6	6	6	5	62	6
1980	0	2	0	4	0	4	4	4	4	8	7	8	45	5
1979	6	5	8	4	4	6	6	4	3	3	3	3	55	5

Source: Department of Social Services, Inuvik Region, 1983.

Figure 13

Incarceration Data Relating to Tuktoyaktuk Residents,  
1974-1982.

<u>Year</u>	Total No. of Residents <u>Incarcerated</u>	% of Total Whose Incarceration was at least in part due to Breach of <u>Probation</u>
1982	18	39
1981	31	35
1980	14	29
1979	23	48
1978	23	1
1977	11	1
1976	4	25
1975	9	22
1974	3	0

Source: Department of Social Services, Inuvik Region, 1983.

D. DEPARTMENT OF EDUCATION

The Department of Education has attempted to respond to the needs generated by Beaufort exploration activity at both the community and the Regional office levels in the Inuvik Region.

At the community level it has experienced considerable difficulties in addressing many of the needs in Tuktoyaktuk. The social situation in the community together with a historical indifference towards schooling on the part of many families have produced an atmosphere within which it is difficult to deliver normal programs and services.

It is apparent that industry is willing to provide considerable opportunities for training and job advancement to Tuktoyaktuk and other Beaufort residents with basic education attainments. The experience to date has been that residents who are literate and numerate (say to the grade 10 level at least) and who display a responsible attitude are in high demand by industry. The Tuktoyaktuk community experience in producing such individuals through the family and school system has been frustrating to all concerned.

The proximity of the community to the base camp employment areas and the lack of preparation of many families and workers alike to handle wage employment and high incomes can produce difficult home situations. These factors have also made an impact on school attendance in Tuktoyaktuk. As Figure 14 shows the situation was not particularly good prior to Dome/Canmar's arrival and it has declined since. The principal and staff have made considerable efforts to encourage attendance but, to date, their work has not been as successful as they would have liked.

Figure 14

Attendance at **Mangilaluk** School (Grades K-9)  
 Tuktoyaktuk, 1972/73 - 1982/83

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<u>Year</u>	<u>Percentage Attendance</u>
	%
1982/83	70*
1981/82	53
1980/81	56
1979/80	51
1978/79	48
1977/78	NA
1976/77	70
1975/76	71
1974/75	68
1973/74	81
1972/73	81

\*Note: Includes students "on the land" and is, therefore, misleading.

Source: School Attendance Registers, 1972-73 to 1982/83



Difficulties have been encountered in getting residents to stand for election to the Local Education Authority in the past. At present, this aspect of the situation seems to be improving.

It should be noted that the attendance figures may actually understate the true situation since they indicate the average attendance for the entire school body. At times a continuing irregular attendance has been noted. This irregularity has made it difficult for teachers to carry on normal lessons.

Previous superintendents, school supervisors, principals and teachers have expressed concern about the situation and, in their own way and collectively, each has attempted to resolve it. The superintendent in the **early** 1980's reported that he made almost a trip a month to the community to work with staff and bolster morale (Duggan, 1983). The school supervisor made trips to Tuktoyaktuk on a more frequent basis. These efforts may be paying off at the staff level. Turnover has decreased from the high levels of the past; see Figure 15. But this change, in part, may also reflect the smaller number of teaching opportunities\* available elsewhere in the N.W.T. and in southern Canada.

The evidence all around at Tuktoyaktuk that a good education can lead to interesting, well-paying jobs does not seem to have registered with high-school age students. It has not significantly reduced the tendency to drop out of high school in Inuvik; see Figure 16. It may be argued that the abundance of good paying labouring jobs with industry has lured students away

Figure 15

Staff Turnover at Mangilaluk School,

Tuktuyaktuk, 1972/73 . . . 1982/83

<u>Year</u>	<u>Percentage Turnover</u>
	<u>%</u>
1982/83	33
1981/82	44
1980/81	66
1979/80	60
1978/79	40
1977/78	NA
1976/77	90
1975/76	55
1974/75	10
1973/74	50

Source: Inuvik Regional Office, Dept. of Education,  
1983.

Figure 16

Retention of Tuktoyaktuk Students at Samuel  
 Hearne Secondary School and Grollier Hall  
Student Residence, 1972/73 - 1982/83

Year	No. of Students Registered	No. of Students Completing Year	% Retention of Students
1982/83	18	8	44
1981/82	14	4	29
1980/81	10	2	20
1979/80	10	1	10
1978/79	7	0	0
1977/78	10	5	50
1976/77	20	8	40
1975/76	12	3	25
1974/75	5	1	20
1973/74	7	1	14
1972/73	12	3	25

Source: Inuvik Office, Dept. of Education, 1983

from secondary education. However, industry has taken steps to reduce such attractions by refusing to hire dropouts. Moreover, the N.W.T. Labour Standards Board's minimum age provisions also act to reduce the attractiveness of industry over school.

It is clear that students do not like to leave the community and parents have asked for a high school or vocational school to be built in Tuktoyaktuk. The Department does not believe a high school is warranted at this time. Instead, as a result of the efforts of a Regional office level task force on education in the Inuvik Region in 1980, the Department of Education has implemented a number of changes in the programs available at Samuel Hearne Secondary School in Inuvik. More emphasis is being placed on the provision of vocational programs such as business education, automotive mechanics, community services, carpentry and general maintenance and construction.

At the same time, efforts are being made to make Grollier Hall a more attractive and suitable residence for older students and to increase the counseling services available.

The Department of Education at all levels has also worked to address a problem in Tuktoyaktuk that is common to all of the Beaufort communities: the number of young adults unable to take training because of their limited educational background. The Department had an adult educator in Tuktoyaktuk prior to Dome/Canmar's arrival and upgrading classes have been reasonably well attended in most years. A larger number and wider variety of classes are limited by space, staff and funds.

Industry, particularly Dome/Canmar must be complimented

for the initiative it has shown in helping to make off-season training opportunities available at Tuktoyaktuk. In 1980 Dome/Canmar made space available at its base camp for business, cooking and technical classes. GNWT adult education, Canada Manpower and Thebacha College and the Department of Economic Development and Tourism have worked co-operatively with industry over the years to **build on Dome/Canmar's** initiative.

Esso Resources and **Gulf/Beaudril** are also supporting what has come to be known as Tuk Tech and, as Figure 17 shows a number of Tuktoyaktuk residents have graduated from the various courses.

It is apparent that Tuk Tech is **only** an initial measure. There is a need in the Region for more than a seasonal training facility. Indeed, the Panel has already heard the demand in many Beaufort communities for more "training". However, it should be noted that the Tuktoyaktuk experience serves to remind us that:

- much remains to be done to meet the needs for basic educational upgrading. Many residents are simply not ready to enter training programs even when the entrance requirements are pared down significantly;
- despite the calls for "more training" heard in Tuktoyaktuk and other communities, Tuk Tech has experienced difficulty in filling its courses
- Tuk Tech is very much a co-operative arrangement dependent on the good-will and year-to-year support of industry and government. A more secure source of

long-term funding will be required for it to grow or for it to be replaced by a larger regional facility.

The Department has been fortunate in the individual who has been the adult educator in the community. Her work has helped to meet many of the needs for adult education and training on the part of Tuktoyaktuk residents. She serves as the principal of Tuk Tech and continues to deliver the other types of adult education courses in the community. Money management may be of interest but some concern has also been expressed in the community about the need to have more of the types of adult education courses such as current affairs and arts and crafts that residents had enjoyed in the past.

Figure 17

Number of **Tuktoyaktuk** Residents Graduating from  
Tuk Tech, 1980/81 - 1982/83

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<u>Year</u>	No. of Students From <u>Tuktoyaktuk</u>	Tuk Students As A <u>% of Total Students</u>
1982/83	18	36
1981/82	12	28
1980/81	16	38

Source: Report on Tuk Tech Extension Program.  
**Thebacha** College, 1982-83.

E. DEPARTMENT OF LOCAL GOVERNMENT

The Inuvik office of the Department of Local Government has experienced heavy pressures at both the Superintendent and staff levels as a result of the expansion of the oil industry in Tuktoyaktuk. Industry's activities have resulted in increased demands on the Hamlet Council, local infrastructure and municipal services. Residents and Council members alike have looked to the G.N.W.T. for solutions to many of these problems.

The Inuvik office of the Department has helped to identify and co-ordinate the G.N.W.T.'s response to many of the needs of the community. In so doing, it has worked closely and at length with both headquarters and the Hamlet Council. Considerable efforts have been required to maintain an effective, working relationship with the Council.

At times it has been apparent that Council lers have felt that the G.N.W.T. has not been moving rapidly enough to address the needs of the community and at some points the Council has reversed its position on matters, thereby complicating planning activities.

The G.N.W.T. is still working to obtain special impact funding from the federal government.

Additional funds for operating expenses and capital projects have been made available to the Council. These have been viewed as special impact funding but, in fact, they have come from the normal G.N.W.T. budget.

The Inuvik office has been involved in attempts to resolve many of the problems facing the Hamlet Council. The



Superintendent and staff have assisted with the development of a community plan, a harbour planning study, an airport study, the planning and construction of various municipal services facilities and the expansion of the land area available for housing and industry. The Superintendent and senior staff have been much involved in meetings with the Council and in the co-ordination of activities with Headquarters personnel.

A Community Planning Officer and, as of this year, a Municipal Engineer have been added to the staff of the Inuvik office. The Community Planning Officer has spent at least thirty percent of his time annually during recent years on matters relating to Tuktoyaktuk. The Municipal Engineer is experiencing even heavier demands on his time. Another staff member has been directed to spend up to 50 percent of her time on development matters relating to Tuktoyaktuk and Norman Wells. The Inuvik office will be adding a professional Community Planner to its staff in 1984. It is anticipated that the planner will spend much of his/her time on Tuktoyaktuk and Norman Wells matters.

The range of impacts that the Hamlet Council has been faced with and the efforts that have been made by the Inuvik region office to assist them are described below in summary form.

a) - Hamlet Council and Staff

Council has experienced a much heavier workload.

The length of its agenda and the number of delegations appearing before Council have steadily increased over the years. Council has had to adopt a Committee

Structure to handle the heavy workload;

A larger administrative staff has been required.

The Inuvik office has supported Council's efforts to add a finance officer and to recruit additional clerical staff. It has also supported efforts to recruit and retain a capable Secretary-Manager;

- The Inuvik office has supported Council's request for funds to hire a staff person knowledgeable about the oil and gas industry. Funding has recently been made available to the Hamlet to hire this individual.

The Hamlet's Operating and Maintenance budget has had to be increased. Council has had to increase the pay levels of its staff to compete with industry. It has also experienced much higher operating and maintenance costs because of the increased use of local roads.

Council has had to take firm action to impose its time priorities on others and to maintain these priorities. It has experienced a continuing series of requests from both industry and government for special meetings and rapid decisions.

As a means of gaining some degree of control over these requests Council and the H.T.A. have decided to hold joint meetings with industry and government on a

quasi-quarterly basis to discuss land use applications research proposals and to hear briefings on the activities and plans of the oil companies. Council has also decided not to meet during the month of May so as to provide a break for the Mayor and Councillors.

b) - Community Planning

. The Inuvik office has been involved in matters relating to the development of a community plan focusing on land use and zoning matters for Tuktoyaktuk. The Superintendent and staff have worked closely with headquarters, outside consultants and the Hamlet Council on this matter.

Five community plans have been prepared for the community since 1968. The first was updated in 1972 and extensively revised in 1975 (Makale, Holloway & Assoc., 1972 and 1975). The 1975 plan was largely outdated before it was completed. It did not anticipate the community and business expansion that would occur with Dome/Canmar's arrival. A fourth plan was prepared by an outside consultant (Dillon, 1979). Some aspects of it proved unacceptable to Council and in 1979 a fifth community planning effort was initiated. This work is currently near completion (G.N.W.T. et al., 1983).

.The Inuvik office has not had the lead role in

Community Planning. They have been largely a Headquarters function in the past. However, the Superintendent and staff have been involved in related liaison.

c) - Municipal Facilities and Services

- The water supply, sewage disposal and solid waste disposal facilities and services in the community prior to Dome/Canmar's arrival needed improvement and upgrading (Associated Engineering Services Ltd., 1974). They have been heavily impacted by industry's demands and community growth. The Inuvik office has worked with the Department of Public Works, headquarters staff and the Hamlet Council to plan and construct a new sewage lagoon to serve the needs of both industry and the Community. Considerable work has also been done on solid waste disposal arrangements. (EPEC Consulting Western Ltd., 1982).

Much time at all levels in the Inuvik office and at Headquarters has been devoted to the matter of water supply. A large water reservoir has been constructed (See Figure 1) and a lengthy series of discussions have been held with the Council on the best source of water for the reservoir and the method to be used to fill it.

The capital costs of both the water reservoir and the sewage lagoon have been borne largely by the G.N.W.T. out of its normal capital budget. Dome/Canmar helped

to both expedite and reduce the cost of constructing the water reservoir by making a dredge available at cost to the G. N. W.T. User fees will be used to cover the operating costs of both facilities.

d) - Other Capital Projects

The Inuvik office has endeavored to work closely with both the Council and headquarters to identify and obtain funding for the additional infrastructures and facilities required in the community. In some respects this has been a difficult process. It has been based on the assumption that a phased approach to meeting the community's needs is acceptable to all concerned. On occasion, the Council has viewed the majority of the community's needs as immediate and it has shown little interest in developing multi-year plans for capital projects. It has also requested immediate "special impact" funding for such projects from the federal government. To date, it has not found this approach particularly productive.

The overall capital planning and funding process has been complicated by the general uncertainty associated with industry's long-term plans for Tuktoyaktuk, by Council's efforts to keep additional commercial and industrial activity away from the townsite by various means, and Council's desire to resolve the problems residents are having with the noise and dust from the

nearby airport (see Figure 1).

- Council has suggested a variety of solutions to **these** problems including a road around the **harbour** to open up additional industrial land areas and, at various times, the relocation of either the townsite or the airport. It has been difficult to develop, cost and maintain a consistent set of capital project proposals, without special **funding** for present studies and in light of the uncertainties and shifting preferences. Much consultation with all parties has been required.

e) - Recreation

The department has provided assistance to the community in the area of recreation. Some funding recently was made available to help the Council hire a recreation co-ordinator. A number of design and construction problems have made the arena difficult to use and some work is underway to help remedy the situation. This work is being undertaken in conjunction with its construction of an adjacent community hall.

f) - Liquor plebiscites

The Inuvik staff have also been involved with some aspects of Council's attempts to address the alcohol problems in the community. Staff have worked closely

with Social Services personnel to arrange meetings between Council, residents and Territorial Liquor Control System Staff to discuss means of controlling the sale of alcohol to Tuktoyaktuk residents. In September of this year, staff assisted with a plebiscite on the question of whether a liquor outlet should be allowed in the community. In a light turnout of voters, the community rejected the idea of an outlet. The recent plebiscite was the first in the community since 1970.

F. DEPARTMENT OF RENEWABLE RESOURCES

The Inuvik office of the Department of Renewable Resources is responsible for carrying out a variety of duties arising from the divisions of: Field Services, Environmental Planning or Assessment, Wildlife Management and Pollution Control. Responsibilities include collection of data and conducting research work for management of wildlife species, delivery of resource harvester programs and conservation education programs; and monitoring and enforcement of the Wildlife Ordinance and Environmental Protection Ordinance. All of these duties are the responsibility of two staff stationed in Tuktoyaktuk who are also responsible for department duties in Sachs Harbour.

A regional biologist and administrative staff are located in Inuvik. Through necessity all field staff including the regional biologist must be generalists. This point will be referred to again when discussing the Department's capacity to respond to the present exploration stage and possible development in the future.

In the late 60's and early 70's the department's programs in the community were administered by a Wildlife Officer based in Aklavik and by departmental staff in Inuvik. This arrangement was recognized as inadequate and following requests over a number of years from the community of Tuktoyaktuk, a Wildlife Officer was stationed there in 1977. In response to a further increase in workload and activity in the Tuk area, a second staff member was hired in 1980.

A review of available data and discussions with past



area and Inuvik regional staff indicates that the interest in trapping by Tuktoyaktuk residents has not been diminished by industry's presence and the increased number of employment opportunities available (see Figure 18).

As is evident in Figure 18, the number of trappers active in the early 70's through to the present has remained relatively constant. Although some decrease in participation was noted in 1982/83, this decrease may be attributed to lower fur prices.

The percentage of trappers that have been issued Trapper Assistance Loans each year has also remained fairly constant (generally in the 10-20 percent range) during most of the 1973-82 period (see Figure 19). The detailed information to determine why this interest has remained so strong in the community is not available.

Interest in Outpost Camp funding has also remained stable over the years this program has been available. Fur sale income could be viewed as insignificant relative to the enormous dollars available through wage employment. But the relatively constant numbers of people engaged in trapping and the ongoing demand for program delivery in these areas indicates that dollar for dollar issues are not the key factor in determining if trapping and other harvesting activities will continue.

This does not imply that the wage economy has not had a significant influence on the character and in some respects the nature of resource harvesting activities. It is evident from walking through Tuk that income in the community is being used to

purchase modern equipment such as boats, motors, snowmobiles. Those residents that want to continue to hunt or trap part-time and are involved in the wage economy can afford to purchase modern equipment. There are some indications that the individuals who have chosen to exclusively pursue a more traditional lifestyle are at a disadvantage when competing with the part-time trapper or hunter. There are no substantial data to support this but the staff have noticed an increase in complaints by longtime trappers who object to weekend hunting and trapping activities. In particular, complaints have been received during the spring muskrat hunting season. This problem is presently occurring in the Delta but may be an indicator of what will happen as more and more people participate in the wage economy.

It is interesting to note the growing emphasis that northerners are placing on developing and expanding the options for the Renewable Resource based economy. A number of examples can be put forward such as the Polar Bear, caribou and muskox sport hunts, and harvesting and marketing of country foods, particularly caribou and musk oxen. Some of these ventures have already proven their marketability and their high income return. Others, although showing promise require more time to fully assess their potential. Tuktoyaktuk H.T.A. is one group that is keenly interested in pursuing some of these options.

The ongoing interest in trapping and hunting for subsistence use plus the growing interest in other, more commercialized uses of the resources are positive indications that renewable resource economic options are desired by the people of

this region. They want alternatives to the industrial wage economy that will meet this need. The need for options that reinforce and perpetuate northerners' close ties to the land must be recognized. These alternatives have to be strengthened and considered when resource development decisions are made. The level of work for staff by associated resource harvesting traditional users has not declined significantly. Coinciding with this has been an ever increasing workload arising both directly and indirectly from the presence of the oil industry in Tuktoyaktuk.

A growing number of complaints and investigations (see Figure 18) handled by staff relate to industry, for example possible violation of land use permits operation conditions, man/bear conflicts, impacts and mortality of fur bearers, big game species, marine mammals and fish, disturbance to resource harvesting activities and trafficking in wildlife or wildlife products. These problems do not reflect the overall attitude of industry but rather the realities of their presence. Their activities cannot help but create conflict at some level with full resource harvest.

Industry has become involved in a number of programs and initiatives to address the concerns of the department and the residents of Tuktoyaktuk. Examples of this are the contributions for bear deterrent and detection, research conducted by the department, initial funding for research on the effect of artificial islands on bear movements and most recently interest in training of polar bear monitors to further reduce

Figure 19

Provi si on of Trappers' Assi stance Loans,  
Tuktoyaktuk, 1974-1982.

Year	Trappers Receiving		
	No. of Trappers Issued Loans	Loans as A Percent- Age of Total Trappers.	Total Amount of Loans
			(s' 000)
1982	6	NA	3.2
1981	7	13	3.2
1980	13	15	4.4
1979	11	13	1.3
1978	25	25	5.3
1977	10	13	2.7
1976	4	5	1.6
1975	13	16	3.4
1974	15	20	5.9

Source: Department of Renewable Resources, Inuvik Office, 1983.

Figure 20

Outpost Camp Funding Applications,  
1975 - 1983

<u>Year</u>	<u>No. of Applica- tions recorded</u>	<u>No. of Applica- tions funded</u>	<u>Amount of Funding</u>
1983	7	NA	NA
1982	6	4	24.0
1981	2	2	26.0
1980	2	2	9.5
1979	2	2	8.4
1978	2	2	7.6
1977	2	2	17.4
1976	1	1	30.0
1975	1	1	4.5

Source: Department of Renewable Resources, Inuvik Office, 1983.

Figure 21

Statistics Relating to Enforcement of  
the N.W.T. Wildlife Ordinance, Tuktoyaktuk.

1974-1983

<u>Year</u>	<u>NO. of</u> <u>Complaints</u>	<u>No. of</u> <u>Investigations</u>	<u>No. of Matters</u> <u>Related to Industry</u>
1983	19	10	4
1982	0	3	2
1981	1	2	2
1980	2	11	3
1979	0	0	0
1978	5	6	0
1977	6	4	0
1976	0	0	0
1975	0	6	0
1974	0	1	0

Source: Department of Renewable Resources, Inuvik Office, 1983.

## G. - Other Departments

The expansion and growth of the community and industry's facilities and activities at Tuktoyaktuk have also affected the operations and staff of other Departments in the **Inuvik** Region. These impacts are briefly highlighted below.

### a) - Department of Personnel

The Department's **Inuvik** office is responsible for recruiting staff for the non-teaching positions in the community. Generally, the Superintendent and staff have not found Tuktoyaktuk to require an above average amount of staff recruitment activity. There has been some turnover of **G.N.W.T.** employees at the lower levels but **the most of the** key positions in the community have been filled for several years by the same individuals. Few employees at any level have left for positions with industry, the main exception being at the janitorial level in the school. It has been difficult to keep the position staffed.

Some difficulty had been experienced in providing sufficient and suitable staff housing. There is still a shortfall and a number of the houses in use are inadequate in terms of both space and facilities. The high quality, ultra modern accommodation facilities available to industry staff at the nearby base camps have tended to accentuate the shortfalls in the staff housing area. Plans are being made to expand and upgrade the staff housing still available in the community.

b) - Department of Public Works

Headquarters staff of the Department have been heavily involved with the design and construction of the various **infrastructural** improvements (roads, water, sewage lagoon, solid waste disposal site) in the community. The Inuvik office and local staff have been peripherally involved in these undertakings. Their activities have primarily been associated with the maintenance of the staff housing units, and G.N.W.T. facilities (such as the school) and vehicles. Considerable maintenance has been carried out on staff housing units and the school. The age and design of these facilities makes them difficult to maintain.

c) - Government Services

The Department's petroleum, oil and lubricants (P.O.L.) activities in Tuktoyaktuk have expanded along with the expansion of industry and the townsite. Additional fuel is being trucked into the community each winter and work is underway to consolidate and expand tankage facilities.

d) - Justice and Public Services

The department's Safety Division has two staff members based in Inuvik. Much of their time is devoted to fire, occupational health and safety inspectors in Tuktoyaktuk and Norman Wells. The Fire Safety Officer in particular spends about one quarter of his time in Tuk.



RESUMES

Joe MacEachern: Regional Director, Inuvik Region of the G.N.W.T. Mr. MacEachern holds Bachelor of Arts and Bachelor of Education degrees from St. Francis Xavier University. Prior to joining the G.N.W.T. He taught high school in Zambia and Nova Scotia. Mr. MacEachern has been employed by the G.N.W.T. for twelve years. His experience includes work as a high school teacher in Frobisher Bay and as Principal at schools in Coral Harbour and Fort Providence. He served as Area Superintendent of Education in Fort Simpson in 1976 - 1978 and as Assistant Regional Director of the Fort Smith Region, 1978 - 1981. Mr. MacEachern has been Regional Director of the Inuvik Region since October, 1981.

Paul Donnelly: Superintendent of the Department of Social Services, Inuvik Region. Mr. Donnelly was educated at Memorial University of Newfoundland and at the University of Regina. He has been with the G.N.W.T. since 1976. His past experience includes six and one half years as a Social Worker, Regional supervisor and Superintendent of Social Services in the Keewatin Region. Mr. Donnelly has been Superintendent of Social Services in the Inuvik Region since July 1983.

Ivan Fraser: Superintendent of the Department of Education, Inuvik Region. Mr. Fraser received his university education in Montreal and teacher training in Toronto. His past experience includes secondment to the Planning Department of Carleton Board of Education, (Ottawa, Ontario) and Principalships in Ottawa and Rae-Edzo, N.W.T. prior to becoming Superintendent of Education for

the Kitikmeot Region, N. W.T. He has been Superintendent of Education in the Inuvik region since February, 1983. Mr. Fraser has lived in the N.W.T. since 1974.

Wayne Greenall: Manager, Development Activities, Inuvik Regional Executive office. Mr. Greenall was trained as a geographer at Waterloo Lutheran University and the University of Western Ontario. His background includes fifteen years as a consultant (initially with Acres Consulting Services and from 1973 - 1982 with Externality Associates Ltd.) working on a broad range of northern resource development projects and socio-economic impact assessments. Mr. Greenall's clients have included Arctic Gas, Polar Gas, Petro Canada, Gulf Canada, Dome Petroleum, Esso Resources, the Ministry of Transport and Nunasi Corporation. He has been Manager, Development Activities in the Inuvik Regional Executive Office since November 1982.

Charles McGee: Superintendent of the Department of Local Government, Inuvik Region. Mr. McGee completed his secondary school education in Inuvik and has a B.A. in Psychology from the University of Waterloo. He has worked with the G.N.W.T. since 1975. His past experience includes two years as Community Adult Educator in Fort Norman and four years with the Development and Training Section of the Department of Local Government in Yellowknife. He has been Superintendent of Local Government in the Inuvik Region since April, 1981.

Dan O'Neil: Superintendent of the Department of Economic, Development and Tourism, Inuvik Region. Mr. O'Neil received his university education at the University of Toronto and the

University of Ottawa. He has been employed by the Government of the N.W.T. since 1973. Mr. O'Neil has worked as Settlement Manager in Lac La Martre and as Regional Development Officer with the Department of Local Government for the Inuvik Region. He has been Superintendent of Economic, Development and Tourism since December, 1981.

Doug Stewart: Superintendent of the Department of Renewable Resources, Inuvik Region. Mr. Stewart has a specialized BSC degree in Zoology from University of Alberta and has worked with the G.N.W.T. since 1976. His past experience includes one year as research assistant in Jasper National Park and five years as a G.N.W.T. Wildlife Officer in Baker Lake and Pine Point. He has been Superintendent of Renewable Resources in the Inuvik Region since September, 1981.

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Appendix A

Chronological Summary of the Department of Renewable Resources,  
Inuvik Region's Involvement with Tuktoyaktuk, 1973 - 1983

1973 - Tuk is covered by 1 Officer in Aklavik (this responsibility was transferred at Aklavik from Inuvik in 1971)

A Hunters and Trappers Association (H.T.A.) is officially formed and registered. This involves aid from the Dept. in the filing of statements, keeping financial records, etc.

The Dept. assists Tuk in finalizing a boundary between the Tuktoyaktuk and Delta Group Trapping areas

\$4,600 issued by the Dept. in Trappers Assistance Warrants.

\$800 paid out in wolf bounties

The H.T.A. is funding their own organized caribou hunts.

There are 81 active trappers in town, making an average income of \$713 each.

The H.T.A. is involved in discussing seismic operations with the oil companies. Lack of community consultation in exploration activities is of concern.

A request is made for a resident Wildlife Officer at a regional H.T.A. meeting.

1974 - \$5,900 issued by the Dept. as Trappers Assistance Warrants (15 people).

- There are 74 active trappers in town earning an average income of \$481 each. (total sales of fur = \$73,270)
  - There were 21 advances given out on fur shipped out to auction by the Dept.
  - A small cabin is moved into town for use by Wildlife Officer from Aklavik.
  - Only 3 trips to Tuk by officer documented.
  - The first outpost camp in the Territories is started at North Star Harbour. The Officer is responsible for assisting in the administration of the camp.
  - Enforcement: only 1 investigation undertaken.
- 1975
- A slowdown in exploration activity is noted, unemployment is causing a greater interest in trapping and resource harvesting activities.
  - A total of 6 trips into Tuk by Officer documented.
  - Polar bear kill data is being collected by the H.T.A.
  - \$3,200 issued by the Dept. as Trappers Assistance Warrants (13 people)
  - There are 83 active trappers in town, earning an average income of \$864 (total sales of fur = \$71,744)
  - Polar bear problems at the drill rigs, 1 man killed, Officer spent total of 12 days covering man/bear conflicts near Garry Island.
  - Northstar Harbour initiates its first sport polar bear hunt (3 hunters).
  - Six enforcement investigations conducted by Officer (none industry related)

- There are 16 polar bear monitors employed by the oil companies.
- 1976
- A total of 8 trips made to Tuk by Officers, 1 visit to Northstar Harbour.
  - One oil spill (truck) investigated by the Dept.
  - There are 78 active trappers in town, earning an average of \$1,571 each (total value of fur = \$122,518)
  - Only 4 trappers were given Trappers Assistance Warrants, total = \$1,600.
  - There were no enforcement investigations conducted this year.
- 1977
- A Wildlife Officer is stationed in Tuk late in the year.
  - Increase in the number of H.T.A. meetings, visits to outpost camp, and general travel around the town.
  - 6 trips into Northstar Harbour, Officer involved with training guides for sport Polar bear hunts.
  - 5 H.T.A. meetings documented.
  - Officer spent much travel time transporting people to the whaling camps.
  - A casual clerk was hired to handle general office work.
  - There are 75 active trappers in town earning an average of \$1,015 each (total value of fur = \$76,154).
  - 10 people received Trappers Assistance Warrants totalling \$2,700.
  - A second outpost camp is established: Nallik. There are now 33 people living at the 2 camps.
  - Officer in Tuk is given responsibility of covering Sachs

**Harbour.**

- 1978
- The H.T.A. begins discussions on how much the oil companies should pay them for the use of the **harbour.**
  - The Dept. hires a whale monitor to patrol the camps during the summer.
  - The H.T.A. holds 7 meetings this year.
  - Fur prices go up dramatically, there are 99 active trappers, earning an average of \$2,277 each (total value of fur = \$225,414).
  - \$5,300 is given out to 25 people as Trappers Assistance Warrants.
  - Both outpost camps remain in operation.
  - A total of 11 complaints and investigations are covered by the Officer.
  - A change is made to the boundaries of the Tuk Registered Group Trapping area to include all offshore artificial islands up to 20 miles offshore.
- 1979
- The H.T.A. is given \$10,000 by the oil companies for use of the **harbour.**
  - There were 6 H.T.A. meetings documented.
  - There were 86 active trappers earning an average of \$1,037 each (total value of fur = \$89,265).
  - There were 11 people issued a total of \$1,300 in Trappers Assistance Warrants.
  - The 2 outpost camps remain active.
  - There are no investigations conducted.
- 1980
- An assistant Wildlife Officer is hired by the Dept.

- A new Wildlife Officer takes over the Tuk station.
  - 8 H.T.A. meetings are held this year.
  - There are 88 active trappers earning an average of \$1,182 each (total value of fur = \$104,045)
  - There were 7 people issued a total of \$4,365 in Trappers Assistance Warrants.
  - The 2 outpost camps remain active.
  - There were a total of 13 complaints and investigations conducted of these 3 related to the oil industry and staff.
- 1981
- There are 50 active trappers earning an average of \$1,286 each (total value of fur = \$64,301)
  - There were 7 people issued a total of \$3,160 in Trappers Assistance Warrants.
  - The 2 outpost camps remain in operation.
  - There were 3 complaints and investigations conducted. Of these, 2 related to the oil industry and staff.
- 1982
- There are 6 applications for outpost camps received in Tuk. The Dept. is able to fund 4 camps. Northstar Harbour ceases to receive funding.
  - Of the 3 investigations carried out 2 relate to the oil industry and staff.
  - The station is left with only the Assistant Wildlife Officer as the other Officer transfers to the Baffin region.
- 1983
- Tuk station is filled with a new Officer after several months of job advertising. This is a senior staff

(Offi cer III) posi ti on.

- Out of the 7 outpost camp applications received, the Dept. is able to fund 4 camps.