

## **Arctic Development**

**NOGAP - A CRITIQUE OF SOCIAL INDICATORS AND ISSUES IN THE BEAUFORT - MACKENZIE  
DELTA AREA**

**NWT OIL INDUSTRY**

**Mining/Oil/Energy**

**Analysis/Review**

**1985**

**G.N.W.T. - SOCIAL SERVICES**

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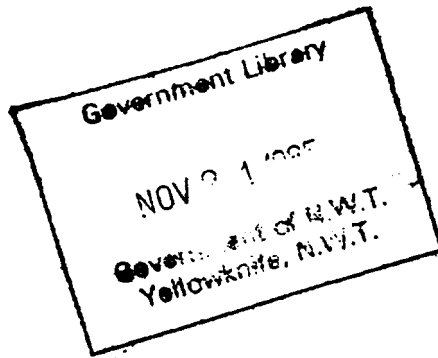
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**A CRITIQUE OF SOCIAL INDICATORS  
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1985





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# A CRITIQUE OF SOCIAL INDICATORS AND ISSUES

IN THE BEAUFORT - DELTA AREA

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Northwest  
Territories Social Services

SOCIAL MONITORING OF CUMULATIVE IMPACTS  
IN THE **BEAUFORT/DELTA** AREA

A COMPREHENSIVE CRITIQUE OF AVAILABLE INDICATORS  
AND AN INTRODUCTION TO COMMUNITY ISSUES.

Prepared for:  
Department of Social Services  
Government of the N.W.T.  
Yellowknife, N.W.T.  
XIA 2L9

Prepared by:  
NOGAP Database Study  
Department of Social Services  
Government of the N.W.T.  
**Inuvik, N.W.T.**  
XOE OTO

**August 1985**

The views and opinions expressed in this document are those of the writer and do not necessarily reflect those of the Government of the Northwest Territories.

Doug Durst  
**Inuvik, N.W.T.**  
August 1985

## TABLE OF CONTENTS

	Page Number
Table of Contents	i
Acknowledgements	ii
1.0 Introduction	
<b>1.1</b> Purpose of Report	<b>1</b>
1.2 The Database <b>System</b>	3
1.3 Limitations	7
1.4 Community Participation	13
1.5 Administrative <b>Supervision</b>	16
2.0 Topics	
2.1 Income Support Programs	17
2.2 Family Life	54
2.3 Education	79
2.4 Health	100
2.5 Mental Health	127
2.6 Crime & Public Justice	142
2.7 Young Offender Crime	166
2.8 Housing	177
2.9 Alcohol and Drug Issues	193
2.10 Recreation	215
3.0 Conclusion & Recommendations	
3.1 The Next Step	223
3.2 Summary of Issues and Indicators	227
4.0 Appendices	
4.1 Demographic Data	234
4.2 Project Description	236
4.3 Social Service Forms	246
4.4 Steering Committee: Terms of Reference	250
4.5 Project Review Committee: Terms of Ref.	251
5.0 Selected References	253

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### The Steering Committee Members:

Agnes Jones, (Chairperson), Dinah **Carnogursky**, and Sarah Anderson were particularly helpful **in** identifying key community issues and resource people to contact to retrieve these concerns. They **"forsook"** their families and employment to faithfully participate in the planning stages of this report.

### Social Researchers:

Penny **Johnson's** contribution was crucial in the completion of this project. She diligently collected samples of each of the indicators from the endless sources of **data**. Her assistance in reviewing and editing the final drafts of the project was particularly appreciated.

Odette Steeves and Diane Nelson **travelled** extensively to each of the **Beaufort/Delta** communities, chatting and visiting in order to collect critical information from the communities' perspective. They successfully met their objectives and drank an inordinate amount of tea.

### Administrative Assistance:

Connie **Ballas** fearlessly tackled the mysterious environment of computers and word processing to facilitate the several **"rewrites"** of this report. Her reliable and accurate work has contributed to the quality of this document.

Sheldon **Nider's** background work has not gone unnoticed nor unappreciated. His longstanding commitment to this study has ensured that the project receive adequate funding and a high priority among the important NOGAP projects.

### The Project Review Committee:

All of the members of the Project Review Committee have provided insight and direction to this project. Appreciation is given to Paul Donnelly, (Chairperson, Regional Superintendent), **Bronwyn** Watters, (Chief, **Socail Service** Programs), Margaret McGee, (former NOGAP Coordinator), Lorne Mathews, (Regional Planning Advisor), and Dave **Waddell**, (Finance & Administration).

Previous Researchers:

This research builds on the developments of others and recognition is given to the excellent work that Michael Carley completed in 1984 and the developmental work progressed by Carol Anne Rolf in 1985. It is my hope that this project will contribute as successfully as their work has to the implementation of an effective social monitoring program in the Beaufort/Delta area.

Doug Durst  
Inuvik, N.W.T.  
August 1, 1985





## 1.0 INTRODUCTION

### 1.1. PURPOSE OF THE REPORT

The following report has been written from the studies conducted by the Department of Social Services during the 1984-85 fiscal year. The funds which enabled the Department to undertake this project were part of the Northern Oil and Gas Action Program (NOGAP). The Departments project, Beaufort Delta Social Impact Baseline Data Study, is a series of subprojects of which the major component is the Database System. This report outlines the researchers' findings in developing a Database System that will reflect the changing social needs of the communities impacted by the **Beaufort/Delta** oil and gas exploration. Please refer to the Project Description contained in the Appendices.

Essentially, this report critiques the issues and indicators currently available that may **assist** in the assessment and monitoring the impacts **of** the hydrocarbon industry on the **Beaufort/Delta** communities. For close to six months, a group of social researchers travelled to the communities in an effort to determine concerns and issues from the community

perspective. The team attempted to determine what were the issues, how receptive were the residents to the study, how one could find the sources of information and so on. Meanwhile, a researcher in **Yellowknife** attempted to identify and collect all related quantitative indicators to determine what indicators were available, where they were located, what had to be done to procure them, and their reliability and validity. The researchers quickly found that there was a marked difference between what data or information people said they had and what they actually had. The actual collection of the data permitted the team to evaluate the actual data rather than what people said they had. In some cases, people were unknowingly sitting on a wealth of information and in other cases, they were unable to deliver their promises. Some data were incomplete or inaccurate and therefore not useful for analysis. This report identifies and critiques the issues and indicators but it does not report the findings of the issues and indicators. It is a report on the data that the research team has been able to obtain for the Department. The next step is to proceed with the establishment of a database system.

## 1.2 THE DATABASE SYSTEM

The objective of the NOGAP projects is to assist the various government agencies in preparing for the impacts of hydrocarbon development in the **Beaufort/Delta** area. The Department of Social Services needs to monitor and assess the changing social needs of these impacted communities in order to respond with appropriate programs. The communities also need to assess their social needs to build and strengthen their resources.

In order for the department and the communities to make effective decisions to ameliorate the negative impacts and to enhance the positive effects of development, they require accurate social data collected **over time**. This data collected will develop a base from which social change can be identified and planning can occur. The database system will provide valid and reliable measures of social change in order to assist the government and the communities for the hydrocarbon development in the **1990's**.

Interpreting future change can only have meaning if there is a base against which changes in data can be measured. The database system will provide this baseline data from which changes and trends can be identified over **time**. It is

important that the data be measured over time and by community in order to determine how the communities are changing and how each community should respond to these changes.

The researchers found that in a number of departments and agencies their data have been accurately collected and other data have been ignored or unidentified. Some information has been collected and tabulated regularly and systematically while other information has been studied only once. The development of a database system will bring together that data that are available and will review and analyze the information.

The database system will present the collection of all available data back in time for each issue and indicator as permitted by the quality and reliability of the data. The evaluation of this data will include two important aspects of measurement, reliability and validity. Reliability refers to the **data's** consistency. For example, the number of probationers in a community is a consistent and reliable statistic because it is **accurately** recorded and is computerized in **Yellowknife**. Any two researchers working independently would collect the same number of probationers. Validity refers to the **data's** ability to measure what it is expected to measure. If a researcher were to use only the

number of probation sentences to measure crime without considering other dispositions such as incarceration, fines, and discharges, he would receive a distorted and invalid perception of crime in the community. The indicators must be examined with these elements of reliability and validity in mind.

This report **is** the first step in the development of the database. The publication of the database and the development of on-going database collection are the next steps in the **department's** NOGAP **subproject**. As **Carley** (1984) suggested, there should be a selection of most the appropriate indicators linked over time. From these baseline indicators, monitoring reports can be published annually. The baseline report would naturally contain a considerable amount of time-series data identified by community.

What **Carley** and others failed to do was establish a mechanism to determine the "appropriatel" indicators and issues for monitoring. There was no mention of some sort of theoretical base from which to extract the key indicators and community concerns and issues. The danger is that the project will construct itself around what indicators are easily accessible rather than how they contribute to an overall framework.

At this stage, the project is determining what data are

available and evaluating its suitability. To date, the study has identified a 112 suitable social indicators and 63 community issues. In the next year, as the project pares down its indicator list, it should construct itself around a theoretical understanding. Bernard **Blishen** et al (1979) developed a model for social impact assessment in northern\native communities. His **model** has strong merits for application on this project and it is the intention of the research group to examine this model for its suitability for this monitoring project. The framework will give the **subproject** direction and avoid the collection of irrelevant data.

### 1.3 LIMITATIONS

There are a number of limitations that are common with many of the indicators and issues that must be considered in their application. There are specific limitations described under each indicator; however these general problems should be kept in mind.

#### 1.3.1 Incomparable Data

Since most of these indicators are collected and recorded for management and administrative functions, similar data may in fact be **"apples"** and "oranges." For example statistics collected on **"unemployment"** by the Unemployment Insurance Commission would have a very different meaning than statistics collected by the Department of Social Services. Data collected on a regional basis may not be comparable as well; therefore data should be aggregated from the community level crossing administrative jurisdictions. Rolf (1985) identified this limitation in her paper for the Energy, Mines and Resources Secretariat.

Rolf (1985) also recognized that some data was collected on a fiscal year, fur year and calendar year. Education statistics are naturally collected on a "school year basis."



The **"type"** of year should be noted and if the data is available on a monthly basis then the calendar year should be calculated.

Sometimes the definitions of the data change over time. For example, the social assistance program of the Department of Social Services introduced a new administrative form in 1981 that changed certain types of data regarding social assistance clients. Also, new rates of social assistance were implemented over the past few years that further changed the meaning of the data. A rise in expenditures may not reflect a rise in clients. A new administrative procedure or policy may make some data incomparable over time. These changes need to be recognized and where adjustments can be made they must be incorporated.

### 1.3.2 Intervening Variables

There has been a tendency to depend upon the so-called **"hard"** and "objectively quantitative indicators because of their "factual " nature. But even these **"facts"** have built-in assumptions that bias our interpretations of the results.

For example, it would be reasonable to assume that the number of visits to the nursing station is an appropriate indicator

of the **community's** health. The higher the frequency of the visits simply means the lower the level of health. The raw indicator does not address numerous intervening variables such as the location of the nursing station, personality of the nurse, and the resourcefulness and health awareness of the residents. If the station was situated high on a hill and had a hostile nurse and the community was very independent and self-reliant then one would expect few visits. If the station was situated in the centre of the community and had a friendly popular nurse and the **community** was very dependent upon professional advice then one would expect a high frequency of visits. Neither of these situations accurately reflect the true indicator of **"health"**.

As one can see, even clear concise indicators are fraught with assumptions and influencing factors that askew the perception of the data.

### 1.3.3. Cultural and Personal Bias

The so-called **"objective"** indicator has the continual problem of its definition being rooted in cultural and personal bias. A simple statistic such as the number of children in day care programs can have both personal and cultural biases. For

some, it demonstrates the level of service provided to enable women to participate in the wage economy. For others, it demonstrates the deteriorating role of the family in sharing cultural values and raising children. A more obvious example of a controversial statistic is the frequency of abortions. The statistics are the same, but the meanings are different depending upon the perspective.

#### 1.3.4. Community Perspective

Many of the communities in the **Beaufort/Delta** area are **similar** in population size, ethnic composition and cultural heritage. This would lead one to believe that the people have common beliefs, values and attitudes. However, this is not necessarily the case and assumptions of this nature can be misleading. For example, Sachs Harbour and **Paulatuk** are two communities that have very common elements. (**ie** population and ethnic composition) . However, their perspectives based on community values and attitudes are quite different regarding social assistance. In **Paulatuk**, the residents generally view welfare with little or no stigma as it is an important support supplementing erratic wage employment and modest fur income. After all, there are few income producing opportunities available. In Sachs Harbour, the residents

generally view welfare with a negative stigma. They pride themselves in self-sufficiency and independence. They would rather do without extra consumer products to maintain their independence. These are very similar communities with very different attitudes towards welfare and different meanings to the same indicator.

#### 1.3.5. Small Sample Size

Rolf (1985) also identified the very serious limitation due to the small sample size. The entire **Beaufort/Delta** area has a total population of approximately 8,000 and there are several communities with less than 500. These numbers are hypersensitive to minor fluctuations and errors in measurement or collection. It is not uncommon to have no young offender crime one year followed by five or six crimes the following year. This represents an astronomical jump in "objective" **crime** data. Rolf (1985) rightly points out that "because of the sensitivity, the use of qualitative to supplement the indicators is particularly important."

There is another kind of sensitivity that must be appreciated in using data with small numbers. Some topics are sensitive on a personal level. A statistic such as sexual assault will be reported in small numbers and if reported by community it

may bring unnecessary embarrassment to the victim. Other sensitive and personal indicators **may** include the number of incest, abortions and miscarriages.

Once again, qualitative research and a comprehensive discussion of the issues can assist in addressing this problem. It is expected that the Steering Committee will **play** a lead role in interpreting and understanding these sensitive issues.

#### 1.4. COMMUNITY PARTICIPATION

During the early stages of the development of this project, the need for community participation was recognized. Community input would ensure an accurate analysis and interpretation of data collected. Community involvement **would** ensure the procurement of valuable qualitative data that would provide the **community's** perspective. Previous research in the area and other areas frequently ignored the community and collected only raw data. The community was resentful and hurt that the so-called social experts never consulted or involved the very people they were researching.

The American sociological model advocates a so-called objective and detached social researcher. Torgerson (1980) strongly objects to this approach in applying social impact assessment and research in the northern/native context. He claimed that the researcher can not possibly understand the dynamics of the community and interprets the **observations** from their personal experience and biases.

When the project began in the fall of 1984, an effort was made to develop a local committee comprised of involved residents from each community. Letters were sent to

settlement/hamlet councils, band councils, **metis** association, the DIZ Society and COPE inviting them to participate on a Steering Committee and to provide their support. All responded to the invitation openly and encouraged the project's development. Other participants were identified through "**word of mouth**" and joined because of their personal interest in seeing the project implemented.

Early Steering Committee meetings were primarily to share information. The researchers received valuable suggestions on who to contact regarding specific issues and how to approach certain topics in the community. The researchers, in turn, shared with the committee members information about the administration and budget of the **subproject** and other NOGAP projects. The committee progressed into discussions of the issues and indicators and the meaning of the data from their perspective.

There are some difficulties with the committee. Most of the community leaders are already participating in a variety of formal and informal functions and one more committee taxes their already demanding workload. There is a shortage of people in the communities that have the ability to contribute effectively in such a group.

Those that do volunteer their time are sometimes faced with a great deal of traveling. For most of the communities, Inuvik is central and it is only a short flight with several flights available each day. But travel schedules from **Coppermine** and **Holman** Island are extremely awkward. To attend a three day meeting, the participant must travel 1000 km south to **Yellowknife** and north another 1000 km to **Inuvik**. There are flights across to **Coppermine** from **Inuvik** but at this time they are only weekly. The participant must volunteer nearly a week of his/her time to attend a three day meeting. This type of participation is not only demanding on the individual but also on their families and it makes it very difficult for a full time employed person to attend.

The terms of reference for the Steering Committee are presented in the Appendices. (4.4)



## 1.5 ADMINISTRATIVE SUPERVISION

A Project Review Committee was created to supervise the project from the administrative and management aspects. Several senior managers from within the Department of Social Services, GNWT Audit Bureau, and the Energy, Mines and Resources Secretariat along with a member from the Steering Committee meet **quarterly** or as required to review the progress of the project. This group reviews budgets, staffing, project milestones and other administrative details to ensure the appropriate utilization of the NOGAP resources.

The Committee's membership and terms of reference are included in the Appendices (4.5).

## 2.0 TOPICS

### 2.1 INCOME SUPPORT PROGRAMS

#### 2.1.1 Introduction

This section examines a series of federal and territorial income support programs. Some of them are based on individual needs such as the social assistance or "welfare" programs and others are universal programs such as the family allowance and **N.W.T.** Supplement to seniors. The Unemployment Insurance program is based upon a qualifying requirement. These programs provide the individual with a substantial amount of cash that is circulated throughout the community.

Through the Canada Assistance Plan, the Department of Social Services, administers the financial assistance program, commonly known as "**welfare**" or "**S.A.**" (Social Assistance). The department's objective of the program is:

to provide financial assistance service to

persons **"in need"** and to provide complementary counseling and employment related services to enable individuals and families to be as self-sufficient as possible.

(Services **Descriptions, D.S.S.**)

An additional objective is to provide procedures which enable a person to appeal a decision made by a **social welfare** officer.

A person is determined to be **"in need"** and therefore, eligible to receive financial benefits, through a budget calculation which identifies the difference between the applicant's financial requirements and his income and available resources. The budgetary limits are established by the Territorial Legislative Assembly and the procedures are recorded in the Social Assistance Ordinance and Regulations.

**Interestly, Carley** (1984) did not include Unemployment Insurance Payments in his report on cumulative monitoring. Dollar payments and the number of recipients may fit under the category **"wage employment"** but there is logic to include it under **"welfare."** It is, in fact, a government benefit to individuals who are not working and can not find work. In that sense, it is a more socially accepted form of **"welfare."**

Coordination with other monitoring projects may determine that it is best suited under a heading of "employment and income." Other income support programs include universal programs such as Family Allowance, Old Age Security, Guaranteed Income Supplement and the **NWT** Supplement. The Canadian Pension Plan is another income program distributed among seniors in the area. These statistics are also available. Combined with the other programs they can give the social researcher or economic planner a reasonably accurate perspective of the amount of money entering the community.

### 2.1.2. The Issues

"Welfare" **is** a topic quick to draw responses from almost everyone. It is fraught with emotion and subjective connotations and meanings. Even **Carley (1984:126)** attempting to be objective **labelled** the topic "Welfare **Dependency**." He implied that welfare contradicts its ultimate purpose towards "**self-sufficiency**" as described by the Department and leads the recipient into public dependency.

The researchers have found that welfare has been playing an important role in the social/economic life of the communities. The number of recipients has increased over the past decades and in the eighties has more or less **levelled** off. The actual dollar value has continued to grow as rates were increased but the actual buying power may have decreased. The dollar value would need to be calculated in order to determine its relative purchasing power.

There is no lack of discussion of why welfare expenditures have increased. **Carley (1984:126)** indicated that people have become **more** conscious of their rights to receive benefits and that the communities have raised their standard of living and their demand for consumer products. But, a general increase

in "**urbanization**" or industrialization of the area underlines and there **is** an increasing dependency on external economic and social systems. As the communities shifted from a community-based sharing ethic and an economic bartering system to a global currency system of purchasing goods and services, they changed from a locally self-sufficiently dependency to a broader economic dependency. As a result, communities and especially individuals need wages and welfare to procure cash. It is not surprising then to see an increase in welfare following an increase in "**industrialization**".

There are some welfare recipients who are not capable of participating in the wage economy. For a variety of "**social**" reasons such as ill health, dependent children or a disability, these persons are dependent on social assistance. Generally these persons receive regular monthly benefits. The shift into a economy based on cash has identified **these** people as being chronically "**in need**" and any increases in employment opportunities will not alter their situation.

There also exists those who receive welfare for "economical reasons such as an insufficient wage income to meet personal needs or a general lack of employment opportunities. Fluctuations in this population should shed some interesting

light on the changing **social/economic** conditions of the area. One would suspect that increased wages and increased opportunities would permit a decrease in this group.

Regardless, the actual dollar sums paid must increase due to periodic adjustments in rates that reflect inflation and population trends. Any accurate interpretation of the data collected must incorporate adjustments for these factors.

Collecting views on social assistance has been found to be very easy. People seem to have had first hand experience and are ready and willing to share their opinions. Alleged abuses of the system were **frequently** raised as a major concern. Everyone seems to know stories of **undeserving** recipients who wasted their money on cards and liquor. People tended to point out the negative effects of welfare suggesting that some recipients become dependent on the program and therefore lazy and unproductive.

Generally people are understanding and tolerant of social assistance for social reasons but they are not very accepting of those who receive it for economic reasons. Some people are very punitive in regards to so-called "abusers." They **complain** bitterly about the **young man who earns three thousand dollars one month and is broke the next.**

Poor money management, and extravagant spending are cited as the culprits. But it is not long ago that highly educated teachers in southern Canada had their pay **cheques** re-adjusted during the summer months. They had found themselves earning a salary for ten months then broke during the summer.

Community persons have suggested replacing welfare cash for welfare "goods." Others have suggested eliminating the system entirely in the hope of returning to the "old days" of **cummunal** sharing. Persons receiving welfare see themselves as "**deserving**" but are quick to point out others who are abusers. They justify their need and attempt to protect themselves at the expense of others.

In general, it seemed that everyone had an opinion and they were quick to share it; however, there appeared to be a great deal of misunderstanding and confusion as to how the system works. There was also, diverse standards regarding **welfare**. Although, everyone appeared to have a negative reaction to the topic, communities differed as to how they permit welfare to be distributed. Some communities have high per capita expenditures and others are very low. Some of this variance reflected the attitudes and beliefs of the social welfare officer and some of it genuinely reflected a different community "standard". There are officers who interpret the



**S.A.** Regulations strictly and refuse clients who fall into the "gray area" and limit those eligible clients to the minimum. Other officers are more liberal in their interpretation and generous in their issuance. Some communities complained to the department if they suspected excess spending on welfare and insisted that welfare was neither needed nor desired in their community. They boasted about self-sufficiency and old-time community values of sharing. Other communities saw welfare as a general increase in economic standards that quickly circulated throughout the entire community. Everyone benefits from the cash that is shared around the community.

It was found that people, both recipients and non-recipients, did not understand how the welfare system operated. They believed that the officer determined at his own discretion, whether or not to issue and the amount. The community member had little knowledge regarding budget calculation and regulation guidelines. They also failed to see the broader role of welfare and its eminent economic role in the future of the area. Furthermore, their complaints about individual recipients were frequently based on inaccurate information. Their distorted "**facts**" based on rumours and hearsay twisted their views on the welfare program and biased their attitudes

towards others. Welfare is like a "bear-story"; everyone knows a horror-story and wants to share it, whether it is based on fact or not.

The "**issues**" regarding welfare were readily available and it took little effort to extract community views and attitudes. The researcher has to be skilled and sensitive to ascertain the "**facts**" from the gossip. The communities will be very interested in this section of the annual report.

### 2.1.3 THE INDICATORS

The indicators for social assistance are quite accessible. In 1980, the Department of Social Services set up a management information system that incorporated a new **S.A.** form that identified the information in a code suitable for computer application. Information has been loaded into the computer from 1980 and a reliable five year database has been established. Previous statistics used a different format and with some manipulation comparable data can be extracted; however, there appears to be little need to go beyond 1980 for the purposes of this project. Specific data from earlier years is available if required.

The department collects the data on a monthly basis and prints quarterly "Minister's Reports"<sup>if</sup> listing the expenditures of **social** assistance by community and reason for need. It also lists the number of applicants and the number of persons, for example one applicant may be supporting only himself or an entire family. Again these statistics are divided by community and reason for need. **Carley** (1984) recommended clustering the "in need" group into two **simple straight-forward** categories of "social" and "economic" reasons. Social reasons would include those who receive

welfare because they **are ill**, disabled or have dependent children and economic reasons would include those who are unemployed but able or who receive some income but it is insufficient to meet their basic needs.

The following Social Assistance indicators have been collected since **1980** and are available; however for the purposes of an annual report a summary based upon **Carley's** recommendations is suggested. A copy of the **S.A. form** used by Social Welfare Officers is printed in the Appendix. As one can see from the list of indicators, a large variety of variables can be cross-tabulated to produce useful data. For example, comparisons can be made between the applicant's usual type of occupation and employment patterns. These data can assist in planning by clearly identifying changing trends in wage/welfare activity.

The data available from the Unemployment Insurance Commission also has a high reliability factor and it has **the** potential through cross-tabulation to producing interesting results.

INDICATOR: Welfare-Social Assistance

DATA : Dollars Paid by Reason

LEVEL : Community

SOURCE : Coordinator, Financial Assistance Program,  
Department of Social Services, GNWT  
Government of the N.W.T.  
**Yellowknife, N.W.T. X1A 2L9**  
Contact: Dick Clarke; 873-7160

FREQUENCY: Monthly/Fiscal Year

BASE YEAR: 1980

NOTES : Reason is divided into:

Social	1. 111 health/disabled
	2. Dependent children
Economic	3. Unemployed but able
	4. Not enough income
	5. Other

Data are available on Quarterly Minister's Report. Special computer run is not required. Rates were increased in 1982 and 1985 SO caution must be taken in comparing dollars paid over time. Furthermore, the purchasing power of the dollar has decreased.

INDICATOR: Welfare-Social Assistance

**DATA:** Number of Applicants and Dependents Accepted  
by Reason

LEVEL : Community

SOURCE : Coordinator, Financial Assistance Program,  
Department of Social Services  
Government of the **N.W.T.**  
**Yellowknife, N.W.T.** XIA 2L9  
Contact: Dick Clarke; 873-7160

FREQUENCY: Monthly/Fiscal Year

**BASE YEAR: 1980**

**NOTES:** Reason is divided into:

Social 1. Ill health/disabled  
2. Dependent Children

Economic 3. Unemployed but able  
4. Not enough income  
5. Other

Data are available on Quarterly Minister's  
Report. Special computer run is not required.

INDICATOR: Welfare-Social Assistance

DATA : Applicants Accepted

LEVEL : Community

SOURCE : Coordinator, Financial Assistance Program  
Department of Social Services  
Government of the N.W.T.  
**Yellowknife, N.W.T. X1A 2L9**  
Contact: Dick Clarke; 873-7160

FREQUENCY: Monthly/Fiscal Year

BASE YEAR: 1980

NOTES : Reason is divided into:

Social	1. Ill health/disabled
	2. Dependent Children
Economic	3. Unemployed but able
	4. Not enough income
	5. Other

Data are available on Quarterly Minister's Report. Special computer run is not required.

INDICATOR: Welfare-Social Assistance

DATA : Age and Sex of Applicant and Spouse

LEVEL : Community

SOURCE : Coordinator, Financial Assistance Program  
Department of Social Services  
Government of the **N.W.T.**  
**Yellowknife, N.W.T.** XIA 2L9  
Contact: Dick Clarke; 873-7160

**FREQUENCY:** Monthly/Fiscal Year

BASE YEAR: 1980

NOTES : Requires a special computer run.



INDICATOR: Welfare-Social Assistance

DATA : Marital Status of Applicant

LEVEL : Community

SOURCE : Coordinator, Financial Assistance Program,  
Department of Social Services,  
Government of the **N.W.T.**  
**Yellowknife, N.W.T. X1A 2L9**  
Contact: Dick Clarke; 873-7160

FREQUENCY: Monthly/Fiscal Year

BASE YEAR: 1980

NOTES : Broken into: 1. Single  
2. Married or Common-law  
3. Divorced  
4. Separated  
5. Widowed

Requires a special computer run.

INDICATOR: Welfare-Social Assistance

DATA : Housing of Applicant

LEVEL : Community

**SOURCE:** Coordinator, Financial Assistance Program  
Department of Social Services,  
Government of the **N.W.T.**  
**Yellowknife, N.W.T.** XIA 2L9  
Contact: Dick Clarke; 873-7160

FREQUENCY: Monthly/Fiscal Year

BASE YEAR: 1980

NOTES : Broken into: 1. Own home  
2. Rent from Housing Corp.  
3. Rent from other  
4. Room and Board  
5. Institution  
6. Other

These data could be compared with other housing data. Requires a special computer run.

INDICATOR: Welfare-Social Assistance

DATA : Education and Training of Applicant and Spouse

LEVEL: Community

SOURCE : Coordinator, Financial Assistance Program  
Department of Social Services,  
Government of the **N.W.T.**  
Yellowknife, **N.W.T.** XIA 2L9  
Contact: Dick Clarke; 873-7160

FREQUENCY: Monthly/Fiscal Year

BASE YEAR: 1980

NOTES : Education is identified as "**Years**" completed  
and Training:

1. Vocational
2. Apprentice
3. Adult Education
4. Other

Requires a special computer run.

INDICATOR : Welfare-Social Assistance

DATA : Employment Pattern and Usual Occupation of Applicant and Spouse.

LEVEL : Community

SOURCE : Coordinator, Financial Assistance Program  
Department of Social Services,  
Government of the **N.W.T.**  
**Yellowknife, N.W.T.** XIA 2L9  
Contact: Dick Clarke; 873-7160

FREQUENCY: Monthly/Fiscal Year

BASE YEAR: 1980

NOTES : Employment Pattern is broken into:

1. Full Time
2. Part Time
3. Seasonal
4. Periodic
5. Does not work

Usual Occupation is divided into:

1. **Trapper/Hunter/Fisherman**
2. Handicrafts
3. Service
4. General Labour
5. Trade/Technical
6. Clerical/Professional
7. Homemaker
8. No work history
9. Other

Requires a special computer run.

INDICATOR: Welfare-Social Assistance

DATA : Monthly Income of Recipient

LEVEL : Community

SOURCE : Coordinator, Financial Assistance Program,  
Department of Social Services,  
Government of the **N.W.T.**  
**Yellowknife, N.W.T.** XIA 2L9  
Contact: Dick Clarke; 873-7160

FREQUENCY: Monthly/Fiscal Year

BASE YEAR: 1980

NOTES : Monthly income is recorded under the following headings.

A. Earned Income: 1. Wages  
2. Handicrafts  
3. Fur/Fish  
4. Other

B. Unearned Income: 1. Old Age Benefits  
(OAS, CPP, GIS, NWT SUP.)  
2. **UIC**  
3. Rent/Board Income  
4. Assests  
50 Other

INDICATOR: Welfare-Social Assistance

DATA : Type of Assistance

LEVEL : Community

SOURCE : Coordinator, Financial Assistance Program,  
Department of Social Services,  
Government of the **N.W.T.**  
**Yellowknife, N.W.T. X1A 2L9**  
Contact: Dick Clarke; 873-7160

FREQUENCY: Monthly/Fiscal Year

BASE YEAR: 1980

NOTES : Type of assistance identifies:

1. Transient
2. First Time
3. Periodic
4. Regular
5. Payroll (automatically sent subject to semi-annual reviews) .

Changes in time may also show a decrease in the percentage with the increase of clients on payroll and an increase in the percentage of periodic clients. Yet the number of payroll may be constant with the increase in number being attributed to more periodic clients as employment opportunities come and go. This is an example as to how these statistics can support or refute theories or "impressions" people may have regarding **S.A.**

INDICATOR: Welfare-Social Assistance

DATA : Monthly Needs of the Recipient

LEVEL : Community

SOURCE : Coordinator, Financial Assistance Program,  
Department of Social Services,  
Government of the **N.W.T.**  
**Yellowknife, N.W.T.** XIA 2L9  
Contact: Dick Clarke; 873-7160

FREQUENCY: Monthly/Fiscal Year

BASE YEAR: 1980

NOTES : Monthly Needs are listed under the following headings:

1. Food (A scale based on community location  
is set by NWT Legislative Assembly)
2. Clothing
3. Rent
4. Fuel/Utilities
5. Household
6. Personal
7. Ages/Disabled
8. Other

**"Other"** categories of interest may include financial need for employment and education reasons.

INDICATOR:           **Unemployment** Insurance

DATA :                Payments-Dollars by Reason

LEVEL :               Community

SOURCE :             Assistant Manager  
                      Canada Employment Centre  
                      Employment & Immigration  
                      **Yellowknife, N.W.T** XIA 2R3  
                      Contact: Norma Dean; 920-8433

FREQUENCY:          Monthly or Annual

BASE YEAR:          1980 (earlier years are available)

NOTES :              Cross-tabulations are possible. eg. Dollars  
                      paid per client allowed. Further calculations  
                      relating the dollars and applicants to  
                      population would also be of interest. The  
                      maximum amount of dollars paid out has  
                      increased several times since 1980 and the  
                      relative purchasing power of the dollar **has**  
                      decreased. Caution must be taken when  
                      comparing statistics over time.



INDICATOR: Unemployment Insurance

DATA : The Number of Weeks paid by Reason

LEVEL : Community

SOURCE : Assistant Manager  
Canada Employment Centre  
Employment & Immigration  
**Yellowknife, N.W.T.** XIA 2R3  
Contact: Norma Dean; 920-8433

FREQUENCY: Monthly or Annual

BASE YEAR: 1980 (earlier years are available)

NOTES : Reason includes:

1. Regular
2. Sickness
3. Maternity
4. Training
5. Other

INDICATOR: Unemployment Insurance

DATA : Claims Received-Initial vs. Renewal

LEVEL : Community

SOURCE : Assistant Manager  
Canada Employment Centre  
Employment & Immigration  
**Yellowknife, N.W.T.** XIA 2R3  
Contact: Norma Dean; 920-8433

FREQUENCY: Monthly or Annual

BASE YEAR: 1980 (earlier years are available)

NOTES : In some cases, eligible applicants may not have **known** that they could **claim** or had difficulty completing the documents. **From isolated** communities, long delays in **postal** service can also relate problems in a system such as **UIC**. Eligible applicants have been known to just **"give up."**

INDICATOR: Unemployment Insurance

DATA : Claims Allowed - Initial vs. **Renewal**

LEVEL : Community

SOURCE : Assistant Manager  
Canada Employment Centre  
Employment & Immigration  
**Yellowknife, N.W.T.** XIA 2R3  
Contact: Norma Dean; 920-8433

FREQUENCY: Monthly or Annual

BASE YEAR: 1980 (earlier years are available)

NOTES : Percentage of allowed and claimed may be  
calculated. Rare scores should be compared on  
a per capita basis in order to gain a  
community perspective.

INDICATOR: Unemployment Insurance

DATA : Range of Weekly Benefit Rate (Dollars received  
by a recipient weekly)

LEVEL : Community

SOURCE : Assistant Manager  
Canada Employment **Centre**  
Employment & Immigration  
**Yellowknife, N.W.T.** XIA 2R3  
Contact: Norma Dean; 920-8433

FREQUENCY: Annual

BASE YEAR: 1980

NOTES : Rates paid out have increased in the past  
years so straight comparisons over time must  
be applied with **caution. Interesting** statistics  
can be compared to Social Assistance. **UIC** is  
based on previous salary and **S.A.** is based  
upon a calculated "**need.**"

INDICATOR: Unemployment Insurance

DATA : Sex and Age Range of Recipients

LEVEL : Community

SOURCE : Assistant Manager  
Canada Employment Centre  
Employment & Immigration  
**Yellowknife, N.W.T. X1A 2R3**  
Contact: Norma Dean; 920-8433

FREQUENCY: Annual

BASE YEAR: 1980

NOTES : These data would compare with sex and age  
range of **S.A.** clients.

INDICATOR: Family Allowance Benefits

DATA : Payments in Dollars

LEVEL : Community

SOURCE : Bureau of Statistics,  
Government of the **N.W.T.**  
**Yellowknife**, NWT XIA-2L9  
Contact: 873-7147

FREQUENCY: Monthly or Annual

BASE YEAR: 1980

NOTES : Family benefits have been indexed so annual increases have been made that are tied to the rate of inflation.

INDICATOR: Family Allowance Benefits

DATA : Number of Accounts

LEVEL: Community

SOURCE : Bureau of Statistics,  
Government of the **N.W.T.**  
**Yellowknife**, NWT XIA-2L9  
Contact: **873-7147**

FREQUENCY: Monthly or Annual

BASE YEAR: 1980

**NOTES:** Accounts is broken into:

1. Family
2. Agency (usually the Dept. of Social **Services**)

INDICATOR: Family Allowance Benefits

Data: Number of Children

Level: Community

Source: Bureau of Statistics  
Government of the **N.W.T.**  
**Yellowknife, N.W.T.** XIA 2L9  
Contact: 873-7147

Frequency: Monthly or Annually

Base Year: 1980

Notes:



INDICATOR: Canada Pension Plan

Data: Payments

Level: **Community**

Source: Bureau of Statistics  
Government of the **N.W.T.**  
**Yellowknife, N.W.T.** XIA 2L9  
Contact: 873-7147

Frequency: Monthly or Annually

Base year: 1980

Notes: Payments are divided by:

1. Retirement Pensions
2. Disability Benefits
3. Survivors Benefits
4. Death Benefits

**C.P.P.** is indexed to the rate of the **inflation**  
so annual increases are made.

INDICATOR: Canada Pension Plan

Data: Number of Beneficiaries

Level: community

Source: Bureau of Statistics  
Government of the N.W.T.  
**Yellowknife, N.W.T. X1A 2L9**  
Contact: 873-7147

Frequency: Monthly or Annually

Base Year: 1980

Notes: Beneficiaries has been divided by:

1. Retirement Pensions
2. Disability Benefits
3. Survivor's Benefits

**Also** included are the number of estates  
receiving Death Benefits

INDICATOR: Old Age Security

Data: **Payments**

Level: Community

Source: Bureau of Statistics  
Government of the **N.W.T.**  
**Yellowknife, N.W.T.** XIA 2L9  
Contact: 873-7147

Frequency: Monthly or Annual

Base Year: 1980

Notes: Payments are divided into:

1. OAS (Old Age Security)
2. GIS (Guaranteed Income Supplement)
3. SPA (**Spouse's** Allowance)

These payments are indexed to the annual rate of inflation so annual increases are **made**.

INDICATOR: Old Age ~~Benefits~~

Data: Number of Beneficiaries

Level: Community

Source: Bureau of Statistics  
Government of the **N.W.T.**  
**Yellowknife, N.W.T. X1A 2L9**  
Contact: 873-7147

Frequency: Monthly or Annually

Base Year: 1980

Notes: Number is broken into:

1. OAS (Old Age Security)
  - a. OAS only
  - b. OAS and GIS
2. SPA (Spouses Allowance)

INDICATOR: NWT Supplement to Senior Citizens

Data: Number of Recipients and Number

Level: Community

Source: Bureau of Statistics  
Government of the **N.W.T.**  
**Yellowknife, N.W.T.** XIA 2L9  
Contact: 873-7147

Frequency: Monthly or Annually

Base Year: 1980

Notes: This is a universal program paid by the GNWT to each Senior Citizen. It is currently \$85.00/month. The NWT Supplement is not indexed but one increases in the benefits have been made since 1980. Prior to 1983 the payment was \$75.00/month.

## 2.2. FAMILY LIFE

### 2 .2.1 Introduction

As the **Beaufort/Delta** area experiences the **cumulative** impacts of industrial development, concern has been raised about the impact on the quality of family **life**. People in the communities are concerned that traditional **family values** especially towards the extended family will deteriorate as people become more economically and socially self-sufficient. Social interaction and interdependence are replaced by social isolation and individual apathy towards the family unit.

A strong family orientation strengthens the community which in turn assists the community in accommodating social and economic change. It is in the **community's** interest to have strong social relationships, and the family is the prime source. A breakdown **in** family life and social relationships becomes evident in symptoms such as child neglect/abuse, family conflict and various child welfare problems.

The fostering and development of strong family relationships

has its roots in traditional values as well as community and religious institutions. The Department of Social Services has the formal mandate to provide support services to individuals, families and communities. Their objective is:

to maintain, improve or restore personal or social functioning or prevent malfunctioning through a process of face to face interaction between a social services worker and an individual, family or community group and/or through provision or purchase of other support services. (Service Descriptions .DSS.)

### 2.2.2. The Issues

Family Life concerns were identified by **Carley** (1984) as a major issue for the people in the **Beaufort/Delta** area. Community people identified a general erosion of traditional values toward the extended family over the past two decades. The rise in child welfare problems, child neglect and family breakdown have been cited as common occurrences that were once rare. Child-rearing practices and the care of the elderly have changed. Children are frequently left unsupervised and the elderly are ignored. People have strong feelings about the topic of family life and are **willing** to share their opinions. Unfortunately, having an opinion and implementing a solution are two very different things.

As industrialization plays an increasing role in the **lives** of the people of the area, former lifestyles are forced to adapt. Some traditions adapt more readily than others. The family unit as an extended unit was a necessary component to the survival of the community. As the wage and cash economy has begun to dominate local society, the role of the **family** with its traditions of sharing and mutual dependence changed.

The extended family participated in the raising of children:



discipline was enforced through group and parental expectations. With greater emphasis on the individual, child rearing became the primary responsibility of the natural parents. With the community less involved, the parents now have greater responsibility to meet all the needs of their children. If the parents are having difficulty socially or economically, the children will not experience sufficient adult involvement in socializing their behaviour. The results are complaints of unsupervised children, young offender crime, teenage pregnancy and a general neglect of child care. Frequently, children wander about the settlements without adult **supervision**. Traditionally, the extended family or community group provided sufficient supervision and teaching but with the change there is less adult involvement.

Child abuse is generally rare but neglect through inadequate supervision, excessive drinking and a general lack of parental involvement is felt to be quite common. Child neglect is a passive form of child abuse in the sense that the child is being denied something. The very basic form of neglect is the lack of physical needs such as food, clothing and shelter. Neglect is also evident in the lack of provision of other needs such as a secure home, supervision, education, and parental involvement. Persons who have personal/emotional problems, or continual alcohol abuse fail

to provide their children with their needs. The result is a neglected child. It is not that the parents do not love their child; it is just that due to their own personal and family breakdown they are unable to provide the consistent care and involvement their child requires. The problem is not unique to the north or native people but common throughout our society that depends economically and socially upon the nuclear family. When the nuclear family is weak, the children frequently experience a lower standard of care. Some people have requested a return to the extended family; others have asked for special parental training in the form of workshops and seminars.

Teenage pregnancy is another growing concern regarding family and social values. Although it is recognized that traditional lifestyle meant that young people married early, there has been a growing concern that young girls are "becoming pregnant as young as twelve years of age. Furthermore, our contact with the communities has revealed that many pre-adolescent children are sexually active.

Abortion is another controversial topic raised by the community people. Those who are elders or involved in the church are especially concerned. There is a general feeling that abortion has become more common among the young women.

Abortion is viewed as an intrusion on family and cultural values that held each child as a special life. On the other side, as more young women are pursuing "careers" in the wage **economy**, an unwanted pregnancy is an obstruction to their personal and economic goals. In light of the diminished role of the extended family, the young single woman has the primary responsibility of providing child care. Abortion appears to be a more reasonable solution. The diminished extended family, a more self-centred and materialistic societal orientation, and the emphasis on self-sufficiency all increase the factors that limit the choices of a young pregnant woman.

Community people have raised other factors that have influenced family life. The increased exposure to southern television has reinforced southern values and isolated family members. They no longer "**do things**" together but spend their time in a foreign world of television such as Dallas or a Saturday night hockey game where values and expectations are very different. It **is** not uncommon for families to move out on the land and return between major hockey games. Some have video recorders and they record the "soaps" while out hunting. **Little** research has been completed that focuses specifically on the impact of television on family life and community values. This would be a potential topic for future

NOGAP subprojects.

Again and again, alcohol abuse is mentioned as a major impact disrupting family and community life. It is not as clear as a cause-effect relationship **as** the issue is much more complex. Frequently alcohol is identified as the major problem with the belief that if it were eradicated all the other social problems would be resolved. It is the "**chicken and egg**" question. Does the alcohol abuse lead to the family breakdown or does the family breakdown precipitate the alcohol abuse? And how do the changing values and expectations of community norms interrelate? As oil and gas production and transportation expand their impacts on community life, these questions must be examined in the broader perspective of societal and cultural change and its relationship to the family and its role in the area's future. It is planned that the Department will implement a three year NOGAP subproject on alcohol and substance abuse starting in **1987.**

One area that oil and gas has had an impact on family functioning is in the roles of men and women. Many employment opportunities have been made available to women, some with supervisory responsibilities. It is evident that some men have serious difficulties adjusting to the success of women.

Traditional roles of men and women maintained an important interdependency. Respect for each other's skills and abilities as well as self-pride and self-esteem were a result of clear role functioning. Industrial change in the broad sense has enhanced the role of the woman and diminished the man's role. In his landmark book, **Brody** (1975) highlighted these important role changes and identified them as contributing factors in the breakdown of family functioning. The Beaufort activity has accelerated the change in sex roles and a period of stabilization and adjustment is necessary. This is one of the reasons a phased and gradual approach to increased development is so important to family life. This topic should be examined in greater depth and proposals for social programs should be developed in order to alleviate the pressures of role change. It **is** not suggested that the responsibility for these programs be given to the oil and gas industry but be addressed by the communities with the back **up** and support of the Department of Social Services.

As this brief summary illustrates, the issues are complex and sensitive and do not lend themselves to a list of so-called "objective" indicators. Effective community contact and participation is crucial to the successful understanding and analysis of these issues. It is expected that the community Steering Committee will provide important input in addressing

these issues and direct the researchers to appropriate sources. Community contact and involvement will provide the insight that a list of quantitative indicators would fail to provide. This area also lends itself to further specialized research relating to specific topics. An example of NOGAP funds being spent in this manner was the excellent research completed by Erikson and Associates on Child Day Care activities in the area. Their blending of the issues and indicators illustrated the need for community contact.

### 2.2.3 The Indicators

Collecting objective indicators of "family **life**" is an extremely difficult task. Some indicators are available; however their interpretation is subject to a variety of conflicting analysis. For example a rise in the number of children brought into the departments care may result in any one or combination of the following variables:

1. a zealous and enthusiastic social worker,
2. a change in department policy or **supervision**,
3. increased awareness and identification by referring agencies, and/or
4. a decrease in preventive programs such as recreation, counseling, etc.

Generally, the department focuses its energies on keeping the family unit together and it is only in extreme circumstances that the staff will resort to interventions that separate family members.

A similar situation exists for social programs for the

elderly. The department facilitates and fosters family and community involvement and tries not to supercede the **families'** and the communities' responsibility to care for the elderly. Therefore, changes evident in "hard data" may not indicate social changes or pressures on family life at all. Caution must be used in regard to **"family life"** statistics.

The situation is further complicated by the low numbers which make the quantitative reports meaningless or even deceptive. For example, an increase from three child welfare investigations to nine is a two hundred percent increase!

Also statistics that involve long term care for children or adults as a result of a physical handicap may have nothing to do with oil and gas development. In fact with increased economic activity and increased social services, identification and program delivery will naturally rise. This would appear as a deteriorating situation, when in reality the increase in statistics is a result of improved service to a population that was not previously identified.

One of the major areas of concern regarding these indicators is the inadequate recording of the Department of Social Services. Forms are completed by the social workers and sent to the regional and Headquarters offices. Regionally the forms are placed on individual client files and a monthly



summary is produced manually. In **Yellowknife**, the data is recorded on a computer and as new information is **submitted**, all previous records are erased. As a result, aside from tackling it manually, one can not get data showing continuity of a single case. Monthly "occupancy reports" are released but these are not recorded on the computer. Data is not stored as the department has not established an on-going storage system.

INDICATOR: Child Welfare Investigations

Data: Number of Investigations of Child Abuse and Neglect

Level: Community

Source: Regional Superintendent,  
Department of Social Services  
Government of the **N.W.T.**  
**Inuvik**, NWT XOE OTO  
Contact: Paul Donnelly, 979-7222

Frequency: Monthly/Annual

Base Year: **1985**

Notes: Whenever the department receives a complaint an investigation must be completed and a written assessment placed on file. The action taken by the social worker is based on a judgement of the situation and the interests of the **child(ren)**. Complaints are received by the department from several sources and an increase in complaints may mean that the referring person/agency is more conscious of their duty to report rather an increase in child abuse/neglect. Written reports are placed on file in the regional office with a copy sent to **Yellowknife**. To date, there is not a central child **abuse/neglect** registry as in most provinces.

INDICATOR: Children Entering Child Welfare System

Data: Number of Children Entering Statutory Care of Social Services

Level: Community

Source: Superintendent of Child Welfare  
Department of Social **Services**  
Government of the **N.W.T.**  
Yellowknife, **NWT** XIA 2L9  
Contact: Diane Doyle, 873-7709

Frequency: Monthly or Annual

Base Year: 1980

Notes: This is an indicator that **Carley** recommended and there exists serious problems with it. Children enter Statutory Care because they are "in need of protection" as defined under the Child Welfare Ordinance. The reasons **for** entering care are broad and duration of care varies from a few hours to permanent care. Unfortunately there are many influencing variables so drawing an analysis from this statistic is tenuous. Furthermore, the **department's** statistics in this division have not been computerized and are notoriously inaccurate. In considering this statistic extreme caution should be used with some discussion explaining its limitations.

INDICATOR: Children Admitted to Care

Data: Number of Children Admitted to Care by  
Personal Data

Level: Community

Source: Superintendent of Child Welfare,  
Department of Social Services,  
Government of the **N.W.T.**  
**Yellowknife**, NWT XIA 2L9  
Contact: Diane Doyle, 873-7709

Frequency: Annual

Base Year: **1985**

Notes: Under Personal Data the following variables  
could be available:

A. School Status:

1. Attends Regularly
2. Irregular Attendance
3. Drop-out
4. Expelled
- 5.** Special Program
6. Other

B. Sex

c. Age

D. Ethnic Origin:

1. Indian
2. Metis
3. Inuk
4. Other

E. Living Arrangements :

1. With parent
2. With grandparents/relatives
3. Non-relatives
4. Other

F. Status of Parents:

1. Natural
2. Adoptive
3. Common-law parent

G. Parents Age:

Due to small numbers there could be serious confidentiality questions. The child could be identified.

This data, would have to be collected manually as the department has not adequately computerized this service.

INDICATOR: Legal Status of Children in Care

Data: Number of Children Admitted to Care by Legal Status

Level: Community

Source: Superintendent of Child Welfare,  
Department of Social Services, GNWT,  
Yellowknife, NWT XIA 2L9  
Contact: Diane Doyle, 873-7709

Frequency: Annual

Base Year: 1985

Notes: Legal Status includes the reason for the child's admission to care or supervision. It includes:

1. physical handicap
2. mental retardation
3. emotional/behaviour problem
4. conflict with the law
5. parental abuse
6. parental neglect
7. surrender for adoption
8. parent's illness/disability
9. parent's emotional/mental problems
10. lack of parental supervision
11. financial need/housing
12. death of parent
13. alcohol abuse by parent

\* This data would have to be collected manually as the department has not adequately computerized this service.

INDICATOR: Children in Care

Data: Number of Children in Care-Placement and Plan

Level: Community

Source: Superintendent of Child Welfare  
 Department of Social Services  
 Government of the **N.W.T.**  
**Yellowknife, N.W.T. X1A 2L9**  
 Contact: Diane Doyle, 873-7709

Frequency: Annual

Base Year: 1985

Notes: **"Placement"** refers to the type of home or facility a child who is in care is placed and **"Plan"** refers to the social workers future plan for the child.

The placement & plan indicators can be identified under the following:

A. Current Placement:

1. Parent(s) Care
2. Free Foster Home
3. Foster Home
4. Group Home
5. Receiving Home
6. Ft. Smith Centre
7. Own Resource
8. **A.W.O.L.**
9. **Non-D.S.S.** Institutional Care
10. Adoption Home
11. Other

## B. Plan:

1. Return to Parent Home
2. Permanent Foster Care
3. Adoption
4. Long Term Institutional Care
5. Treatment Program
6. Uncertain
7. Health Care/Therapy
8. Education/Employment
9. Rehabilitation
10. Other

This data would have to be collected manually as the department has not adequately computerized this service.



INDICATOR: Single Parents

Data: Percentage of Single Parent Families to Total Number of Families in the Community

Level: Community

Source: Unknown

Frequency: Annual

Base Year: 1985

Notes: **Carley** identified this statistic as an indicator of changing family life. He did **not** identify a method of collection or a source but quoted Jackson and Trudeau (1983) who had produced this statistic in their report. The limitation with this statistic lies in its definition. There are a number of young women who are in common-law relationships who could be defined as "**single.**" There are some who are married but are supporting a husband. **In** a sense they are "worse off" than being single. There are some who are single but highly involved in their extended family. The topic is an important one but this statistic will not address the issue. Community contact by the the community researchers and the Steering Committee is required. **It** is not recommended to collect this statistic as it now stands.

INDICATOR: Custom Adoptions

Data: Number of Custom Adoptions in the Area.

Level: By Community

Source: Superintendent of Child Welfare,  
Department of Social Services, GNWT  
**Yellowknife, NW'I' X1A 2L9**  
Contact: Diane Doyle, 873-7709

Frequency: Annual

Base Year: 1980

Notes: **Carley** recommended this statistic in an effort to examine cultural practices of adoption. However, there have been some abuses of the **practices** of custom **adoption that do not** reflect cultural practices such as custom adopting a child to strangers. Furthermore, there exists some ethical issues regarding the cultural practice of custom adopting a child to elderly relatives **"to look after them."** The decision to custom adopt a 10 yr. old from his/her natural parents to grandparents who are elderly and perhaps disabled may be a violation of the child's rights. Also the legalities of custom adoption can be questioned. This issue needs to be researched by the Department of Social Services.

INDICATOR: Abortions

Data: Number of Abortions Performed on Women From the Area

Level: By age

Source: Coordinator,  
Family Life Education  
Department of Health  
Government of the **N.W.T.**  
**Yellowknife, N.W.T.** XIA 2L9  
Contact: Barbara Round, 920-8297

Frequency: Annual

Base Year: 1980

Notes: In attempting to open discussion on the changing family values and traditions, **Carley** identified this statistic. Although the issue is an important one, publishing this statistic could create some serious personal and community problems. The number of abortions is not large and therefore, it will be possible to identify individuals in small communities. In a small Catholic community, like Arctic Red River, the young woman would be in a terrible situation. In order to protect these women, the Department of Health will tabulate the number of Abortions for the entire **Beaufort/Delta** area and release this statistic only. The concerns of this statistic are best left to community contact through an "issue and concerns" approach by community researchers and the Steering Committee.

INDICATOR: **Waiting List for Senior Citizen's Homes**

Data: Average Number of Persons on the Waiting List for the Senior **Citizens'** Homes in the Area.

Level: Community

Source: Possible sources in Inuvik are:

1. Department of Health Government of the **N.W.T.**
2. Health and Welfare Canada
3. Department of **Social Services** Government of the **N.W.T.**
4. NWT Housing Corporation

Frequency: Annual

Base Year: 1985

Notes: **Carley** identified this statistic but it is not available as he described; however, there are many serious limitations as to its reliability and validity. **Carley** does attempt to address an important question (services and care of elderly) that needs to be monitored. One or two indicators will not be sufficient and a comprehensive study of the elderly the services provided and required projects should be completed by the Departments of Health and Social Services.

INDICATOR: Planning for Senior Citizens

Data: Forecast the Numbers of Senior Citizens Over the Next Five Years.

Level: Community

Source: Bureau of Statistics,  
Government of the **N.W.T.**  
**Yellowknife, N.W.T.** XIA 2L9  
873-7147

Frequency: Annual

Base Year: 1980

Notes: This would be an interesting planning statistic for the communities and the Department of Social Services; however, it appears to have a limited connection to the oil and gas development. **Carley** has identified and related it to the traditional value of caring for the elderly. **Carley** suggests that a change in this tradition reflects the cultural change the **Beaufort/Delta** communities are undergoing. Alone this indicator has serious limitations but the topic is an important one and may need to be addressed in future research.

INDICATOR: Welfare Recipients Over 55

Data: Number of Social Assistance Recipients Over 55 Years of Age.

Level: Community

Source: Coordinator, Financial Assistance,  
Department of Social Services  
Government of the N.W.T.  
**Yellowknife, N.W.T. X1A 2L9**  
Contact: Dick Clarke, 873-7160

Frequency: Monthly/Annual

Base Year: 1980

Notes: **Carley** identified this statistic as an indicator that would measure the breakdown of traditional caring for elders. However, there are a number of problems with the statistic that question its validity. Although it can be produced accurately it really does not **tell** us anything significant. Firstly, the identification of a 55 year old as an "elderly **person**" can be questioned. Secondly, it is rare that someone over 65 qualifies for **S.A.** because they would be receiving old age benefits. Those adults between 55 and 64 generally do not have children as dependents and are self-sufficient. Rarely do they request of qualify for **S.A.**

## 2.3 EDUCATION

### 2.3.1 Introduction

As the Government of Canada began to increase its presence in the north, it "contracted" educational **services** to the various church missions. During the late forties and fifties, the churches constructed large residential institutions and began the process of enrolling children in their educational programs. Most children were forced to leave their parents at a very young age in order to attend school. The separation from their parents created a cultural and social tension that has been never forgotten and remains a sensitive issue to this day.

By the late sixties the Territorial Government had assumed the responsibility of providing educational services to the north. The Department of Education embarked on an ambitious school construction program and modest schools with grade 1 to 6 were established in most communities. The migration and settlement of the native people were accelerated by these schools as settlement life replaced the nomadic lifestyle of

the previous generation.

Secondary education remained centralized in Inuvik in two large residential facilities. Over time the grades provided in the settlements were increased and today most students need to move to **Inuvik** for only grades 10 to 12.

Adult education, upgrading, apprenticeship training and post secondary education remain the responsibility of the Department of Education. They provide a variety of programs both decentralized in the settlements, a college in Fort Smith and sponsorship for education in southern institutions. They collect some statistical data on these programs but historically that data were never consistently recorded and much was lost. Current record keeping is improved and trends can now be identified with a reasonable degree of accuracy.

Education is certainly a major concern and a controversial issue among the people of the **Beaufort/Delta** area. The issues section along with the indicators will compromise a major component to any future database monitoring project.



### 2.3.2 The Issues

Of all the topics **Carley** (1984) discussed, he wrote the most regarding "Education". Both he and the researchers on this NOGAP project found the topic to be of serious concern to the residents in the **Beaufort/Delta** area. **Carley** neatly summarized the situation:

At the root of the main issue is the intense cultural tension between the land based values of native lifestyle and **southern-**oriented wage economy values of the dominant culture. (**Carley, 1984:115**)

The educational programs in the north have been transplanted from the south utilizing provincial curriculum and southern-trained teaching staff. As children entered the educational process many lost their traditional ways and unsuccessfully adopted the new **culutre** of the south with its emphasis on the wage economy and competitive spirit. The "phenomenal drop-out rate. ..severe cultural dislocation and unhappiness" are examples of the failure of many native youth to successfully complete in the school system. (**Carley, 1984:**

115) Residents complained of the failure of the education system to meet the changing needs of the youth. They called for a system that will provide a sufficient education which will permit the youth a role in the political and economic structures of the future **"without** destroying the values, traditions and languages upon which rest the survival of distinct native cultures." (Carley, 1984:116)

As much as the topic stimulated discussion, it was riddled with inherent contradictions that seemed to undermine every point of view. Many native people appeared to believe that formal education has been in competition and conflict with traditional lifestyle and cultural values. In many communities school attendance is dismally low and the drop-out rate incredibly high. Few children complete even grade 9 or 10 which is the minimum level for further training by the oil industry. Their parents who have had limited formal education see little value in encouraging and pushing their children to achieve in school. Those who do "graduate" frequently have low reading and writing skills which handicap their abilities to successfully enter the wage economy. It is not uncommon to see high school "graduates" with a reading and writing abilities of a grade 5 student.

The early residential schools have brought considerable

criticism and disappointment to native people in the area. The separation of children from their families hampered their socialization in the traditional lifestyle at a critical time in their social development. Today the residential high school remains a particular sensitive issue among the communities. The people in Tuktoyaktuk have been adamant in their desire to see a high **school** constructed in their community. The failure of many of their students in the residential school in Inuvik has resulted in their decision to seek secondary education in their home community. A sad contradiction existed in their wish since their community has a school that provides up to grade 10 and one of the lowest attendance rates in the area. There is nothing to indicate that further grades would increase their inadequate attendance.

The NOGAP researchers found that "loneliness" was cited as the main culprit for drop-outs at the residential high school for community students. They found that although "loneliness" was the surface issue, there existed subtle social pressures that left the community student feeling inadequate with low self-esteem and self-image. The researchers found contradicting opinions regarding discipline in the hostels. Some claimed that things were not strict enough and others complained of the lack of direction and

control. Regardless, some centralization of high school education is necessary because of the financial costs and the quality and variety of educational opportunities should be maintained as best as reasonably possible.

A major criticism of the **educational** system has been the lack of native language education. Up **until** the **70's** there existed little native content in language and skills in the school curriculum. The development of native culture and skills programs has the support and direction from community leaders. Most people expressed a desire for more programming yet some communities are having difficulty recruiting interested residents in teaching the **language** and taking children out on the land to teach them land-based skills. The desire for more cultural content in the curriculum conflicts with the lack of funds and the waning interest of participating local teachers. The contradiction appeared **to** continue as some residents complained that their children are inadequately equipped to enter the wage economy and Yet requested more cultural content. On the positive side, the native content has been constantly improving with new teaching materials and methods closely related to the traditional teaching process.

The question of native language is particularly sensitive.

The small population base of some of these languages makes them susceptible to the erosion by the dominant culture through such powerful forces as television, popular music and education. Fortunately groups such as COPE have identified this intrusion and have responded with the training of native language teachers who are making a conscious effort to preserve their language. These efforts need to be reported in any monitoring project.

Efforts to train and educate northern native teachers has been slow but steady development has been made. With the rapid turnover of southern trained teachers, the need for local people was evident. There are a few native teachers in the area who have completed a degree at the Bachelor's level and some who have completed the two year Teacher Education Program (**TEP**) in Ft. Smith. Progress in the development of northern staff should also be monitored.

Some native people expressed a desire to see segregated schools much in the same way that the south operates separate schools based on religion. Native schools would be controlled and taught by native persons exclusively. Language and culture would be key components to the schools. Competition would be discouraged and sharing and cooperation would be promoted. There are some examples of native

operated schools with considerable success. The idea is not as farfetched as it first appears.

Recognizing the gradual economic change of the area, some students are seeking opportunities in vocational education and training in order to be better able to participate in the wage economy. Vocational and technical training can be highly specialized and requires a residential facility. Again the pressure **falls** on the student to leave the safety and familiarity of his home to enter the programs. The demand for a northern college continued as experiments such as "**Tuk-Tech**" (a satellite campus of Thebacha College) have been attempted. An Arctic College has been proposed and reviewed by several authorities and each election whether it be municipal, territorial or federal the issue is raised and debated.

Another area of concern for residents is the lack of special educational programs and **services**. Programs that offer remedial education for children who are academically behind and special education for children who have special problems such as learning disabilities, and behavioral problems are the first to be financially cut due to budget restrictions. Some of these budget restrictions may be due to the expansion of the grades in the settlement schools. As the settlements

increase the level of education, person **years**, salary dollars and operation expenses move from Inuvik schools to the settlements.

Another example of financial pressure on the educational system is the reduction in courses made available to students. As resources are spread around, specialized high school courses can not be provided and the high school student is restricted to a general high school education. Topics such as music, industrial arts, office and bookkeeping, and home management, are the first to be cut or trimmed. Furthermore, as the system dilutes his staff and resources in efforts to decentralize, teachers need to be generalists with a broad knowledge base in all courses. Therefore, they are unable to specialize and offer the students an expertise and enriched academic environment available to students in large high schools. This deficit is especially of concern to **those** students who seek post secondary education.

The researchers also found complaints regarding the lack of guidance counselors. They felt that their children were not receiving adequate guidance and advice to make decisions that involved their future. It was difficult to determine whether or not the complaint rested with the student's inability to get help or whether the complaint was a general frustration

with the discouraging results of their **child's** progress. Some of the parents were expressing a frustration that their children were not making practical decisions and seemed uninformed of their options available to them.

Finally, several respondents requested more sex education in the schools. This topic is discussed in the sections of family life and health and it relates to the sexual activity and teenage pregnancies that have been increasing among the youth. Whether or not the parents were expressing a general confusion and fear or an effort to pass the responsibility to the educational system for the instruction of sexual **behaviour** and conduct is not known. If it is the later the concern must be raised regarding the transfer of important cultural and social development of the youth from the family and the community to a "**southern**" external institution.

Education is a major issue in the lives of the **Beaufort/Delta** communities. People are sincerely concerned and in conflict regarding the best solution for their youth. It is difficult to determine at this time the scope that the database monitoring project should take. But, as the project develops a key component will be educational issues.



### 2.3.3 The Indicators

The Department of Education has begun to computerize some of its statistical data. Up until recently most data was not collected and what was collected was stored manually. Generally, the data are fairly consistent with few variations. There are some limitations with the data on enrollment and attendance. Each teacher completes the form identifying enrollment and attendance and some discretion is left to his/her **judgement**. If a student does not enroll in September but joins the school part way through the year, he will not necessarily appear as a statistic on the enrollment form. If a student were to quit after enrolling then he may not show as a drop-out. In order to control for fluctuation, enrollment for the academic year should be taken in September. This would ensure a certain level of consistency from year to year. Drop-outs and additions would average out over time. The comparisons of enrollment over **time** will show the drop-out rate by ethnicity. These trends will be very important in any monitoring study.

A similar problem exists for attendance that depends upon the teachers' discretion. If a child attends in the morning but does not return in the afternoon some teachers would identify

him as a "half-day **absent.**" Others may mark him down as a whole day absent since he did not complete the entire day; whereas, some other teachers may ignore it and the student would be recorded as attending a full day.

Days "**off**" for cultural trips and land experiences are counted as "**days attending**". Therefore, a child spending a month goose-hunting could be marked as attending school. Since the teachers can not possibly be expected to know where each child is, they may identify a student as "**attending**" land skills when he is laying in bed at home.

Earlier statistics will have these limitations but overall, they should provide a valuable contribution in understanding who is participating successfully in the education programs. The NOGAP project can coordinate their efforts with the education authorities to reduce many of these limitations with clearer guidelines for identification of enrollment and attendance. With clearer guidelines, these data could be greatly improved.

INDICATOR: Grade Level

Data: Grade Level Taught in Each Community

Level: Community

Source: Manager, Management Information Systems  
Department of Education,  
Government of the **N.W.T.**  
**Yellowknife, N.W.T** XIA 2L9  
Contact: Jane Practice, 873-3756

Frequency: School Year

Base Year: 1979

Notes: The grade level taught by schools in the Beaufort Region has changed very little since 1979. In the past 2-3 years, many schools have extended their grade level to grade nine. This has been a **result of requests** from parents who have wanted their children to stay in their home community as **long as possible** before going away to secondary school. These figures are readily available and computerized.

INDICATOR: School Enrollment

Data: The Number of Students Enrolled in School

Level: Community

Source: Manager, Management Information Services  
Department of Education,  
Government of the **N.W.T.**  
**Yellowknife, N.W.T.** XIA 2L9  
Contact: Jane Practice, 873-3756

Frequency: School Year

Base Year: 1979

Note: These figures are not accurate as they do not always include drop-outs and students suspended. The figures are usually gathered in the fall when students enroll for the school year. They should be broken down into:

1. Total Enrollment
2. Elementary: i) Kindergarten  
ii) Grades 1-6
3. Junior High (7-9)
4. Senior High (10-12)
5. Special

They should also be correlated to ethnicity:  
Dene, Metis, **Inuit** and other.

INDICATOR: School Attendance

Data: Percentage of Students Attending School On A  
Regular Basis

Level: Community

Source: Manager, Management Information Systems  
Department of Education,  
Government of the **N.W.T.**  
**Yellowknife, N.W.T. X1A 2L9**  
Contact: Jane Practice, 873-3756

Frequency: school Year

Base Year: 1979

Note: These figures are not accurate as there is a  
lack of consistency in **recording attendance**  
figures. In some cases **late students** are  
recorded as either late or absent for the  
whole day.

These figures should be broken **into:**

1. Total Enrollment
2. Elementary: i) Kindergarten  
ii) Grades 1-6
3. Junior High (7-9)
4. Senior High (10-12)
5. special

They should also be correlated to ethnicity:  
**Dene, Metis, Inuit** and other.

INDICATOR: Teachers and Classroom Assistants

Data: Number of Teachers and Classroom Assistants

Level: Community

Source: Manager,  
Management Information **Services**  
Department of Education,  
Government of the **N.W.T.**  
**Yellowknife, N.W.T.** XIA 2L9  
Contact: Jane Practice, 873-3756

Frequency: School Year

Base Year: 1979

Notes: Figures are easily accessible and are  
computerized.

INDICATOR: Ratio of Students to Teachers

Data: The Number of Students to Teachers

Level: Community

Source: Manager,  
Management Information Systems  
Department of Education  
Government of the **N.W.T.**  
**Yellowknife, N.W.T.** XIA 2L9  
Contact: Jane Practice, 873-3756

Frequency: Unknown

Base Year: Unknown

Notes: Since this statistic has not been researched it is not known how available and/or accurate the figures would be. These statistics would reflect a change in the employment situation and the in/out migration of children and their families. It would also reflect the amount of resources spent on education in each **community** and identify any apparent disparities **between** communities.

INDICATOR: Graduates

Data: The Number of Students Graduating from  
Secondary School

Level: Community

Source: Manager,  
Management Information Services  
Department of Education,  
Government of the **N.W.T.**  
**Yellowknife, N.W.T.** XIA 2L9  
Contact: Jane Practice, 873-3756

Frequency: School Year

Base Year: 1980

Notes: These statistics are manually recorded and are not easily accessible by community. The figures include students who have graduated from the matriculation and diploma programs. These data should be divided into Junior High and Senior High. These data should also be correlated to ethnicity: Dene, Metis, **Inuit** and other.



INDICATOR: NWT Post-Secondary Grants And Loans

Data: The Number of Financial Loans and Grants to Students

Level: Community

Source: **Counsellor,**  
Records and Certification  
Department of Education,  
Government of the **N.W.T.**  
**Yellowknife, N.W.T.** XIA 2L9  
Contact: Dan **Daniels**, 873-7195

Frequency: September/January

Base Year: 1980

Notes: These statistics are recorded manually, and are not grouped by communities. The figures for technical and higher educational institutions are recorded separately and **.do** not always include students who have dropped out of school during the year. These data should be divided into:

1. Total Recipients
2. University
3. Technical/College

correlations to ethnicity should also be completed (**Dene, Metis Inuit and Other**).

INDICATOR: Adult Education Courses

Data: Number of Adult Education Courses offered in  
the Beaufort area

Level: Community

Source:

1. Registrar's Office,  
**Thebacha** College  
Department of Education  
Government of the **N.W.T**  
Fort Smith, **NWT** XOE **OPO**  
Contact: Joy Brown, 872-7518
2. Secretary Treasurer  
Inuvik Education Society  
BOX 1468  
**Inuvik, N.W.T.** XOE OTO  
Contact: Diane Cheyney, 979-3533
3. Executive Director  
Native **Women's** Association  
Box 1755  
Inuvik, **N.W.T.** XOE OTO  
Contact: 979-4165

Frequency: Annual/School Year

Base Year: Unknown

Notes: These statistics indicate the number and type  
of courses offered through adult education.  
However, these figures are not computerized  
and are not easily available.

INDICATOR: Adult Education Enrollment

Data: The Number of students Attending Adult Education Courses in the **Beaufort/Delta** area.

Level: Community

Source:

1. Registrar<sup>s</sup> Office,  
Thebacha College  
Department of Education  
Government of the **N.W.T.**  
Fort Smith, NWT XOE **OPO**  
Contact: Joy Brown, 872-7518
2. Secretary Treasurer  
**Inuvik** Education Society  
**Box** 1468  
**Inuvik, N.W.T.** XOE OTO  
Contact: Diane Cheyney, 99-3533
3. Executive Director  
Native **Women's** Association  
Box 1755  
**Inuvik, N.W.T.** XOE OTO  
Contact: 979-4165

Frequency: Annual/School Year

Base Year: Unknown

Notes: These statistics include the number and type of **courses** offered through adult education. However, these figures are not computerized and are not easily available.

## 2.4 HEALTH

### 2.4.1 Introduction

In the early years, health services were provided through the church missions with a major regional hospital situated in **Aklavik**. There were no medical services in the communities **except for seasonal visits by medical personnel from the Aklavik hospital**. A modern hospital operated by the federal Health and Welfare Canada was included in the construction of **Inuvik** in the late **1950's**. Nursing Stations were constructed in each of the surrounding communities with the settlement of **Paulatuk** the last to receive a permanent nursing station with a full-time nurse. It is slated for construction in the summer of 1985.

The provision of health services has undergone a complex political evolution that has linkages back to the first contacts between the native peoples and European settlers. Early treaties specified that the **"Queen"** would provide the badly needed medical services to the native people who were being decimated by European diseases. Since those treaties,

the federal government has had the overall mandate to provide health services to the indigenous peoples of Canada. The provincial and federal governments have argued back and forth as to which government has which responsibility to provide native people with **specific medical/health** services. During the last few years, the **NWT** territorial government has increased its role in providing health care programs and has been taking a greater responsibility in all areas of health across the **NWT**.

In the **Beaufort/Delta** area, it is expected that the territorial government will be assuming the responsibility for administering the **Inuvik** General Hospital in the next couple of years. It is hoped that this move will bring the hospital closer to the needs of the region. It is doubtful that health/medical services in the communities would be transferred to the territorial government for some time.

As a result, the difficulty in monitoring health care is that several different levels of government and different levels within each government are involved in one or more health programs.

#### 2.4.2 Issues

Before the advent of the white society, traditional native people depended upon the healing power of the medicine man. His powers depended upon simple folklore remedies and seemingly magical secrets all shrouded in mystery. Even today, the techniques and procedures of the medical field leave the lay person baffled and mystified. The health care field is a highly technical profession requiring considerable training and experience. The lay person is naturally dependent upon the knowledge and expertise of the professional healers. Native people are not alone in their respect and awe of the medical professional, resulting in a faith and dependence upon their healing **"magic."**

Since the federal government assumed the administration of health care services, there has been a dramatic increase in expenditures on health care that has resulted in significant improvements on the quality of health in the area. The mission hospital could only provide a limited service due to the restricted availability of funds. With the expanded services, the area has experienced dramatic improvements. **Carley** has summarized many of these improvements by citing current health care studies which examine infant health, birth weight, breast-feeding patterns, diseases, accidents

and death rates.

It is evident from previous research and the NOGAP efforts in interviewing community people that there exists differences among the communities. Health indicators and issues vary" from community to community. In some communities there is a blind dependency upon the local nursing station where every minor health concern results in a visit to the nursing station. Other communities seem to have a greater understanding of health care and consult with the nurse with greater discretion.

Generally, the nurses are well respected by the communities and their efforts to improve their health is appreciated. It is felt that many nurses are over-worked with too many demands made on them night and day.

The high staff turnover is another concern of the communities. With the rate around 50%, the patients see a different medical personnel each time they visit the hospital. As a result, the patient never has the opportunity to develop a lasting relationship with his doctor or nurse.

**"Sex** education" is a concern that several residents have raised with considerable controversy in especially the

predominately Catholic communities. In some communities, it is not uncommon for young girls to become pregnant with little or no knowledge as to how their body functions. Frequently, these girls come from good homes where traditional values and lifestyle are stressed. The family may travel to the land leaving their daughter in town to attend school or stay with friends. During their absence, the girl is sexually active. Some residents claim that "**sex education**" is required with an emphasis on birth control and others claim that this would legitimize promiscuity. Either way, the community is faced with a serious problem.

Diet is another health concern. Industrialization has resulted in traditional foods playing less and less a role in the lives of the residents. Now that more people work for wages they have less time to hunt and as a result, storebought groceries with various "**junk foods**" have replaced their previous diets of natural foods. There has been research cited by **Carley** on this topic and a review of the literature relating it to the community perspective would be a valuable monitoring issue.

The availability of dental services has improved immensely in the past two decades. Health and Welfare has sponsored regular visits to the communities by a dental team. In



**Inuvik**, two private dental clinics are currently operating. Some statistics may be available but at the time of this report, we have not been able to evaluate their suitability. A brief annual report outlining what dental services has been provided to the communities **should** be included in the monitoring project.

There are numerous other health issues that residents have raised with **Carley** and the NOGAP researchers. Such concerns included:

- i) temporary accommodation **services** for traveling or waiting patients.
- ii) the effect of industrial accidents and deaths.
- iii) environmental health concerns such as water, sewage, occupational health, etc., and
- iv) the impact of the lack of local people employed in the health care field.

These issues and other concerns do not lend themselves to quantitative analysis but should be monitored through community contact and input.

### 2.4.3 Indicators

One would think that evaluating a **community's** physical "well-being" would be a **straight-forward** statistical exercise. **For** example, if the community had a high number of diseases and illnesses then a corresponding number of visits to the health centre would be expected. However, there exists a number of **intervening** variables that can throw this analysis askew. For example, if the people were highly ignorant about health care they may not visit the health centre when they should. Or they visit the centre over every cold and scratch. So the **community's** "health care knowledge" would influence whether or not the community "abused" or "**ignored**" the centre.

The situation is complicated by the fact that most communities have small nursing stations staffed by one or two nurses. In isolated communities, personalities dominate relationships even in formal professional-client relationships. If the nurse was particularly liked or disliked, this may have an impact on the **number** of **health** centre visits and therefore be misinterpreted as a **health** indicator.

Furthermore, the visits to the nursing station may have a

preventive component and the general health has been improved even though the frequency of visits has increased.

The concept of **"health"** and **"physical well-being"** is very strongly linked to **one's** perception of oneself. For example, a person in their twenties **may never visit the nursing** station but as he ages he visits the station more often. By their senior years, he in fact has more illnesses and pains and visits the nurse or doctor regularly but his perception of his health may be better than his years as a young adult.

Furthermore as **Carley** pointed out, the recorded incidence of a health problem **requires** that the individual **volunteerly** seek treatment. The increased frequency of a specific illness or disorder may reflect an increased awareness and consciousness of the illness and the **patient's** willingness to have it treated. Also, if a special clinic was set up for ear infections then the data would show a rise in ear infection indicators. The ear infections were present before but the clinic identified and "created" a change in the statistic.

All of these indicators need to be reviewed with caution and supported by community input to enhance their understanding and interpretation. Alone they will only mislead and

misrepresent the health situation in the area.

The majority of the indicators are available from federal services in **Yellowknife**. Many of the statistics are collected in the settlements and are **forwarded** to the **Yellowknife** office. The contact address is:

Health Management Information System (**HMIS**)  
Medical Services Branch  
Health and Welfare Canada  
**Yellowknife, NWT XIA 2R3**

Contact Person: **Kathy Kowachuk**  
Acting Supervisor,  
Health Services Unit  
873-7041

For information regarding Health Insurance Services, the contact address is:

Health Insurance Administration  
Department of Health  
Government of the NWT,  
**Yellowknife, NWT XIA 2L9**

Contact Person: Darrell Bower  
Chief, Health Insurance  
Administration. 873-7714

Statistics regarding Life Expectancy have been compiled by:

Bureau of Statistics  
Government of the NWT  
**Yellowknife, NWT X1A-2L9**

Contact Person: Nunda Rao  
Statistician  
873-7653

The identification of ethnicity varies between the federal and territorial governments. The federal Health and **Welfare** divides the population into three groups: Registered Indians, **Inuit** and Other. The "**other**" includes non-status Dene, Metis and non natives. The territorial Department of Health divides the population into four groups: Dene (both status and non) , Metis, **Inuit** and Other. In making comparisons with other sources caution must be used. There may be some difficulty in relating **ethnicity** issues to the total population which is based upon the territorial breakdown. For example, one could not compare the percentage

of disease "X" to the community population when the definitions of ethnicity varied between the number of cases and the demographic population.

INDICATOR: Birthweights

Data: Number of Infants Born with Low Birthweights  
Rate per 100 Live Births

Level: Community

Source: Supervisor  
Health Services Unit  
Health and Welfare Canada  
**Yellowknife, NWT X1A 2R3**  
Contact: Kathy **Kowerchuk**  
873-7041

Frequency: Annual

Base Year: 1980

Notes: There is no distinction made between full term  
and premature infants. Due to the low  
frequency, caution in analysis must be taken.

INDICATOR: Infant Birthrate and Mortality

Data: Birthrate & Infant Mortality by  
**Ethnicity/1000**

Level: Community

Source: Supervisor  
Health Services Unit  
Health and Welfare Canada  
**Yellowknife, NWT X1A 2R3**  
Contact: Kathy **Kowerchuk**  
873-7041

Frequency: Annual

Base Year: 1980

Notes: The infant mortality rate includes perinatal (around the time of birth), neonatal ( up to 1 month after birth) and post neonatal ( up to one year after birth), but does not include still births. Caution must be used with these" statistics due to the low frequency.



**INDICATOR:** Life Expectancy

Data: Life Expectancy at Age 1 by **Ethnicity**

Level: **Beaufort/Delta** Area

Source: Bureau of Statistics  
Government of the **NWT**  
**Yellowknife, NWT** XIA 2R3  
873-7653

Frequency: Annual

Base Year: 1984

Notes: Life Expectancy was identified by **Carley**. It would be interesting to monitor this statistic over time and compare to other parts of Canada. This information could be available through specialized research.

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INDICATOR: Teenage Pregnancy

Data: Number of Pregnant Women under 18 yrs of Age

Level: Community

Source: Supervisor  
Health Services Unit  
Health and Welfare Canada  
**Yellowknife, NWT X1A 2R3**  
Contact: Kathy **Kowerchuk**  
873-7041

Frequency: Annual

Base Year: 1985

Notes: This statistic should show total pregnancies with information regarding **birthwieghts** etc. The number of teenage abortions would also be important but due to confidentiality concerns, it may not be readily available or appropriate for public distribution.

INDICATOR: Hospital Services

Data: Number of Newborns and Newborn Days

Level: Inuvik General Hospital/Nursing  
Stations

Source: Supervisor  
Health Services Unit  
Health and Welfare Canada  
**Yellowknife**, NWT XIA 2R3  
Contact: Kathy Kowerchuk  
873-7041

Frequency: Quarterly/Annual

Base Year: 1980

Notes: The number of newborns and newborn days can be  
divided by the **Inuvik** General Hospital,  
Nursing Stations and outside the  
**Beaufort/Delta** area.

•

INDICATOR: Hospital Services

Data: Number of Patients and Patient Days

Level: **Inuvik** General Hospital/Nursing Stations

Source: **Supervisor**  
Health Services Unit  
Health and Welfare Canada  
**Yellowknife**, NWT XIA 2R3  
Contact: Kathy **Kowerchuk**  
873-7041

Frequency: Quarterly/Annual - Fiscal

Base Year: 1977-78

Notes: The number of patients and patient days can be divided by the **Inuvik** General Hospital, Nursing Stations, and outside the **Beaufort/Delta** area.

INDICATOR: Hospital **Services**

Data: Number of Outpatient Visits

Level: **Inuvik** General Hospital/Nursing Stations

Source: Supervisor  
Health **Services** Unit  
Health and Welfare Canada  
**Yellowknife, NWT** XIA 2R3  
Contact: Kathy **Kowerchuk**  
873-7041

Frequency: Quarterly/Annual. Fiscal Year

Base Year: 1977-78

Notes: The number of outpatient visits to the **Inuvik** General Hospital, Nursing Stations, and outside the **Beaufort/Delta** area.

INDICATOR: Health Services

Data: Medical Care: Number of Semites and Patients Treated

Level: **Beaufort/Delta** Area

Source: Chief, Health Insurance Administration  
Department of Health  
Government of the **NWT**  
**Yellowknife, NWT** XIA 2R3  
Contact: Darrell Bower  
873-7714

Frequency: Quarterly/Annual

Base Year: 1980

Notes: Includes the Number of Services and Number of Patients Treated. Can be sub-divided into services and patients **served** in the area, in the **NWT** and outside the **NWT**.

INDICATOR: Health Services

Data: Medical Care: Payments Made in Dollars

Level: **Beaufort/Delta** Area

Source: Chief, Health Insurance Administration  
Department of Health  
Government of the NWT  
**Yellowknife, NWT X1A 2R3**  
Contact: Darrell Bower  
873-7714

Frequency: Quarterly/Annual

Base Year: 1980

Notes: Dollars paid through Medical Care. This program can be subdivided into payments in the area, **NWT** and outside the **NWT** for residents of the area.

INDICATOR: Industrial Accidents

Data: Number of Industrial Injuries and Anatomy  
Description

Level: Community

Source: Workerts Compensation Board  
Box 8888  
**Yellowknife**, NWT X1A 2L9  
873-7484

Frequency: Annual

Base Year: 1980

Notes: Detailed statistics of accidents by community  
broken into type of injury (eg. laceration,  
puncture, fracture, burn, etc.) and anatomy  
description (eg. ears, face, forearm, hips,  
toes, etc.)

Name of person and date is also supplied so  
confidentiality must be maintained.



INDICATOR: Death

Data: Causes of Death by Category

Level: Community

Source: Supervisor  
Health Services Unit  
Health and Welfare Canada  
Yellowknife, NWT **X1A** 2R3  
Contact: Kathy Kowerchuk  
873-7041

Frequency: Annual

Base Year: 1980

Notes: This statistic was suggested by **Carley** with a further breakdown by age and ethnicity. Causes were identified by:

1. accidents, injury or violence
2. diseases of the circulatory system .
3. **neoplasma**
4. gallbladder disease
5. other

Past statistics have shown an average of about 40 deaths per year in the area with wild fluctuations from year to year. Considerable caution is warranted in the analysis of this statistic.

INDICATOR: Environmental Related Illnesses

Data: Number of Related Cases of Environmental  
Related Illnesses

Level: Community "

Source: Supervisor  
Health Services Unit  
Health and Welfare Canada  
**Yellowknife, NWT X1A 2R3**  
Contact: Kathy **Kowerchuk**  
873- 7041

Frequency: Annual

Base Year: 1980

Notes: **Carley** identified this indicator with a  
breakdown as following:

1. Reported cases of **Shigellosis (Dysentery)**
2. Reported cases of Gastro-enteritis
3. Incidence of gonorrhoea

This statistic should be cross-tabulated with  
age and ethnicity.

INDICATOR: **Medivacs**

Data: Number of **Medivacs** to Larger Health Centres

Level: Community of origin

Source: Supervisor  
Health Services Unit  
Health and Welfare Canada  
**Yellowknife**, NWT XIA 2R3  
Contact: Kathy **Kowerchuk**  
873-7041

Frequency: Annual

Base Year: Unknown

Notes: This statistic should be **crosstabulated** by origin, community, destination and reason. This statistic has not been collected and it is not known as to its availability or accuracy.

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INDICATOR: Staff Turnover

Data: Percentage of Health & Welfare Staff Turnover  
per Year Over Total Number of Employees.

Level: Community

Source: Supervisor  
Health Services Unit  
Health and Welfare Canada  
**Yellowknife**, NWT XIA 2R3  
Contact: Kathy **Kowerchuk**  
873-7041

Frequency: Annual

Base Year: Not known at this time

Notes: It is difficult to determine what this  
statistic would mean. It depends upon the  
communitys perception of the staff as to  
whether or not high/low turnover was positive  
or negative. Certainly the people of the area  
do not develop a lasting and trusting  
relationship with the "family doctor" since  
many doctors and nurses rotate regularly.  
Since 1983 the territorial government has been  
hiring the doctors but the federal government  
is responsible for other health care staff. A  
separate statistic is available for doctor  
turnover.

INDICATOR: Native **Staff**

Data: Percentage of Native Staff Employed in Health Care

Level: Community

Source: Supervisor  
Health Services Unit  
Health and Welfare Canada  
**Yellowknife, NWT X1A 2R3**  
Contact: Kathy Kowerchuk  
873-7041

Frequency: Annual

Base Year: Unknown

Notes: The Health Care field is a highly specialized and technical profession that excludes "**lay people**" from all but a few positions. As the **Beaufort/** Delta area develops, it is expected that a greater number of native people will receive the required training in order **to** participate in this service. Involvement in the provision of health care services by **native people** was a concern identified by **Carley** that he recommended monitoring. The definition of "**native**" persons will also have to be clearly stated.

INDICATOR: Doctors

Data: Number of Doctors Practicing in the Area

Level: Inuvik Region

Source: Registrar  
Department of Justice & Public **Service**  
Government of the NWT  
**Yellowknife**, NWT XIA 2L9  
Contact: Helen Roberts, 920-8058

Frequency: Annual

Base Year: 1982

Notes: The number of medical permits and licenses issued is recorded. Licenses are issued to doctors who practice in the **NWT** for long periods of time. Permits are issued to doctors who stay for short periods only. The statistics are kept manually and are not 100% accurate but they will "reveal trends in" turnover of doctors in the region. For example an increase in the ratio of licenses over permits would indicate an increase in the stability and duration of medical doctors in the area.

## 2.5 MENTAL HEALTH

### 2.5.1 Introduction

Mental Health is an important topic that is difficult to research. It does not lend itself to number or dollar counting such as social assistance and in the NWT it does not have a well-established formal network such as education. Mental Health services fall under the responsibility of Health and Welfare Canada and due to the pressing and costly need for physical health **services**, mental health appears to be placed **"on** the back burner." However, there exists some important mental health activities **occurring** in the **Beaufort/Delta** area that should be included in any Database System, such as the work of the Concerned Citizens **Committee** in Fort McPherson.

In an effort to grasp this topic, **Carley** linked "Juvenile Mental **Health**" and "Suicide<sup>tf</sup>" together. Both of these topics are important but the heading is too restrictive. **Carley (1984:143)** in his discussion of the issues published less than one page of double-spaced type to describe the issues

and problems of young people and the high incidence of suicide in this population group. On the other hand, the NOGAP researchers had considerable discussion with community residents on issues regarding mental health. It is understandable that **Carley** would receive a limited response on the topic since his research was based on a somewhat superficial contact with many professionals. The NOGAP researchers lived in the area and have developed relationships with many of the community people. Their contact with the researchers was less formal and frequently in **people's** homes resulting in an **openness** and frankness" People are deeply concerned about mental health and are upset about the lack of formal and informal **services**. The topic is further clouded by the fact that it easily drifts the discussion into alcohol abuse, crime and family disputes. The issue is there but how to "get at it" is a difficult problem. It will require considerable community input and it is expected that the Steering Committee will be a major source in achieving this objective.



### 2.5.2 The Issues

People in the communities have been quick to express their concerns regarding mental health issues. Suicide and suicide attempts have shocked some communities into reacting with efforts to combat these tragic events. **Carley** cited recent events in the area referring to the numerous suicides among young males. He referenced these changing values and community expectations as an example as to how young people have been caught between the traditional culture and the impact of industrialization. All too frequently, these youth have opted for a formal education and have lost many of the land skills. They drop out and find themselves unqualified for wage rotational employment or unwilling to leave their community for rotational employment. Unable to participate in a meaningful income producing activity they find themselves bored and restless resorting to excessive drinking, solvent sniffing or crime to pass the time. Depression and low self-esteem follow and in combination with alcohol, these young men turn to suicide.

Although there is a lack of formal resources, there does exist some formal support agencies and many informal supports throughout the communities. In Fort McPherson, a community group of **"concerned citizens"** has been making a concentrated

effort at helping those depressed to work through their mental and emotional problems. They identify "at risk" individuals and provide regular support and assistance. They assist many families and individuals with mental health problems. Quarterly reports could easily be collected on the committee and its activities. The committee members are open to share their concerns and activities.

Health and Welfare Canada have one employment position as "Mental Health Coordinator" designated for the Inuvik region and are currently advertising a second position to be located in Cambridge Bay. The Inuvik Coordinator has set up a small counseling service near the centre of **Inuvik** and makes regular visits to the communities. The current incumbent has emphasized a community development approach to her work and has placed less emphasis on counseling and casework. She could provide a valuable contribution in evaluating the on-going "mental health" problems of each of the communities in the area.

Also based in **Inuvik** is a volunteer telephone crisis service called "**Helpline.**" This service keeps a log of telephone calls and attempts to provide assistance or referral to those who call. This **service is** provided through the **Inuvik** Mental Health Association who receive financial support through

various government and private sources. They also provide counseling **services** to families and youth with some involvement with individuals who are experiencing **spousal** assault. At this time their data record keeping has not been reviewed for the purposes of a database **system**. If their records are accurate they may have an important contribution to the data system. Certainly, those involved in the program will be able to provide insight into mental health issues in the community of **Inuvik**.

There is also a couple of youth clubs and groups around the town of **Inuvik** and in the settlements as well. There are youth groups associated with the Mental Health Association? **Ingamo** Hall and local churches that deal with youth concerns and mental **health** issues. The database system must investigate these programs in order to grasp an understanding of the mental health issues among the youth.

Finally, people are more than willing to express their concerns and share their experiences regarding this topic. The NOGAP researchers easily found contact with the informal health "workers" most fruitful in determining what is and what is not happening in their community.

### 2.5.3 The Indicators

The **quantitative** data on mental health issues are extremely limited. There are few formal **services** provided and those **programs that** are in effect are not **quantifying** their service. Carley could **identify** only two **indicators** (suicides and **suicide** attempts), which present a rather narrow view of mental health. Furthermore these indicators are fraught with **weaknesses** described in the notes under each indicator. They are not **reliable** and must only be used as a cursory guide to **overall** trends and patterns.

The Department of Social Services **collects** some **statistics** on mental health as **individuals** enter their **programs**. Children who come "into care" are identified if the major **reason** is related to emotional or mental health with either the child or the **parents**. Adults who receive social assistance are **identified** if they have any "**possible** problem areas" which include "**emotional/mental**" and "behavioral." These statistics can be used to **identify** trends in mental health **problems**. However, there exists some **limitations** in that they have already entered a social program and do not represent **the** total **population**. Furthermore, the **identification** of the client as having a mental health problem is entirely left to the discretion of the social

worker completing the form. The worker's attitude, beliefs and thoroughness in completing the **form will** affect the statistic. As a result, caution must be used in interpreting and analyzing the data. The Young Offender's Act has been implemented in the **NWT** and with it are a series of new forms that will also identify mental/behavioural related problem areas. Again, it will be dependent upon the social worker's discretion and consistency in identifying these problems. No identification of mental health is made in the adult corrections programs.

INDICATOR: Suicide

Data: Number of Suicides by Age and Sex

Level: Community

Source: Supervisor  
Health Services Unit  
Health and Welfare Canada  
**Yellowknife, NWT X1A 2R3**  
Contact: Kathy **Kowerchuk**, 873-7041

Frequency: Monthly/Annual

Base Year: 1980

Notes: There exists a problem with identifying suicides and attempts. Some are obvious and are known or proclaimed by the individual via a suicide note or a promise; others such as boating accidents are never known. A further limitation is reporting since not all attempts are brought to the attention of Social Services. Furthermore if the victim dies outside his home community (eg. hospital in **Yellowknife**) the statistic is recorded as **"death by suicide" in "YK."**

INDICATOR: Suicide

Data: Number of Suicide-Attempts by Age and Sex

Level: Community

Source: Supervisor  
Health **Services** Unit  
Health and Welfare Canada  
**Yellowknife**, NWT XIA 2R3  
Contact: Kathy **Kowerchuk**, 873-7041

Frequency: Monthly/Annual

Base Year: 1983

Notes: There exists a problem with identifying suicides and attempts. Some are obvious and are known or admitted to by the individual: others such as unusual gun accidents with alcohol involved are never known. Another limitation is definitional such as when an individual makes a superficial attempt to **draw** attention to themselves for other mental health reasons. A further limitation is reporting since not all attempts are brought to the attention of the **social** agencies. Besides, medical personnel and **family may** prefer to define a situation as an **accident** rather than a suicide for personal or **stigma** reasons.

INDICATOR: Crisis Line Calls

Data: Number of Call-Ins to Helpline

Level: Community (mainly Inuvik)

Source: Helpline **Inuvik** (979-5555)

Frequency: **Monthly/Annua 1**

Base Year: 1984

Notes: The record keeping has not been reviewed so an evaluation of their statistics can not be made. Their records should be broken into type and length of call, (for example: information, family, **health,etc.**)



INDICATOR:            Counseling **Services**

Data:                Number and Type of Counseling Service

Level:                Community (mainly **Inuvik**)

Source:                Mental Health Coordinator  
Community Counseling Services  
Box 1915  
**Inuvik**, NWT XOE OTO  
Contact:    Doreen Busch, 979-3141

Frequency:            Quarterly

Base Year:            1985

Notes:                Their record keeping has not been reviewed so  
an evaluation of their statistics can not be  
made.    Their records should be broken into  
type of counseling (for example: marriage,  
personal, employment, etc.)

INDICATOR: Children in Care with Mental Health Problems

Data: Number of Children entering Child Welfare Programs because of **Emotional/Behavioural** Problems

Level: Community

Source: Superintendent of Child Welfare  
Department of Social Services  
Government of the **N.W.T.**  
**Yellowknife**, NWT XIA 2L9,  
Contact: Diane Doyle, 873-7709

Frequency: Annual

Base Year: 1985

Notes: Further breakdown can include age, sex, ethnic origin. Caution: The identification of the problem is dependent upon the social worker. Currently, this statistic is not automatically collected but could be available through manual collection and previous years could be researched.

INDICATOR: Children in Care with Parents with Mental Health Problems

Data: Number of Children entering Child Welfare Programs because of Parents with Emotional Problems or Mental Illness

Level: Community

Source: Superintendent of Child Welfare  
Department of Social Services,  
Government of the **N.W.T.**  
**Yellowknife, NWT X1A-2L9**  
Contact: Diane Doyle, 873-7709

Frequency: Annual

Base Year: 1985

Notes: Further breakdown can include age of parents and **ethnicity** of child. Caution: The identification of the problem is depended upon the social worker. Currently, this statistic is not automatically collected but could **be** available through manual collection and previous years could be researched.

INDICATOR: Welfare Clients with Mental Health Problems

Data: Number of Social Assistance Recipients with an Emotional/Mental Health Problems

Level: Community

Source: Coordinator, Financial Assistance  
Department of Social **Services**,  
Government of the **N.W.T.**  
**Yellowknife**, NWT XIA-2L9  
Contact: Dick Clarke, 873-7160

Frequency: Monthly/Annual

Base Year: 1980

Notes: Many variables can be included in this statistic such as age, sex, marital status, employment, education, dependents etc. See Social Assistance statistics for further information. Caution: The identification of the problem is dependent upon the **social** worker's discretion.

INDICATOR: Young Offenders and Mental Health

Data: Number of Young Offenders with Mental Health Problems

Level: Community

Source: Director of Young Offenders,  
Department of Social **Services**,  
Government of the **N.W.T.**  
**Yellowknife, NWT X1A-2L9**  
Contact: Diane Doyle, 873-7709

Frequency: Monthly/Annual

Base Year: 1985

Notes: The intake form identifying the Young Offender has not been implemented but it has been expected that it will identify mental or behavioral problems. This **form** will be computer automated and cross-tabulation with age, sex, **ethnicity**, etc. could be available. Caution: The identification of the problem **is** dependent upon the social **worker's** discretion.

## 2.6 CRIME & PUBLIC JUSTICE

### 2.6.1 Introduction

The presence of the RCMP **is** one of the south's oldest institutions in the north. Their role of bringing Canadian law and establishing Canadian sovereignty in the north has made them an integral part of northern life. The **Beaufort/Delta** communities are served by RCMP officers in most communities except Arctic Red River and **Paulatuk** with sub-divisions in **Inuvik** and Cambridge Bay. Divisional headquarters is situated in **Yellowknife**.

There are several levels of court provided with an emphasis on providing court as close to the community as possible. The Justice of **Peace** court uses **local** leaders as **J.P's** for most minor **offences**. In more complicated matters or where it would be inappropriate to use a local resident, territorial court travels to the community. Supreme **Court** and **Appeal** Court occasionally travel to the major communities but does not make the same circuit as territorial **court**. The court

services are funded and administered by the territorial government through the Department of Justice and **Public Services**.

In many of the provinces, the same department that administers the court services also ensures the fulfillment of the dispositions. In the **NWT**, it has not been found appropriate to deliver services such as probation through a specialized department due to the lack of workload. It does not make economic sense to provide a probation officer in each community for ten or so cases nor does it make effective service to provide probation officers "centralized" in the major communities. Probation services or Community Corrections is one of the responsibilities of the Community Social Service Workers in each of the northern settlements. These workers have two major functions as probation officers. They prepare and present pre-sentence reports to the court **in** order to assist the judge in making suitable dispositions and they supervise probationers during their term of probation. They also provide a variety of related duties such as writing community assessments for parole reviews, after care counseling programs and assisting clients in legal matters.

The Department of Social Services through its Corrections Division provides the safe custody and detention of offenders

sentenced to periods of incarceration or remanded until a court trial. There are no correctional facilities in the **Beaufort/Delta** area except for temporary lock-up cells in the RCMP detachments. Sentenced inmates are transported to either **Yellowknife** or Hay River and Fort Smith if they are female. About a decade ago, plans were made to build a correctional facility in Inuvik but due to financial and other considerations the plan was dropped.



### 2.6.2 The Issues

The social researchers have found substantial interest in discussing concerns regarding crime and its justice. This has been found to be an important area but an area with conflicting dimensions.

Generally there is a very **positive** attitude among the community residents towards the RCMP even though the police rotate through the communities on an average of every two years. There is a general feeling that the police are doing the best they can in trying to support and protect the community against anti-social behaviour. It is a job that no one envies and some people are grateful that an outsider can come and perform this duty. People are basically sympathetic and realize that it would be impossible for a local person to "police" unruly and violent **behaviour** of friends and relatives. Unfortunately due to the segregation of **the** system, there exists a certain degree of "them and **us**" among the police and the native population. This is an evident and unavoidable reality of the criminal justice system and permeates all aspects of community life.

The court **room** process is a clear example of this foreign institution transplanted to the northern settlement life.

The mystery of the black flowing robes, strange legal terms in Latin, and a court room etiquette of bowing, standing and sitting and whispering appears as strange to a local person as a native religious ceremony would to a urban oriented white. All of this reinforces the separation between the internal community and the external justice process. There does exist efforts to reduce this separation through interfaces such as local **J.P's**, Special RCMP Constables and native probation officers. However, if anyone has ever been to a territorial court in a small community, one is struck by the strange division between **"them and us"**.

One of the facts of northern life is the extreme disproportion number of native people charged, convicted and sentenced to a variety of dispositions. Consistently, the social researchers were told that alcohol was involved in "95" percent of all crimes. This very high crime rate has an interesting twist. The crimes are committed frequently while the offender was intoxicated. The crimes are not premeditated, planned and executed but a series of antisocial events that snowball into criminal activity. These types of crimes are more difficult to deter because they do not have a strong deliberate or conscious strategy. It is almost as if they just happened.

With extremely high conviction rates almost all of the young men in some communities have been convicted of a crime at **least** one time in their **lives**. Therefore, there exists little or no stigma to be convicted, sentenced to jail or probation. The community can not exert any significant social pressure to conform and in fact at times it appears that following a court judgement a certain level of acceptance and approval is provided to the offender by the community.

In some communities there is also a certain level of numbness and apathy to some violent crimes that have occurred. Following a couple of tragic shootings, people de-sensitize and distance themselves from these events. **Also** with bootlegging and drunkenness as common **occurrences** some people become **complacent** and in fact actually benefit from **the** lack of enforcements depending upon whether they are buying or selling.

Yet, the social researchers found many people are angry and hostile towards offenders. Many people expressed a dismay at the lenient sentences that some offenders received. They felt that probation was a **"joke"** with little or no impact on the offender. They believed that jail was too soft and comfortable and complained that some young men committed

offences looking forward to going to **jail**. Life in the correctional centres is better than their lives at home. In some cases this may be true and if one stops and considers this, it demonstrates how pathetic their personal lives are because life in a correctional centre is not as attractive as some people believe it to be.

**Some** of the respondents told us that **sentencing** should be stiffer with longer and more severe sentences. They wanted to see punishment as a consequence to anti-social behaviour in order to deter future crimes both by the offender and others. But, if alcohol is related to most crimes and most crimes are not contemplated then would stiff penalties act as a deterrent?

People also lamented the erosion of community social control." **"In** the old days", they told the researchers, people respected their elders and communities could exhibit considerable social influence that forced unruly individuals to conform to the accepted tenets of behaviour. In order to exist and participate in community life, the disruptive individual was pressured into conformity and acceptable norms through powerful informal sanctions. Today the community no longer has this power and they look outside to the criminal process system to provide those sanctions.

As described above, the topic is riddled with confusing contradictions. In summary, they are listed below:

1. Some people want to see severe sentences yet these severe sentences have no social stigma and frequently elicit feelings of sympathy,
2. Some people want severe sentences to act as a deterrent yet the vast majority of **offences** are alcohol related and are not maliciously planned.
3. Some people want more community **invlovement** but recognize the benefits of permitting an outside institution to handle these messy situations involving their friends and relatives.
4. Some people want the offenders "**removed**" but **fail** to acknowledge that these offenders are products of their community and are the friends and relatives of the people who would like to see them removed. Besides, inevitably the offender will return.
5. Some people long for the "**good old days**" when community pressure was sufficient

to control anti-social **behaviour** but are quick to call for more punitive sentencing by the courts.

It is not surprising that few native people have made successful Justices of the Peace and none have become police officers. It is work that is just not popular.

By some people's standards, the **criminal** justice system 's not very successful and there has been some interest for a review of the entire system. Many **people** have opinions and they are willing to share them, but fortunately there does not seem to be any reasonable and realistic alternative" Continued research soliciting feedback should be an important component of any monitoring project.

### 2.6.3 The Indicators

One would think that the use of straight-forward crime statistics would be reasonably objective and not subject to uncontrolled variables. Quite simply, the increase in the number of break-ins represents an increase in crime. However, **Carley (1984:145)** identified a serious limitation with criminal justice statistics used in socioeconomic monitoring. He pointed out that the data are very sensitive to the "human **discretion**" of the police and court judges. Different police officers have different crime reporting and charging practices that reflect their personal style as a peace officer. For example, one officer may tend to not report minor disturbances and provide a warning to the offender or refer him to social services whereas another officer may precede directly to the formal process of "**laying** of information". As a result crime rate statistics especially in communities with small populations may vary widely with little relation to what is actually happening.

**Carley (1984:146)** further identified another limitation with crime related statistics. The criminal process works like a series of screens that block out some of the statistics. For example if 100 **offences** were reported, perhaps only 70 of

them would be actual offences of which 65 may be cleared or solved which only 4 were committed by young offenders and 10 were committed by adult offenders. Of this group, a judge may be able to or may chose to convict 2 young offenders and 6 adults. The crime rate will appear very different depending upon where one selects the data.

The RCMP suggested that the effect of officer discretion is minimized at "reported **offences**". (**Carley 1984:146**). These data are based upon community complaints and are not influenced by "**officer** discretion". After this point, officer, prosecutor and judge discretion becomes a greater variable. The relationship between the number of reported offences and the number of individuals on probation would indicate how the criminal process is responding to community complaints. A high percentage would indicate that most, offences find their way through the crime/court maze to be convicted and sentenced. It would be interesting to see if there existed a measurable variance between communities.

An uncontrollable variable that **Carley** did not identify was the **community's** attitude towards crime and criminal activity. If the community has a laissez-faire and apathetic attitude towards offences such as drunkenness, vandalism and petty crime then they would be less likely to report such offences



to the police and would therefore demonstrate an artificially lower crime rate.

Another uncontrollable variable is the **community's** attitude towards the **RCMP** and the individual officers. If they respect the **RCMP** or have personal relationships with the individual officers, they may be more inclined to report the offences. It would be interesting **to** investigate if there exists a measurable difference in crime statistics just before and just after a police officer has been transferred to another community.

All of these dimensions should be considered when examining and **analysing** the quantitative data collected and reported on crime in these communities.

INDICATOR: Offences Reported

Data: The Number of **Offences** Reported by Category

Level: Community

Source: Canada Centre for Justice Statistics  
**R.H. Coates** Building, 19th Floor  
**Tunney's** Pasture  
 Ottawa, Ontario **K1A** OT6  
 Contact: Jim **Sturrock**, 613-990-6657

Frequency: Quarterly/Annual

Base Year: 1979 (Some definitions have changed over the years so some caution is warranted. (eg. rape and sexual assault.)

Notes: The categories listed are:

1. Total Offences
2. Criminal Code
  - i) Crimes of Violence:
    - Homicide
    - Attempted Murder
    - Assaults
    - Robbery/Others
  - ii) Property Crimes:
    - Break & Enter
    - Motor Vehicle Theft
    - Theft over \$200.
    - Theft under \$200.
    - Fraud
    - Other
  - iii) Other Crimes
3. Federal Statues:
  - i) Drug
  - ii) Other
4. Territorial Statues:
  - i) Liquor Ordinance

ii) Other

5. Municipal By-Laws

INDICATOR: Offences Cleared

Data: The Number of **Offences** Cleared by Charge by Category

Level: Community

Source: Canadian Centre for Justice Statistics  
**R.H. Coates** Building, 19th Floor  
**Tunney's** Pasture  
Ottawa, Ontario **K1A 0T6**  
Contact: Jim **Sturrock**, 613-990-6657

Frequency: Quarterly/Annual

Base Year: 1979 (Some definitions have changed over the years so some caution is warranted. (eg. rape and sexual assault.)

Notes: The categories listed are:

1. Total offences
2. Criminal Code
  - i) Crimes of Violence:  
Homicide  
Attempted Murder  
Assaults  
Robbery/Others
  - ii) Property Crimes:  
Break & Enter  
Motor Vehicle Theft  
Theft Over \$200.  
Theft Under \$200.  
Fraud  
Other
  - iii) Other Crimes
3. Federal Statutes:
  - i) Drug
  - ii) Other

4. Territorial Statues:   i) Liquor Ordinance  
                              ii) Other
5. Municipal By-Laws

INDICATOR: **Offences** Away From Home

Data: The Number of **Offences** Outside of the Community with a Probation Disposition

Level: Community

Source: Chief, Corrections Division  
Department of Social Services,  
Government of the NWT  
**Yellowknife**, NWT X1A 2L9  
Contact: Stan **Mounsey**, 873-7646

Frequency: Annual

Base Year: 1980

Notes: This is a rather limited statistic that identifies those offenders that enter probation **services** who have committed the offence outside of their home community. It will not identify all cases in this situation but only those recorded on the probation Intake Form. (See Appendix). It could be a meaningful statistic that identifies **offences** committed by traveling offenders, perhaps traveling to the oil industry from their homes. Further cross-tabulations can be made to identify if this person is "seasonally employed" as a "general **labourer**" versus "full-time" "**hunter/trapper/fisherman**."

INDICATOR: Admissions to NWT Correctional **Centres**

Data: The Number of Sentenced Admissions to NWT  
Correctional Centres by **Offence**

Level: Community

Source: Chief, Corrections Division  
Department of Social Services,  
Government of the NWT  
**Yellowknife**, NWT XIA 2L9  
Contact: Stan **Mounsey**, 873-7646

Frequency: Quarterly/Annually

Base Year: 1980 (Previous records used a different form)

Notes: In order to simplify the data, **offences** are  
grouped into major categories. They are:

1. Total **Offences**
2. Against Persons
3. Against Property
4. Drugs
5. Liquor
6. Motor Vehicle
7. Other

INDICATOR: Intakes to Probation Services

Data: Number of Intakes to Probation and **Parole Services by Offence**

Level: Community

Source: Chief, Corrections Division  
Department of Social Services,  
Government of the **NWT**  
**Yellowknife, NWT X1A 2L9**  
Contact: Stan **Mounsey**, 873-7646

Frequency: Quarterly/Annually

Base Year: 1980 (Previous records used a different form)

Notes: In order to simplify the data, **offences** are grouped into major categories. They are:

1. Total Offences
2. Against Persons
3. Against Property
4. Drugs
5. Liquor
6. Motor Vehicle
7. Other



INDICATOR: Probation and Parole Cases

Data: Number of Cases on Probation and Parole by Age, Sex and **Ethnicity**

Level: Community

Source: Chief, Corrections Division  
Department of Social Services,  
Government of the **NWT**  
**Yellowknife, NWT** XIA 2L9  
Contact: Stan **Mounsey**, 873-7646

Frequency: Quarterly/Annually

Base Year: 1980

Notes: Other related data are available that can present cross-tabulations by **offence** group, length of sentence, marital status, number of dependents, education, living arrangements, usual occupation, **employment** pattern, and training background. See the Intake Form in the Appendix.

INDICATOR: Correctional Centre Inmates

Data: Inmates in **NWT** Correctional Centre by Age, **Sex**  
and **Ethnicity**

Level: Community

Source: Chief, Corrections Division  
Department of Social Services  
Government of the **NWT**  
**Yellowknife, NWT XIA 2L9**  
Contact: Stan **Mounsey**, 873-7646

Frequency: Quarterly/Annually

Base Year: 1980

Notes: Other related data are available that can  
present cross-tabulations by **offence** group,  
length of sentence, **marital** status, number of  
dependents, education, **living** arrangements,  
usual occupation, employment pattern and  
training background. See the Intake **Form** in"  
the Appendix.

INDICATOR: Dispositions of Probationers

Data: Disposition Data of Probationers who **require**  
Probation **Service.**

Level: Community

Source: Chief, Corrections Division  
Department of Social Services  
Government of the NWT  
**Yellowknife, NWT X1A 2L9**  
Contact: Stan **Mounsey**, 873-7646

Frequency: Quarterly/Annually

Base Year: 1980

Notes: This information is extracted from the  
Probation Intake Form which is completed by  
the supervising probation officer. It  
includes disposition data such as:

1. incarceration (length)
2. probation (length)
3. restitution (dollars)
4. fine (dollars)
- 5.** community service order (hours)

It also identifies if the **offence** was alcohol  
related and whether or not the disposition was  
in accordance with the probation officer's  
Pre-Sentence Report Recommendation.

INDICATOR: Pre-Sentence Reports

Data: The Number of pre-Sentence Reports and  
Community Assessments completed by Community  
Probation Officers

Level: Community

Source: Chief, Corrections Division  
Department of Social Services  
Government of the **NWT**  
**Yellowknife**, NWT XIA 2L9  
Contact: Stan **Mounsey**, 873-7646

Frequency: Annual

Base Year: 1980

Notes: This statistic can be used **with the number** of  
current cases to give an **indication of** th  
workload of the Community Probation Officers.  
**Pre-Sentence** Reports are written before the  
Judge gives a disposition in order "to assist"  
in his adjudication. community Assessments  
are completed for Canada Corrections in order  
to determine whether or not a federal inmate  
**should** be released on parole. These data are  
recorded on the Probation Intake Form.

INDICATOR: Type of Court

Data: The Number of **Offences** Presented By Type of Court

Level: Community

Source: Court Services  
Justice and Public Services,  
Government of the NWT  
**Yellowknife**, NWT XIA 2L9  
Contact: **Paul** Schauerte, 873-7488

Frequency: Annual

Base Year: 1980

Notes: These data identify the type of court:

1. Territorial
2. Supreme
3. Court of Appeal
4. Justice of the Peace
5. Other

Over time, it will provide information regarding the trends in the utilization of court. For example, a decrease in the percentage of court activity in the Justice of the Peace court and an increase in the federal supreme court may be an indicator of the community participation in the judicial process.

## 2.7 YOUNG OFFENDERS

### 2.7.1 Introduction

Discussion regarding youth and youth issues was encountered on a regular basis by the social researchers. Youth crime was a major concern from many respondents in the communities. Some focused upon the aspects of vandalism and **public** protection; others expressed dismay at the lack of meaning and direction in young **peoples'** lives that frequently lead to their conflict with society. **Carley** never addressed young offender crime in his 1984 report. And whether or not it merits a separate section in a monitoring report is still open for discussion. Youth issues seem to cross most of the topics making up a major component of such topics **as** education, mental health, and alcohol and drug issues. This section may be best suited to be included under adult crime and public justice.

On April 1, 1984, the new federal Young Offender's Act was implemented after almost a decade of consultation and planning with the provinces and territories. Some have said

that it is the most reviewed and discussed Act ever to be implemented by the federal government. The Act replaces the **former** Juvenile Delinquents Act. It standardizes the legal ages of offenders and implements a consistent criminal process from the investigation of an offence to the completion of youth court dispositions. One major intent of the Act has been to emphasize the responsibilities of **the** young offender by making youth more accountable for their actions.

The YOA identifies a young person between the ages of 12 and **17 inclusive** and this has created some controversy. In the past, the NWT has viewed 16 and 17 year olds as adults and children as young as 7 years old were considered Juveniles. Now, those 16 and 17 year olds will no longer appear as adult statistics but as Young Offenders. This may result in an artificial drop in adult crime statistics and a corresponding rise in youth crime. The controversy continues to rage across Canada regarding the under **12** offenders. These children can be dealt with under the provincial child welfare acts and family court but not charged under the criminal code and brought before a criminal youth court. In the NWT, children under 12 are very rarely involved in criminal activity that would warrant criminal prosecution so the age issue is less of a concern.

The RCMP investigate and lay the information (charge) on most criminal **offences** in the area. On some occasions the Department of Social Services will lay charges for **offences** such as breach of probation and escape from custody. Bylaw, wildlife and fisheries officers will lay charges under their jurisdictions. The process takes the offender to Youth Court where appointed Youth Court Judges adjudicate guilt or innocence and order dispositions. The Department of Social Services may prepare a "**Pre-Disposition** Report" describing the youth to assist the Judge in determining an appropriate sentence. The department provides programs and services to enable the offender to comply with the **court's** decision. These services include probation, open and secure custody and other related services. The department also makes an effort to provide preventive programs through community involvement such as Youth Justice Committees.



### 2.7.2 The Issues

Communities in the **Delta/Beaufort** area have responded to youth crime in a variety of ways. The Inuvik Chamber of Commerce has posted a reward for any person reporting vandalism that results in a conviction. Other communities have attempted to identify and support troubled youth through volunteer counseling committees. Still other communities remain in an apathetic morass. **People's** attitudes towards youth crime and appropriate responses varies broadly which sometimes reflect an intolerance and a general ignorance based out of innocence. People do not know what to do and what works and this represents a global confusion on how to prevent and respond to antisocial behaviour. But, there is a general fear that as oil and gas development precedes, there will be a corresponding rise in young offender activity. This fear frequently manifests itself in punitive and reactionary responses such as **"lock them up"** or **"send them South "** to special facilities with a punitive atmosphere. Some members of the community seemed to have forgotten that these youth are products of their community. They have been born and raised in their community and are not foreign "aliens" that can be banished without **longterm** consequences. In the end, the youth returns **"enriched"** with his new found knowledge and skills of a southern correctional facility.

The Department of Social Services attempts to stimulate community involvement and participation in the youth offender scene. Some innovative programs sponsored by Youth Justice Committees or private initiatives have been implemented with varying degrees of success. Such programs as bush camps that teach traditional land skills have been operating on and off for several years.

The department also provides formal **services** and programs, individual counseling and treatment through probation services, treatment homes, group and foster homes and so on.

### 2.7.3 The Indicators

Since the YOA has just been implemented, the statistical records will have changed. The definition of a juvenile (7-15) varies considerably from that of a young offender (12-17). Furthermore, clear court procedures may result in an increase in court convictions or may in fact reduce the number of convictions. Since some cases occurred before April 1, 1984, but were dealt with after the implementation date, statistical data after this date is still mixed with Juvenile **offences** under the Juvenile Delinquents Act. The calendar of January 1, 1985 provides a reasonably accurate base year.

**At** this time, the Department of Social Services has not implemented its data collection procedures. Intake forms, and closure forms have not been printed yet so it is somewhat difficult to determine the format that the department's data will be in. The same is also true of the **RCMP's** statistics. Exactly what data is being collected and its format is not known at this time.

**Carley (1984:145)** identified a serious limitation with criminal justice statistics used in socioeconomic monitoring.

He stated that the data are very sensitive to the "human discretion" of the police and judges. Different police officers have different crime reporting and charging practices. For example, one officer may tend to not report minor disturbances and refer the young person to social services whereas another officer **may** precede directly to the formal "laying of information". As a result, crime rate statistics especially in communities with small populations may vary widely with **little** relation to what's actually happening.

**Carley (1984:146)** further identified another limitation with crime related statistics. The **criminal** process works like a series of screens that block out some of the statistics. For example, if 100 offences were reported, perhaps only 70 of them would be actual **offences** of which 55 may be cleared or solved which only 4 committed by a young offender and 10 were committed by adult offenders. of this group, a judge may be able to or may chose to **convict 2 young** offenders and 6 adults.

The crime rate will appear **very** different deP<sup>ending</sup> 'p<sup>on</sup> where one selects the data. The RCMP suggested that the effect of officer discretion is minimized at "reported **offences**" (**Carley 1984:146**). These data are based upon

community complaints and are not influenced by "officer **discretion**". After this point, officer, prosecutor and judge discretion becomes a greater **variable**. The relationship between the number of reported offences and the number of individuals on probation would indicate how the criminal process is responding to community complaints.

INDICATOR: Young Offenders Convictions

Data: Number of Young Persons Convicted by Age and Ethnicity

Level: Community

Source: Chief, Court Services Administration  
Justice and Public Service,  
Government of the NWT  
**Yellowknife**, NWT X1A 2L9  
Contact: Paul Schauerte, 873-7488

Frequency: Annual

Base Year: 1985

Notes: These data are influenced by the discretion of the police, prosecutor and judge.

INDICATOR: Disposition of Young Offenders

Data: Number of Young Offenders by Disposition

Level: Community

Source: Chief, Court Services Administration  
Justice and Public Service,  
Government of the **NWT**  
**Yellowknife**, NWT XIA 2L9  
Contact: Paul **Schauerte**, 873-7488

Frequency: **Annual**

Base Year: 1985

Notes: Dispositions can be divided into:

1. Absolute Discharge
2. Probation (Length)
3. **Custody** i. Open (Length)  
ii. Secure (Length)
4. Restitution (Amount)
5. Compensation (Amount)
6. Community Service (Hours)
7. Fine (**Amount**)
8. Treatment (Length)

One offender may have one or more categories  
in his disposition (eg. two months open **cus-**  
tody with 1 year probation.)

5 **INDICATOR:** Young Offender Data

Data: Young Offender Personal Data

Level: community

Source: Director of Young Offenders  
Department of Social **Services**  
Government of the NWT  
**yellowknife, NWT X1A 2L9**  
Contact: Diane Doyle, 920-8902

Frequency: Monthly/Annual

Base Year: 1985

**Notes:** A series of useful data will be collected by the department that will include personal information such as living arrangements, parental environment, other problems such as family conflict, drug/alcohol abuse etc.



## 2.8 HOUSING

### 2.8.1 Introduction

Just thirty years ago, the communities were comprised of a few modest buildings housing the Hudsons Bay Company, RCMP and the local mission. The remaining population was made up of transient natives who moved between the "town" and bush. Town dwellings were snow houses, tents, sod-houses and shacks made from scrap material. Today about 80% of the housing is rented from a government agency and this statistic would be higher in some settlements. **(Carley 1984:149)**. Government has responded to the need to provide adequate housing to the native population as their lifestyles stabilized around the community. In order to provide the communities with some control over their housing, local housing associations **were** established and administered by local boards. The funding for these associations comes from the NWT Housing Corporation which is funded through the NWT Territorial Governments.

There exists some statistics on public housing but since private housing is somewhat underdeveloped there is little

data available.

Housing is another example where quantitative data does not tell the whole picture. Research in the communities is necessary to understand the housing issues. The Steering Committee and contact with community residents will provide an important component to reporting the housing situation in the area.

### 2.8.2. The Issues

There exists two main issues regarding housing and they are issues that are not at all unique to the north. They are: a shortage of suitable housing and the disparity between the quality of housing mainly between the native and non-native populations.

The shortage of suitable accommodation and the resulting over-crowding of existing units is well recognized and documented by formal and informal sources. The demand for housing simply exceeds the supply of new or renovated homes. Each Housing Association holds extensive waiting lists of reasonable requests for housing and in **Inuvik** the vacancy rate is nil.

The result is that over-crowding exists in many homes. Sometimes more than one family lives in a dwelling or an extended family is crowded in a unit designed for a family half its size. Occasionally, uninformed people express **that** native people are tolerant of over-crowding since traditionally they lived in small, very close quarters with the extended family around them. The social researchers of **NOGAP** found this to be not true but that the settlement people desired reasonable housing based on the nuclear family. Young adults are seeking a certain level of privacy

and independence but still wish to maintain close contact with their families and relatives.

The other major issue concerns the disparity between the quality of housing mainly between native and non-native homes. In the settlements, most non-natives are government employees who are supplied housing from their employer. In order to ensure their comfort, these homes have many modern conveniences. The interior is much like any home in the south. Meanwhile, many of the native people live in substandard units. The m Housing Corporation keeps some statistics on housing status; however, these will only tell part of the story. In **Inuvik**, the disparity was blatantly obvious for many years as the non-natives, mainly government employees, lived in the east end of town with hook-up to the **utilidor** with hot water heating, hot and cold running water and a complete sewage system. Native people lived mainly in the west end of town relying on water delivery by truck and the **"honey-bag"** sewage system.

The social and psychological effect of these issues is extremely complex. The situation can not help the development of native people in the area and this in turn will hold back their participation in the opportunities afforded by the hydrocarbon development. Academics such as

Brody (1974) and Paine (1977) can offer some insight into this complex and expensive problem. Future discussions need to examine the broader aspects and at this point it is beyond the scope of this report.

The lack of independence and individual control contributes to a lower self-esteem and the dependency on public housing has been cited as contributing to this situation. Native organizations, the NWT Housing Corporation and the Canada Mortgage Corporation have implemented programs that foster private home ownership. These programs can be monitored and compared to the overall proportion of rented to owned homes. However, the economics of the north may mean subsidized housing is the only realistic solution. The NOGAP researchers found some people referring to "the good old days" when people lived happily in modest homes they built with logs and scraps of material. These homes had no **running** water, little insulation, a wood stove and were dark and cramped. But they were "economically feasible." At **today's** costs, the question remains whether or not a single family could afford to heat and power a modest modern home. The home ownership subsidies encourage the construction of these **small** modern homes, but can the people afford to run them?

The cycle continues in that highly subsidized housing fosters a lethargic attitude towards maintenance and energy economy. The funds spent on wasted energy, poor maintenance and tenant damage are not available to upgrade and improve the homes or to build new homes.

Further study in a concentrated form may be appropriate in the **future**. This NOGAP project could sponsor such a study.

### 2.8.3 The Indicators

The housing indicators identified in this report are collected for management and administrative purposes and have some limitations in their applicability to the **general** housing situation. One of the main concerns is the lack of statistics regarding private housing. Private housing includes owner occupied homes as well as leased homes and apartments. It may be impossible to collect accurate statistics on small businesses that provide modest apartments or facilities for seasonal work crews. For example, a small decorating business may supply temporary accommodation in the back of a warehouse, in a trailer or in a shared apartment.

Housing overcrowding would also be difficult to accurately identify. People living in **Inuvik** frequently have relatives and friends from the communities staying with them for extended periods of time. They would be reluctant to report their situation for fear of rent increases or eviction. The NWT Housing Corporation does report as accurately as possible the housing status and overcrowding is partially addressed in their statistics.

INDICATOR: Housing Status

Data: Number of Required Bedroom Units Per Community

Level: Community

Source: Program Advisor  
NWT Housing Corporation  
P.O. Box 2100  
**Yellowknife**, NWT **X1A 2P6**  
Contact: David McPherson, 873-7896

Frequency: Annual/Fiscal Year

Base Year: Unknown

Notes: **Carley (1984:149)** identified this statistic. The NWTHC records the level of housing shortages in each community by assessing the supply of housing and its condition and comparing it to the requirements for housing including family size. A waiting list is produced that includes the needs of the family by the number of bedrooms. The housing status is available for all communities except in those which have a substantial private market such as **Inuvik**.



INDICATOR: Substandard Housing

Data: percentage of Housing Units Substandard by  
Condition Rating

Level: Community

Source: Program Advisor  
NWT Housing Corporation  
P.O. Box 2100  
Yellowknife, NWT XIA 2P6  
Contact: David McPherson, 873-7896

Frequency: Fiscal Year

Base Year: Unknown

Notes: This statistic was identified by Carley (1984:150). The NWTHC maintains a report describing the condition of each housing unit under its jurisdiction. Within budgetary constraints, the corporation is attempting to rehabilitate all of its sub-standard units over time. In the 82-83 fiscal year, it "rehabbed" 50 units in the Beaufort/Delta Communities.

INDICATOR: Housing Construction

Data: Number of Housing Units and Bedrooms  
Constructed by the NWTHC

Level: By Community

Source: Program Advisor  
NWT Housing Corporation  
P.O. Box 2100  
**Yellowknife** NWT XIA 2p6  
Contact: David McPherson, 873-7896

Frequency: Fiscal Year

Base Year: 1980

Notes: This statistic identifies the number of housing units, their number of bedrooms and total number of bedrooms constructed in each community. Since building activity is concentrated in each community in different fiscal years, comparisons over time must be considered.

INDICATOR: Housing Association Costs and Revenues

Data: Costs and Revenues Compared on Each Unit by  
the Community Housing Associations

Level: Community

Source: Program Advisor  
NWT Housing Corporation  
P.O. Box 2100  
Yellowknife, NWT X1A 2P6  
Contact: David McPherson, 873-7896

Frequency: Annual

Base Year: 1985

Notes: Each Housing Association is responsible for  
the operation and maintenance of the homes in  
their community. Their costs and revenues  
will provide some insight into the real costs  
Of providing dwellings in each community.  
These real costs can be compared with wages  
supplied through the oil and gas industry and  
evaluations can be made regarding private  
ownership, public housing and types of homes  
that are economically efficient.

INDICATOR: Senior Citizens Housing

Data: Number of Available Units

Level: Community

Source: Program Advisor  
NWT Housing Corporation  
P.O. Box 2100  
Yellowknife, NWT X1A-2P6  
Contact: David McPherson, 873-7896

Frequency: Annual

Base Year: 1980

Notes: A review of the **number** of **senior citizens** units available in each **community** and if available, the waiting list for future openings. There are some important cultural aspects to this statistic in that traditional society depended upon the extended family to care for the elderly. There has been a trend away from the extended family and **more** involvement with public provision of services including housing. This broader question should be discussed under Family Life.

INDICATOR: Remote Housing Program

Data: Number and Dollar Value of Subsidized Mortgages

Level: **Community**

Source: Program Advisor  
NWT Housing Corporation  
P.O. Box 2100  
**Yellowknife, NWT X1A-2P6**  
Contact: David McPherson, 873-7896

Frequency: Annual

Base Year: 1980

Notes: As an alternative to rental housing, the **NWTHC** with the Canada Mortgage and Housing corporation implemented a program to assist lower income families to buy or build a modest homes at **mortgage rates** geared to their income. The mortgage is subsidized so that the owner pays a maximum of 25% of his income on home payments.

INDICATOR: Home Assistance Grants

Data: Number and Dollar **value** of Home Assistance Grants

Level: Community

Source: Head, Home Ownership Programs  
NWT Housing Corporation  
**P.O.** Box 2100  
**Yellowknife**, NWT XIA-2L9  
Contact: Jim Fennel, 873-7894

Frequency: Annual

Base Year: 1980

Notes: This program was designed to encourage families to build their own homes from indigenous materials (mainly **logs**). The program offers a maximum forgivable grant of \$15,000 for the cost of finishing materials.

INDICATOR: Rents Paid by Social Assistance

Data: Number and Dollar Value of Rents Paid by Social Assistance

Level: Community

Source: Coordinator, Financial Assistance  
Department of **Social** Services, GNWT  
**Yellowknife**, NWT XIA-2L9  
Contact: Dick Clarke, 873-7160

Frequency: Fiscal Year/Monthly

Base Year: 1981

Notes: A special computer run can be made to identify the rent and utilities paid by recipients of social assistance in each community. Rent and **utilities** are carefully recorded by each social worker and generally the **cheques** are made out to the local housing association. .

INDICATOR: Housing Starts

Data: Total Number and Dollar Value of Housing

Level: Community

Source: Local Municipal Governments

Frequency: Annual - Fiscal Year

Base Year: Unknown

Notes: The local governments should have a listing of building permits that would identify the number, size and value of private home starts.



## 2.9 ALCOHOL & DRUG ISSUES

### 2.9.1 Introduction

It is well recognized that alcohol abuse is a contributing factor in many of the social problems plaguing the north. It is not suggested that alcohol is the cause or that its abuse is necessarily the result of these social problems. However, alcohol abuse is predictably involved and contributes to the escalation of the social problems in the north.

Illegal drug use, both soft and hard, has seen an increase in the past decade as more southern people come north to work bringing with them their **"habits."** Substance abuse such as gas or glue sniffing is a regular activity of some northern youth. Tragically, permanent brain damage is evident in some of these individuals. There is little that can be done for them now.

Health and Welfare Canada provide the medical services and contribute a great deal through public health programs to reduce alcohol and drug abuse. But it is the Department of

Social Services that has the **major** responsibility for alcohol and drug problems. The objective of the Alcohol and Drug Division of the Department is :

to reduce the prevalence of alcohol and **drug** misuse in the **N.W.T.** by providing consultative and resource **services** to the **N.W.T.** Alcohol and Drug coordinating Council, Community Alcohol Programs, Territorial employees and the general public.  
**(D.S.S.Services** Descriptions)

It is important to note that the department does not feel that its mandate is to provide direct services but to provide "consultative and resource **services**" to a territorial board and community-based responses to alcohol and drug problems. In other words, if the problem is not identified and responded to by the community, nothing **will happen.** The Native Alcohol and Drug Program of the federal government has been playing a parallel role but focused exclusively on native people. The Coordinating Council is supposed to "coordinate" the two efforts in providing assistance both financial and consultative to community groups. Many complain of the political nature of this arrangement and

others complain of the confusion resulting in a high level of frustration in the community.

## 2.9.2 The Issues

**Carley** stated the concern clearly:

Excessive drinking **is** an obvious manifestation of tensions in these transitional communities, and results in significant cumulative impact on family life, public safety and social service **provision.**

**(Carley, 1984:140)**

Alcohol abuse is related and involved in family breakdown, child protection issues, health problems, violent and non-violent criminal behaviour and accidental deaths. It pervades almost every social problem and there are not any simple solutions.

In spite of the magnitude of the problem, the area has seen a reduction in the availability of funds for the major program service. Delta House, a community-based alcohol project **in Inuvik**, has had to eliminate its detoxification program due to discontinued funding. Opinions vary widely on the efficiency and effectiveness of the programs at Delta House. Some complain that they provide a holiday-resort atmosphere for people from isolated communities. These same people revolve back and forth in a seemingly never ending cycle of

sobriety and drunkenness. Others admit the **program's** problems but point out that the long term benefits will outweigh these shortcomings. The database should provide a description of Delta House and the other alcohol and drug programs such as the Peel River Alcohol Centre. It should raise these concerns as expressed by the community residents. The NOGAP researchers found a willingness on the part of many people to share their opinions. A general sincerity was common among those the researchers met. Some felt that any effort to curb the problem was better than no effort at all.

The database should also report on the various oil and gas exploration camps. Although the **camps** are dry, **rumours** drift through the communities about alcohol and soft drug usage in the smaller companies. It would be impossible to substantiate or refute the stories but some discussion on how these dry camps are operating should be provided. Currently, there is some discussion of "**damp camps**" where a controlled and limited alcohol usage would be permitted. Its background and implications should be discussed and when implemented the project should monitor the communities responses.

Depending upon whom one talks with, the perceptions about illicit drugs vary considerably. There are soft and hard drugs available especially in **Inuvik** but the opinion of the

degree of activity varies. And, of course, the opinions are based on people's own experiences. For those with little or no contact with the drug activity, there does not appear to be much of a problem. Compared to Vancouver, the drug activity is pretty nominal. But, it is here and there are no concise statistics available to monitor the activity. The social researchers should contact various sources including the **RCMP**, young adults and staff at Delta House to get a picture of the situation. A little research should assist in determining the level of activity. At this point in time, no one really seems to know.

There should also be a section that focuses **on** the youth. There are two issues of serious concern which are the degree of gas, glue and solvent inhalation and the level of alcohol consumption. Solvent abuse has already produced some pathetic cases that have resulted in ruined lives. The Department of Social Services and Public Health have identified several young boys with substantial brain damage. Communities seem oblivious to the extent of these personal tragedies.

The health hazards of smoking and alcohol abuse among growing teenagers is another well recognized problem. The extent of the problem in the area is not really known. Some

investigation and simple system of monitoring these behaviors should also be implemented and reported regularly. There is a general lack of trustworthy information on the problems of young people regarding drug and alcohol consumption.

Bootlegging activity varies from community to community and opinions vary as to the attitude towards this criminal activity. To some it is a form of exploitation. The bootlegger sells liquor at highly inflated prices to buyers who are weakened by the addiction to this depressant. Frequently it is the elderly or the poor who do not have the resources to travel or order their own liquor. It is simpler and easier to pay the premium and get it now. For others, bootlegging is a small economic industry that grew out of a need. If there were not buyers there would not be sellers. There are many people that receive a substantial economic benefit by the activity. Besides, as some point out, the liquor sold from bootlegging is no more expensive than the liquor sold legally in a bar. Are both forms of exploitation or smart business?

The monitoring report should also present some discussion on prohibition and controlled sales. Various communities in the north and in the area have experimented with these measures

with varying degrees **of** success. Some of the pros and cons can be presented giving some **options** for alternative responses in the communities. Community awareness is a very important component to any future progress.



### 2.9.3 The Indicators

It is somewhat ironic that people identify alcohol as the number one social problem and yet there is so little on-going monitoring of the situation. The statistics on alcohol sales in both volume and sales gives the reader some idea **of** the degree of consumption. But they do not really explain what is happening. Some of the other indicators such as deaths, crime and social problems relating to alcohol show the extent of how alcohol has permeated the society and contributed to the ruin of **people's** lives.

Some of these indicators would lend themselves to comparisons outside of the area, to the **NWT**, and the provinces. It is expected that such comparisons would illustrate the degree of the problem and whether or not it is increasing. As the area industrializes with increased hydrocarbon development, does the alcohol and drug consumption increase and do the related social problems escalate? **Or, on** the other hand, as employment and economic benefits become available, people will not need to lose themselves in booze and drugs but will find more meaningful activities to persue?

INDICATOR: Alcohol Sales

Data: Volume in **litres** of **Alcohol** sales at Inuvik  
Liquor Store

Level: Inuvik Liquor Store

source: Manager, Finance & Operations  
NWT Liquor Commission,  
Government of the **NWT**,  
Hay River, NWT XOE ORO  
Contact: Danny Jouse, 874-2100

Frequency: Monthly/Annual

Base Year: 1972

Notes: The **volume** in **litres** of liquor purchased can be broken into these categories spirits, wine and beer. It does not include liquor sales to **Coppermine** and **Holman** Island. Telephone and Mail order sales may be available for these communities from the **Yellowknife** Liquor Store but this would present **only** a portion of the liquor consumed in these two settlements because considerable liquor is bought privately and taken to the community. This indicator **will** provide some information on drinking trends.

INDICATOR: Alcohol Sales

Data: Dollar Value of Alcohol Sales at **Inuvik** Liquor Store

Level: **Inuvik** Liquor Store

Source: Manager, Finance & Operations  
**NWT** Liquor Commission  
Government of the NWT  
Hay River, NWT XOE ORO  
Contact: Danny Jouse, 874-2100

Frequency: Monthly/Annual

Base Year: 1972

Notes: The value of Liquor purchased can be broken into three categories: spirits, wine and beer. It does not include liquor sales to **Coppermine** and **Holman** Island. Telephone/Mail Order sales may be available for these **communities** from the **Yellowknife** Liquor Store but this would represent only a portion of the liquor consumed in these two settlements because considerable liquor is bought privately and transported to the community. Dollar value is subject to inflation and taxes so it may not be the best indicator of sales. Actual volume of sales would be more representative of liquor consumed.

INDICATOR: Deaths Related to Alcohol

Data: Number of Deaths Related to Alcohol and  
Violence

Level: By Community

Source: supervisor  
Health **Services** Unit  
Health and Welfare Canada  
**Yellowknife, NWT X1A 2R3**  
Contact: Kathy **Kowerchuk**, 873-7041

Frequency: Annual

Base Year: **N.A.**

Notes: **Carley (1984:141)** recommended this statistic.  
At this time, it has not been reviewed but if  
reliable it could provide some indication as  
to the abuse of alcohol and how alcohol has  
impacted on the communities.

INDICATOR: **Crimes** in Which Liquor was Involved

Data: Number of Crimes in Which Liquor was Involved

Level: Community

Source: Canadian Centre for Justice Statistics  
**R.H. Coates** Building, 19th Floor  
**Tunney's** Pasture  
Ottawa, Ontario **K1A 0T6**  
Contact: Jim **Sturrock**, 613-990-6657

Frequency: Annual

Base Year: 1983

Notes: Recently the police have been identifying crimes or alleged crimes in which liquor was involved. Although up to the discretion of the investigating officer, it will provide some understanding of the linkages between crime and alcohol. At this time, the statistic has not been reviewed but it is expected that a break down of the types of offences will **be** provided.

INDICATOR: Drug Charges and Convictions

Data: Number and Type of Drug Charges and Convictions

Level: Community

Source: Canadian Centre for Justice Statistics  
**R.H.** Coates Building, 19th Floor  
**Tunney's** Pasture  
Ottawa, Ontario K1A 0T6  
Contact: Jim **Sturrock**, 613-990-6657

Frequency: Annual

Base Year: 1980

Notes: This statistic simply states the number of charges and convictions for the use, sale, or transportation of illegal drugs. Although it has not been reviewed, it will provide an indication of the extent of the drug problem. Over time, it should be a reliable and valid statistic.

INDICATOR: Welfare Recipients with Alcohol/Drug Problem

Data: Number of Welfare Recipients with an Identified Drug or Alcohol Problem

Level: Community

Source: Coordinator, Financial Assistance  
Department of Social Services,  
Government of the **N.W.T.**  
**Yellowknife, N.W.T.** XIA 2L9  
Contact: Dick Clarke, 873-7160

Frequency: Monthly/Annual

Base Year: 1980

Notes: This indicator is collected on the social assistance form and is available through a special computer run. The client is identified as having a "**possible** problem" with alcohol or drugs. It is up to the discretion of the social worker to identify this **problem**.

INDICATOR: Alcohol Related Criminal **Offences**

Data: Number of Probation Intakes with Alcohol Related **Offences**

Level: Community

Source: Chief, Corrections Division  
Department of Social Services  
Government of the **N.W.T.**  
Yellowknife, **N.W.T.** XIA 2L9  
Contact: Stan **Mounsey**, 920-8922

Frequency: Monthly/Annual

Base Year: 1982

Notes: When the social workers complete an intake form for community corrections, they identify if the offences are alcohol related. The social workers complete the form when they open a probation or parole file or prepare a presentence report for the court. The statistic excludes offenders who have not had a presentence report completed or sentenced offenders who are not given probation. It appears that this statistic will not be very reliable or valid and that the RCMP statistics would be more useful.



INDICATOR: Children in Care and Alcohol Abuse by Parents

Data: Number of Children Entering the Care of the **D.S.S.** with the Major Reason Being Alcohol Abuse by the Parents.

Level: Community

Source: Superintendent of Child Welfare,  
Department of Social **Services**  
Government of the **N.W.T.**  
**Yellowknife, N.W.T. X1A 2L9**  
Contact: Diane Doyle, 873-7704

Frequency: **Monthly/Annual**

Base Year: 1982 (?)

Notes: This statistic is not collected automatically and it would be necessary to identify these cases individually by manually going through past records. The statistic is identified by the social worker who checks "**the** single most important reason for the child's admission to care or **supervision.**" The worker has the discretion to select one reason out of thirteen. It is expected that the numbers will be very low and that this statistic may not be very accurate.

INDICATOR: Alcohol Projects in the **Beaufort/Delta** area

Data: Staffing and Budget **of** Alcohol and **Drug**  
Projects in the Area

Level: Community

Source: Coordinator, Alcohol & **Drug** Programs  
Department of **Social** Services  
Government of the **N.W.T.**  
**Yellowknife, N.W.T.** XIA 2L9  
Contact: Winnie Fraser-MacKay, 873-7904

Frequency: Annual/Fiscal Year

Base Year: 1980

Notes: Number of staff and budget of funded projects  
is administered by the Coordinator of Alcohol  
and Drug Programs. Although there are two  
major funding bodies - GNWT and NADAP (Native  
Alcohol and Drug Program) both receive some  
administrative support through the Coordinator  
of Alcohol & Drug Programs. A brief  
description of the type of Project **would also**  
be of value. Each project may have **ve** useful  
statistics on the number of clients served and  
**the** types of **service** provided.

INDICATOR: Drinking and Drug Usage Among Youth

Data: Percentages of Youth that Regularly Use  
Alcohol and/or Drugs

Level: Community

Source: Unknown

Frequency: Unknown

Base Year: Unknown

Notes: There appears to be a general lack of knowledge regarding the drinking and drug usage among youth. What are they drinking? How much? How often? What drugs are they taking? How much? How often? These are important indicators that few people have considered. A substance abuse subproject is slated for the 1987-88 fiscal year.

INDICATOR: Substance Abuse Among children

Data: Percentages of children who Inhale  
Glue/Gas/Solvent

Level: Community

Source: Unknown

Frequency: Unknown

Base Year: Unknown

Notes: There appears to be a lack of concrete knowledge regarding the **number of** children engaged in glue/gas/solvent sniffing. What are they sniffing? How frequent? How much? Since this activity is a severe health hazard, it should be researched. A substance abuse subproject is slated for the 1987-88 fiscal year.

INDICATOR: Expenditure of Funds by Community Projects

Data: Total Dollars Spent on Community Based Projects

Level: Community

Source: Coordinator, Alcohol & Drug Programs  
Department of Social Services,  
Government of the **N.W.T.**  
**Yellowknife, N.W.T. X1A 2L9**  
Contact: Winnie Fraser-MacKay, 873-7904

Frequency: Annual

Base Year: 1980

Notes: Dollars spent will include all sources of funding on the community projects such as: AADC, NADAP, Secretary of State, etc. Fluctuations can be discussed and **explained**. (eg. closure of Tuk program, etc.)

INDICATOR: Bootlegging Charges and Convictions

Data: Number of Bootlegging Charges & Convictions

Level: Community

Source: Canadian Centre for Justice Statistics  
**R.H. Coates Building, 19th Floor**  
**Tunney's Pasture**  
Ottawa, Ontario KIA 0T6  
Contact: Jim Sturrock, 613-990-6657

Frequency: Annual

Base Year: 1980

Notes: This statistic has not been reviewed at this time, but it may provide valuable information regarding illegal activity involving alcohol.

## 2.10. RECREATION

### 2.10.1 Introduction

A phenomena of our industrialized world has been the rise in leisure time and resources to spend on leisure activities. Leisure time is defined by that time that an individual does not spend sustaining himself through employment, sleeping, eating, grooming and so on. Traditional native people found very little leisure time to pursue recreational activities. Their life on the land consumed their time in activities that provided food, shelter and clothing for themselves and their families. Some leisure activity was available during storms when outdoor activity was impossible **or** in the spring when food was plentiful.

Community life and participation in the wage economy has dramatically changed this lifestyle. Now with shift rotation with two weeks on and two weeks off or regular working hours 'with weekends off, northern people have **"free time."** The recent GNWT (1985) Labour Force Study demonstrated a high level of unemployment in many communities. Public housing

and various income support programs ensure that the basic needs of the individual and his family are met. Without question, people in the north now have leisure time and how they spend this time is an important component of the community's social life.

**Carley** (1984) did not identify this topic. He did identify "Provision of Recreation Facilities" and "Recreation Facilities Adequacy" as indicators of Municipal Issues. But the provision of facilities does not reflect how people spend their leisure time. How they spend their time reflects how they view themselves and their lives. A man who spends his leisure time and money drinking in a bar has a different value base, self perception and attitude than a man who spends his time and money building a canoe. The situation reflects back to the hydrocarbon industry. How an employee spends his leisure is not the industries' **responsibility**; however, employees who have meaningful and satisfying leisure pursuits make a healthier **labour** force.



## 2 .10.2 The Issues

The reporting of leisure activities does not lend itself to quantifiable data. Although some data would be available in statistical form, the major component of the report would be a discussion of the issues supported by a **modest** survey.

Some communities seem to have limited recreational and leisure activities. Their residents are heavily dependent upon bingos as the only formal recreation program and such activities as gambling, parties and drinking as **informal** activities. Other communities provided a wider variety of leisure pursuits. They have such formal activities as recreation clubs for youth, organized sports and sponsored recreational dances and special activities such as spring festivals. Their residents seem to participate in a wider variety of informal activities as well as skiing, dog teams, arts and crafts, and cultural activities.

These activity reports can be produced with a minimum of difficulty. Contact with the community will quickly identify what has been happening over the past year.

### 10.3 The Indicators

The collection of a few indicators has not been fully developed at this stage. It is recommended that a **simple** questionnaire be developed that will produce enough information to determine the level of recreational activities participated in each community. Assistance in developing this questionnaire can be found by contacting the Division of Sport and Recreation, Department of Local Government and the local recreation officers in each community.

INDICATOR: Recreational Activities

Data: Number of Active Recreational Activities

Level: **Community**

Source: Hamlet/Settlement Secretaries  
Regional Recreation Officer  
Coordinator - Town of **Inuvik**

Frequency: Annual

Base Year: 1985

Notes: A **questionnaire** could be sent to each hamlet/settlement secretary asking them to list/check off active recreational activities. A list could include:

1. Curling
2. Minor Hockey
3. Senior **Hockey**
4. Cultural & **Heritage** Clubs or Organizations
5. Music club
6. Drama Club
7. Bingo

etc.

INDICATOR: Recreation Programs

Data: Dollars Spent by Municipal Governments on  
Recreation Programs

Level: Community

Source: Regional Recreation Officer  
Department of Local Government  
Government of the NWT  
**Inuvik, NWT** XOE OTO  
Contact: Bob **Desautels**, 979-7253

Also  
Recreation Director  
Town of **Inuvik**  
Inuvik, **NWT** XOE OTO  
Contact: Peggy Curtis, 979-2607

Frequency: Fiscal Year

Base Year: 1984

Notes: The identification of money spent specifically  
on recreation programs may be difficult to  
determine. Money may be spent from other  
budgets.

INDICATOR: Recreation Staff

Data: Number of Person-Years Spent on Municipal  
Recreation Programs

Level: Community

Source: Regional Recreation Officer  
Department of Local Government  
Government of the NWT  
**Inuvik**, NWT XOE OTO  
Contact: Bob **Desautels**, 979-7253

Also  
Recreation Director  
Town of **Inuvik**  
**Inuvik**, NWT XOE OTO  
Contact: Peggy Curtis, 979-2607

Frequency: Fiscal Year

Base Year: **1985**

Notes: This indicator would include full-tired,  
part-time and summer staff. It would also  
identify any vacancies if a position was not  
filled for a length of time. It may not be  
available through the regional office but  
should be accessible via contact with  
hamlet/settlement secretaries.

INDICATOR: Recreation Committees

Data: Number of Recreation Committee Meetings Per  
Year

Level: Community

Source: Settlement/Hamlet Secretaries  
Local Municipal Governments  
All Settlements in **Beaufort/Delta** area

**Frequency:** Fiscal Year

Base Year: 1985

Notes: This indicator may be broken into the attendance of committee members. This indicator will provide an idea as to how active and involved the committee is in the planning and implementing of recreation programs.

### 3.0 SUMMARY AND CONCLUSIONS

#### 3.1 THE NEXT STEP

This report signifies the completion of the first major milestone in the **project's** objectives. The next steps involve the systematic collection and storage of available data in the form of indicators and issues. Some data will be easy to collect and lend itself to computer storage. Other data will be much more difficult to collect and may be contracted to private researchers. Data describing a topic such as shift-rotation may be best left to private research. Other data may be deferred for the time being due to its lack of usefulness for analysis and interpretation or its lack of immediacy and its priority among the many concerns of the communities, and government private officials.

The most immediate step is to hire appropriate staff as soon as possible. The existing arrangement of hiring casuals has led to an instability among the social researchers. Qualified social workers have expressed an interest in the availability of the research positions. Their inquiries have been

responded to with vague statements **suggesting** that 'he positions will be available in the near future.

The importance of working with the Steering Committee can not be underemphasized. The committee is the crucial link into the communities as it provides important contacts to settlement leaders. Through this process the researchers will be able to determine the data needs of the settlements and collect the perceptions and insights of the community leaders. There exists a symbiotic relationship between the researchers and the committee. Both the researchers and the committee members representing the communities will benefit from collaborating on this project.

On the one hand, the researchers receive important data sources especially regarding community issues. The committee identifies suitable people who are both knowledgeable and willing to share their views and perceptions. The researchers are in a sense "introduced" to the community by the committee. Knowing that a committee member has sent the researcher, the resident responds more **openingly**. This is especially helpful during this time when there appears to be an abundance of researchers running around "studying" everything from caribou migration to the hulls on ice breaking ships. People have expressed a frustration with the



many recent task forces and hearings regarding pipelines, **spousal** assault, housing and so on. Some have suggested that they are "studied to **death**" and are suspicious of yet another researcher. For the most part the committee has assisted in breaking through this barrier.

On the other hand, the committee ensures that the research will have a perspective and fulfill a need for the community. They will ensure that the data collected and presented in future reports will have a relevance and practicality at the community level. The data generated and published will not be some remote academic exercise but a practical and useful planning tool for the community workers and leaders who function on settlement and band councils, and development boards. These reports will enable them to respond and implement appropriate community based programs to improve their quality of **life** by maximizing the socioeconomic benefits of future hydrocarbon development and minimize the negative impacts on their culture and way of life.

In the next fiscal year, the researchers should work towards the publication of their findings in an annual report. Already, sufficient data has been collected to publish a significant database report. There are some gaps in the data but the publication would be an important document for the

planning of programs and services in the **Beaufort/Delta** area. The report would also assist in the identification of missing data.

With the collected data, coordination with other NOGAP data studies should be undertaken. At this' point in time it has been difficult to coordinate our work in different areas because no one is exactly sure of exactly what data they have and in what form it exists. Efforts can soon be made to begin to dove-tail the various projects. This will require the contracting of computer consultants to **identify** and implement suitable computer programs. Similar database systems should be used by each project if at all possible. The future years will produce some very exciting studies that will assist all parties (communities, industries and governments) to maximize the benefits and ameliorate the negative impacts of hydrocarbon production and transportation" in the **Beaufort/Delta** area.

## 3.2 SUMMARY OF ISSUES AND INDICATORS

Heading and Data	Page
3.2.1 Income Support Programs	
Issues:	
1. Why Welfare Expenditures Have Increased	20
2. Welfare and Self-Sufficiency	21
3. Welfare Abusers	22
4. Social Worker Discretion and Welfare	23
5. Welfare and Community Understanding	24
Indicators:	
1. Dollars Paid by Reason	28
2. Number of Applicants and Dependents	29
3. Applicants Accepted	30
4. Age and Sex of Applicant	31
5. Marital Status of Applicant	32
6. Housing of Applicant	33
7. Education and Training of Applicant and Spouse	34
8. Employment Pattern and Usual Occupation	35
9. Monthly Income of Recipient	36
10. Type of Assistance	37
11. Monthly Needs of the Recipient	38
12. Payments - Dollars by Reason	39
13. Weeks Paid by Reason	40
14. Claims Received - Initial vs. Renewal	41
15. Claims Allowed - Initial vs. Renewal	42
16. Insured Weeks	43
17. Range of Weekly Benefit Rate	44
18. Sex and Age Range of Recipient	45
19. Payment in Dollars	46
20. Number of Accounts	47
21. Number of Children	48
22. Payments	49
23. Number of Beneficiaries	50
24. Payments	51
25. Number of Beneficiaries	52
26. Number of Recipients	53
3.2.2 Family Life	
Issues:	
1. Erosion of Traditional Values	56

2.	Increased Industrialization	56
3.	Child Rearing	57
4.	Child Abuse	57
5.	Teenage Pregnancy	58
6.	Abortion	58
7.	Exposure to Southern Culture eg. T.V.	59
8.	Alcohol Abuse	59
9.	Roles of Men and Women	60

## Indicators:

1.	Number of Investigations	66
2.	Number of Children Entering Statutory Care	67
3.	Number of Children Admitted	68
4.	Number of Children Admitted to Care	70
5.	Number of Children in Care - Placement and Plan	71
6.	Percentage of Single Parent <b>Families</b>	73
7.	Number of Custom Adoptions in the Area	74
8.	Number of Abortions Performed	75
9.	Average Number of Persons on the Waiting List	76
10.	Forecast the Numbers of Senior <b>Citizens</b>	77
11.	Number of Social Assistance Recipients over 55	78

## 3.2.3 Education

## Issues:

1.	Cultural Tension	81
2.	Dropouts	81
3.	Residential Schools	82
4.	Native Language	84
5.	Northern/Native Teachers	85
6.	Segregated Schools	85
7.	Vocational Education & Training	86
8.	Special Education	86
9.	Decentralization	87
10.	Guidance Counseling	87
11.	Sex Education	88

## Indicators:

1.	Grade Level Taught in Each Community	91
2.	The Number of Students Enrolled in School	92
3.	Percentage of Students Attending School	93
4.	Number of Teachers and Classroom Assistants	94
5*	The Number of Students to Teachers	95
6.	The Number of Students Graduating	96
7.	The Number of Financial Loans and Grants	97
8.	Number of Adult Education Courses	98
9.	The Number of Students Attending	99

## 3.2.4 Health

7. Number of Social Assistance Recipients	140
8. Number of Young Offenders	141

### 3.2.6. Crime and Public Justice

#### Issues:

1. Attitudes Towards RCMP	145
2. Separation of Court Institutions From Community Life.	146
3. High Proportion of Native People Charged and convicted.	146
4. Community Apathy and Hostility	147
5. Severity of Sentences	147
6. Community Social Control	148
7. Contradictions in Analysis	149
8. Native People Working in the Public Justice Process.	150

#### Indicators:

1. The Number of Offences Reported by Category	154
2. The Number of Offences Cleared by Charge	156
3. The Number of Offences Outside of the Community	158
4. The Number of Sentenced Admissions	159
5. Number of Intakes	160
6. Number of Cases on Probation	161
7. Inmates in NWT Correctional Centres	162
8. Dispositions of Probationers	163
9. The Number of Pre-Sentence Reports	164
10. The Number of Offences Presented in Each <b>Ccourt</b>	165

### 3.2.7 Young Offenders

#### Issues:

1. Community Response	169
2. Community Involvement	170
3. Alternative Programs	170

#### Indicators:

1. Number of Young Persons Convicted	174
2. Number of Young Offenders by Disposition	175
3. Young Offender Personal Data	176

### 3.2.8. Housing

#### Issues:

1. Disparity in the Quality of Housing	179
--	-----

2.	Shortage of Suitable Accommodation/Overcrowding	179
3.	Individual Control/Ownership	181

## Indicators:

1.	Number of Required Bedroom Units Per <b>Community</b>	184
2.	Percentage of Housing Units	185
3.	Number of Housing Units and Bedrooms Constructed	186
4.	Costs and Revenues	187
5.	Number of Available Units	188
6.	Number and Dollar Value of Subsidized Mortgages	189
7.	Number and Dollar Value of Home Assistance Grants	190
8.	Number and Dollar Value of Rents Paid by <b>S.A.</b>	191
9.	Total Number and Dollar Value of Housing	192

## 3.2.9. Alcohol &amp; Drug Issues

## Issues:

1.	Effects of Alcohol Abuse	196
2.	Community Based Alcohol Programs	196
3.	Dry Camps	197
4.	Illicit Drugs	197
5.	Youth Issues: Alcohol/Solvent Abuse	198
6.	Smoking Among Youth	198
7.	Bootlegging	199
8.	Prohibition and Controlled Sales	199

## Indicators:

1.	Volume in Litres	202
2.	Dollar Value of Alcohol Sales	203
3.	Number of Deaths Related to Alcohol and Violence	204
4.	Number of Crimes in Which Liquor was Involved	205
5.	Number and Type of Drug Charges and Convictions	206"
6.	Number of Welfare Recipients	207
7.	Number of Probation Intakes	208
8.	Number of Children Entering the care of the <b>D.S.S.</b>	209
9.	Staffing and Budget	210
10.	Percentages of Youth That Regularly use Alcohol	211
11.	Percentages of Children Who Inhale Glue/Gas/Solvent	212
12.	Total Dollars Spent on Community Based Projects	213
13.	Number of Bootlegging Charges and Convictions	214

## 3.2.10. Recreation

## Issues:

1.	Formal Recreation Activities	217
2.	Informal Recreation Activities	217

## Indicators:

1.	Number of Active Recreational Activities	219
2.	Dollars Spent by Municipal <b>Gov'ts.</b>	220
3.	Number of Person-Years Spent	221
4.	Number of Recreation Committee Meetings Per Year	222

4.0 APPENDICES



4.1. DEMOGRAPHIC DATA

4.1.1 Population By Ethnicity and Community (1984)

	Dene/Metis	Inuit	Other	Total
AKL.	283	408	83	774
A. R.R.	111	5	5	121
COPP.	0	816	61	877
FT.Mc.	602	5	68	675
HOLMAN	0	320	27	347
INUVIK	563	774	2377	3714
PAUL.	0	194	0	194
SACHS	5	150	10	165
TUK	35	752	71	858
TOTAL	1599	3424	2702	7725

\* Source: Bureau of Statistics  
 Government of the N.W.T.  
 Yellowknife, N.W.T.  
 X1A 2L9

4.1.2 Population By Age and Community (1984)

	0-15	15-19	20-39	40-64	65+	Total
AKL.	264	102	245	130	33	774
A.R. R.	35	17	28	30	11	121
COPP.	313	122	281	118	43	877
FT. Mc.	227	82	217	113	36	675
HOLMAN	130	57	112	39	9	347
IN' (JVIK	1147	325	1620	579	43	3714
PAUL.	74	31	50	31	8	194
SACHS	60	23	45	29	8	165
TUK.	297	117	301	118	25	858
TOTAL	2547	876	2899	1187	216	7725

\* Source: Bureau of Statistics  
 Government of the N.W.T.  
 Yellowknife, N.W.T.  
 X1A 2L9

4.2 PROJECT DESCRIPTION

NOGAP NO: H3

1. PROJECT TITLE: Beaufort Delta Social Impact Baseline  
Data Study

NOGAP PROJECT NO: H3

2. DEPARTMENTAL  
COORDINATOR : Paul Donnelly,  
ADDRESS : Department of Social Services,  
Government of the NWT,  
Inuvik, **NWT**  
TELEPHONE NO: (403) 979-7222

PROJECT MANAGER: Doug **Durst**,  
Department of Social Services,  
Government of the NWT,  
**Inuvik, NWT**  
(403) 979-7292

3. OBJECTIVES:

To prepare for the impact of hydrocarbon development in the communities of **Inuvik, Aklavik**, Arctic Red River, Fort McPherson, Tuktoyaktuk, Sachs **Harbour, Paulatuk, Holman** Island, Coppermine by:

Determining the changing social needs of the communities in the **Beaufort/Delta** area.

Assessing the Department of Social **Services'** ability to respond to these changing needs.

Assisting the Department in its development of appropriate effective program strategies to deal with the social needs of the communities.

Developing a draft implementation plan to the identified needs.

Building and strengthening community resources to enable each community to identify and respond to the changing social issues.

4. BRIEF DESCRIPTION OF PROJECT:

The need for valid and reliable social data collected over time is well recognized as a crucial component in effective decision making to ameliorate negative impacts and to enhance positive impacts. This project will develop and produce a reliable data base to be used by all groups but especially the Department of Social Services in their planning of social/community based projects.

As the project proceeds it is anticipated that future research and planning requirements will become evident. As resource development proceeds through its various stages, needs will change in communities as they undergo development preparedness by the 1990's but impacts on communities and people are already underway. It is therefore essential to develop a strong base immediately and to develop methods of assessing, and reacting to change.

The work will be carried out by term staff and consultants. Staff will work with senior regional Social Semites' staff and community Social Service workers and also draw on a variety of community input in identifying needs and planning services.

A Steering Committee made up of community and organizational representatives has been formed to provide input on the selection, collection and analysis of the data compiled. They assist in identifying further research and planning needs.

The Data Base System (H3-1) will develop indicies of social change that will identify the need for related specialized subprojects. These **subprojects** will receive their data from the data base system. The subprojects include topics such as : social work training (H3-2), employment rotation (H3-3), wage employment (H3-4), and substance abuse (H3-5).

5. SUBPROJECTS:

H3-1 a) TITLE: Database System

b) CONTACT: Doug **Durst**,  
Project Manager (403) 979-7292

c) OBJECTIVES:

To develop and implement a database that will reflect changing social needs identified by the community.

To identify alternative program responses.

To determine effective methods of program delivery.

To develop a plan to implement programs.

d) BRIEF DESCRIPTION:

This project is a database system that will collect, compile and present social data from a variety of sources: Social Semites, other **GNWT** departments, Federal departments, other Government and Non-Government agencies, communities and individuals.

The identification of appropriate social data will be determined through input from a community based Steering Committee, community councils and department officials.

The database system will be based in the **Beaufort/Delta** area with a research officer in **Yellowknife** close to the statistical sources.

This study will form the basis of the other **subprojects** in providing pertinent data to determine impacts of increased development. An important component of the database system will be the incorporation of both statistical quantitative data with issues and qualitative data.

e) MAJOR MILESTONES/OUTPUTS

Milestones:

- |           |  |
|-----------|--|
| YEAR      |  |
| 1985/1986 | <ol style="list-style-type: none"><li>1. identification of issues and indicators</li><li>2. regular community steering committee input</li><li>3. approval of database system design</li><li>4. identification of recipients and users of data base</li><li>5. development and implementation of database system</li></ol> |

outputs:

1. issues and indicators report
2. database system design
3. operating database system
4. annual project report
5. annual statistical data report  
(analysis and assessment of data)

Milestones:

- |           |  |
|-----------|--|
| YEAR      |  |
| 1986/1987 | <ol style="list-style-type: none"><li>6. evaluation and modification of database system</li><li>7. identification of program responses to issues outlined in the database system</li></ol> |

outputs:

6. description of appropriate program responses
7. annual project report
8. annual statistical data report

Milestones:  
YEAR 1987/1988 8. **re-evaluation** and modification of database system  
9. evaluation of statistical data report

outputs:  
9. annual project report  
10. annual statistical data report  
110 draft implementation plan for program responses

H3-2 a) TITLE: Research to Develop a Training Program for Social Workers

b) CONTACT: Penny Johnson  
Social Services, **Yellowknife**  
(403) 920-4521

c) OBJECTIVES:

To define training requirements for Social Service personnel working in the oil and gas environment.

To determine methods for delivery of training.

To implement training programs.

d) BRIEF DESCRIPTION

A report has been prepared from the previous stage that identifies and outlines training needs of the social work staff in the **Beaufort/Delta** area.

The second stage of this study will:

- Evaluate and assess the training needs identified in the 84/85 report.
- Identify appropriate training strategies and projects.
- Training modules will be developed.
- Pilot projects will be implemented and evaluated.

This project will be directly related to the base study in that it will develop an operational solution to some of the problems that are identified.

e) MILESTONES/OUTPUTS:

Milestones:

YEAR	6. evaluation and assess 84/85 report
1985/1986	7. identify appropriate training strategies
	8. identify training projects
	9. develop training modules
	10. implement pilot training projects
	11. evaluate training projects

outputs:

12. assessment nreport
13. a training strategy
14. pilot training modules
15. evaluation report

H3-3 a) TITLE: Effects of Rotation on Families and Workers in the Beaufort Area.

b) CONTACT: Penny Johnson,  
Social **Services, Yellowknife**  
(403) 920-4521

c) OBJECTIVES:

To determine the effects of rotation on families and workers in the Beaufort **Area**.

To assess the effects and devise appropriate solutions.

d) BRIEF DESCRIPTION:

Using data from the database system, the **project** will single out and prioritize those factors of significance with respect to rotation and its impact on families and workers. Appropriate program strategies will be developed in response to the isolated factors. **Liasion** will be **made, when necessary, with** the ESRF study group.

This project will be directly related to the base study in that it will develop an operational solution to some of the problems that are identified.



e) MAJOR MILESTONES/ouTPUTS:

Milestones:

- |           |   |
|-----------|---|
| YEAR      | 1. literature review of current materials                 |
| 1985/1986 | 2. contact with key researchers in the field of rotation  |
|           | 3. identify alternative strategies to respond to rotation |

outputs:

1. descriptive report on the current data available
2. develop appropriate program strategies

H3-4 a) TITLE: Effects of Wage Employment on the Family Structure

b) CONTACT: Doug Durst,  
Social **Services, Inuvik**  
(403) 979-7292

c) OBJECTIVES:

To determine the effects of wage employment on family structure.

To **assess** the effects and devise appropriate solutions.

d) BRIEF DESCRIPTION:

The residents of the Beaufort area accustomed to a traditional way of life and non-wage economy **require** assistance in dealing with the rapid introduction of a wage economy.

Using **data** from the base study, this project will single out and prioritize those factors of increased dependency on the wage economy. Appropriate program strategies will be developed in response to these factors.

e) MAJOR MILESTONES/OUTPUTS:

Milestones:

- YEAR  
1987/1988
1. record current information
  2. set criteria for additional information
  3. gather and edit additional information.
  4. develop program strategies to **amelioriate** effects of wage **employment**.

output :

1. assessment report
2. program planning report

H3-5 a) TITLE:                   Effects **of** Increased Substance **Abuse** on Families and Workers in the Beaufort Area

b) CONTACT:                   Doug Durst,  
                                  **Social** Services, Inuvik  
                                  (403) 979-7292

c) OBJECTIVES:

To determine the effects of increased substance abuse on families and workers in the **Beaufort/Delta** area.

To assess the effects and devise appropriate solutions.

d) BRIEF DESCRIPTION:

Using data from the base study, this project will identify factors relating to substance abuse and its impact on families and workers in the **Beaufort/Delta** area. In Year II and III the project will develop the appropriate program strategies in response to these factors that increase the abuse of alcohol, drugs and other substances.

e) MAJOR MILESTONES/OUTPUTS:

Milestones:

- YEAR  
1987/1988
1. record current information
  2. **analyse** data
  3. report needs assessment

output :

1. assessment and needs report
2. program alternatives will be presented in Years II and III

## 6. NEED FOR STUDY

Departmental Mandate:

- Canada Assistance Plan Act
- Child Welfare Ordinance
- Social Assistance Ordinance
- NWT Ordinances
- Corrections Ordinance
- Young Offenders Act and Ordinance
- National Parole Act

The mandate of the department includes the following:

- To promote, improve and preserve the social well being of Territorial residents.
- To develop intergrated and coordinated systems of Social **Service** consistent with known and **anticiapted** needs of Territorial residents.

Preparedness for Decision Making:

In order to fulfill this mandate as preparedness for decision making in impacted communities, it is essential to obtain baseline data on which programs can be used, needs projected and **services** developed. With inadequate data it is impossible to conduct realistic planning or undertake realistic decision making.

## 7. RELATIONSHIP TO OTHER NOGAP PROJECTS:

This study provides information to other NOGAP monitoring projects. It will provide the basic data necessary for other studies, monitoring and development of **service** delivery programs, and for an analysis of the long term needs of northern communities.

## 8. MAJOR **MILESTONES/OUTPUTS**:

As described in each **Subproject**

9. RESOURCE REQUIREMENTS

	85/86	86/87	87/88	88/89	89/90	90/91
PY'S	3.5	2.5	3.5	4.0	4*0	1.5
SALARIES	165.0	125.0	165.0	200.0	200.0	75.0
O & M	116.78	247.13	265.915	367.50	362.90	153.10
CONTRACTS	141.775		45.0			
OTHER*	29.445	25.87	33.085	39.5	39.1	15.9
TOTAL	453.0	398.0	509.0	607.0	602.0	244.0

\* 6.5% ADMINISTRATION FEE

THIS IS THE RESOURCE REQUIREMENT BREAKDOWN FOR 85/86 - 90/91 WHICH SHOULD BE INCLUDED WITH THE UPDATED PROJECT DESCRIPTION. MARGARET MCGEE INDICATED THAT THE FIGURES FOR O & M AND CONTRACTS CAN BE SHUFFLED IF THE NEED ARISES.

4.3 SOCIAL SERVICE FORMS

“



APPLICATION FOR FINANCIAL ASSISTANCE

APPLICATION TYPE

1  HOME ASSISTANCE

2  DAYCARE

3  HEALTHCARE PLAN NO. \_\_\_\_\_

IDENTITY

APPLICANT, LASTNAME PLEASED, \*11 \_\_\_\_\_ FIRST NAMES \_\_\_\_\_

SUBSIDIARY RESIDENCE \_\_\_\_\_ LOCATION \_\_\_\_\_ DATE OF BIRTH \_\_\_\_\_ SEX  M  F SOCIAL INSURANCE NO. \_\_\_\_\_

APPLICANT'S TELEPHONE \_\_\_\_\_ NAME OF EMPLOYER \_\_\_\_\_ EMPLOYER'S TELEPHONE \_\_\_\_\_

DEPENDANTS

DEPENDANT'S LAST NAME	FIRST NAMES	BIRTH YEAR	HEALTH CARE PLAN NO.	SOCIAL INSURANCE NO. OF SPOUSE	
NAME	SEX	APPLICANT'S RELATIONSHIP	NAME	SEX	APPLICANT'S RELATIONSHIP
1	<input type="checkbox"/> M <input type="checkbox"/> F	1 <input type="checkbox"/> PARENT 2 <input type="checkbox"/> GUARDIAN	7	<input type="checkbox"/> M <input type="checkbox"/> F	1 <input type="checkbox"/> PARENT 2 <input type="checkbox"/> GUARDIAN
2	<input type="checkbox"/> M <input type="checkbox"/> F	1 <input type="checkbox"/> PARENT 2 <input type="checkbox"/> GUARDIAN	8	<input type="checkbox"/> M <input type="checkbox"/> F	1 <input type="checkbox"/> PARENT 2 <input type="checkbox"/> GUARDIAN
3	<input type="checkbox"/> M <input type="checkbox"/> F	1 <input type="checkbox"/> PARENT 2 <input type="checkbox"/> GUARDIAN	9	<input type="checkbox"/> M <input type="checkbox"/> F	1 <input type="checkbox"/> PARENT 2 <input type="checkbox"/> GUARDIAN
4	<input type="checkbox"/> M <input type="checkbox"/> F	1 <input type="checkbox"/> PARENT 2 <input type="checkbox"/> GUARDIAN	10	<input type="checkbox"/> M <input type="checkbox"/> F	1 <input type="checkbox"/> PARENT 2 <input type="checkbox"/> GUARDIAN
5	<input type="checkbox"/> M <input type="checkbox"/> F	1 <input type="checkbox"/> PARENT 2 <input type="checkbox"/> GUARDIAN	11	<input type="checkbox"/> M <input type="checkbox"/> F	1 <input type="checkbox"/> PARENT 2 <input type="checkbox"/> GUARDIAN

RESIDENCE

MARITAL STATUS (X ONE)

1  SINGLE 2  SEPARATED 3  DIVORCED 4  WIDOWED

HOUSING (X ONE)

1  OWN HOME 2  RENT FROM HOUSING CORP 3  RENT FROM OTHER 4  OTHER

SHARED HOUSING

1  YES 2  NO

EDUCATION

APPLICANT SPOUSE YEARS

USUAL OCCUPATION (X ONE)

APPLICANT SPOUSE

1  UNEMPLOYED 2  GENERAL LABOUR 3  TRADE TECHNICAL 4  CLERICAL PROFESSIONAL 5  SERVICE 6  NO WORK HISTORY 7  OTHER

EMPLOYMENT (X ONE)

1  FULL TIME 2  PART TIME 3  SEASONAL 4  PERIODIC 5  ONE EMPLOYER

POSSIBLE PROBLEM AREAS (X ANY)

1  ALCOHOL/DRUGS 2  EMOTIONAL/MENTAL 3  FAMILY 4  BEHAVIOURAL 5  UNEMPLOYABLE 6  FINANCIAL MANAGEMENT

TRAINING (X ANY)

APPLICANT SPOUSE

1  VOCATIONAL 2  APPRENTICE 3  ADULT EDUCATION 4  OTHER

MONTHLY BUDGET

MONTHLY EARNED INCOME

WAGE 1 \_\_\_\_\_

HANDICAPPED 2 \_\_\_\_\_

RENT FROM HOUSING CORP 3 \_\_\_\_\_

OTHER EARNINGS 4 \_\_\_\_\_

TOTAL EARNED \_\_\_\_\_

LESS \_\_\_\_\_

NET EARNED \_\_\_\_\_

MONTHLY UNEARNED INCOME

OLD AGE BENEFITS 1 \_\_\_\_\_

UNEMPLOYMENT INS 2 \_\_\_\_\_

RENT/BENEFIT INCOME 3 \_\_\_\_\_

ASSETS 4 \_\_\_\_\_

OTHER 5 \_\_\_\_\_

TOTAL UNEARNED \_\_\_\_\_

NET MONTHLY INCOME \_\_\_\_\_

MONTHLY NEEDS

NUMBER OF PERSONS \_\_\_\_\_ SCALE \_\_\_\_\_

FOOD 01 \_\_\_\_\_

CLEANING 02 \_\_\_\_\_

RENT 03 \_\_\_\_\_

FUEL UTILITIES 04 \_\_\_\_\_

HOUSEHOLD 05 \_\_\_\_\_

PERSONAL 06 \_\_\_\_\_

AGE/DISABLED 07 \_\_\_\_\_

OTHER 08 \_\_\_\_\_

ROOM AND BOARD 09 \_\_\_\_\_

MEDICAL 10 \_\_\_\_\_

SPECIAL 11 \_\_\_\_\_

BURIAL/UNEMP 12 \_\_\_\_\_

TELEPHONE 13 \_\_\_\_\_

FOR EMPLOYMENT 14 \_\_\_\_\_

FOR EDUCATION 15 \_\_\_\_\_

ITEMS FOR HANDICAPPED 16 \_\_\_\_\_

EMERGENCY ASSISTANCE 17 \_\_\_\_\_

COMFORTS ALLOWANCE 18 \_\_\_\_\_

DAY CARE 19 \_\_\_\_\_

SEE MANUAL FOR OTHER CODES

TOTAL MONTHLY NEEDS \_\_\_\_\_

LESS NET MONTHLY INCOME \_\_\_\_\_

BUDGET DEFICIT \_\_\_\_\_

LESS RECOVERY (SPECIFY IN COMMENTS SECTION) \_\_\_\_\_

MONTHLY AMOUNT \_\_\_\_\_

PAYMENT

PAYMENT TYPE (X ONE)

1  APPLICANT OR SPOUSE 2  SUPPLIER 3  BOTH

ASSISTANCE TYPE (X ONE)

1  TRANSIENT 2  FIRST TIME 3  PERIODIC 4  REGULAR 5  PAYROLL

REASON

1  ILL HEALTH/DISABLED 2  DEPENDENT CHILDREN 3  UNEMPLOYED BUT ABLE 4  OTHER

REFUSAL REASON (X ONE)

1  O.W. SURPLUS 2  OTHER RESOURCES 3  WITHHOLDING INFORMATION 4  NOT LOOKING FOR WORK 5  REFUSED TO WORK 6  OTHER

PAYMENT FOR PERIOD OF

DAY MONTH YEAR \_\_\_\_\_

CHEQUE

MONTH YEAR NUMBER AMOUNT

COMMENTS

ISSUE ENACTED \_\_\_\_\_ ASSISTANCE MONTH YEAR \_\_\_\_\_

APPLY ALTERNATE \_\_\_\_\_ MONTH YEAR \_\_\_\_\_

SOCIAL WELFARE OFFICER'S SIGNATURE \_\_\_\_\_

DISTRIBUTION COPY 1. HEADQUARTERS COPY 2. BATCHING OFFICE COPY 3. CLIENT FILE



# SOCIAL SERVICES INTAKE FORM-CHILDREN ADMITTED TO CARE OR SUPERVISION

1 SURNAME		GIVEN NAMES		2 DATE OF CURRENT ADMISSION d m y		3 HEALTH CARE NO	
4 ALSO KNOWN AS						HOME SETTLEMENT CODE	
5 NAME							
PLACEMENT ADDRESS ADDRESS						SETTLEMENT CODE	
SCHOOL STATUS		1 <input type="checkbox"/> ATTENDS REGULARLY		2 <input type="checkbox"/> IRREGULAR ATTENDANCE		3 <input type="checkbox"/> DROP-OUT	
		4 <input type="checkbox"/> EXPELLED		5 <input type="checkbox"/> SPECIAL PROGRAM		6 <input type="checkbox"/> OTHER	
DATE OF BIRTH d m y		SEX M <input type="checkbox"/> F <input type="checkbox"/>		9 ETHNIC ORIGIN 1 <input type="checkbox"/> INDIAN 2 <input type="checkbox"/> OTHER		3 <input type="checkbox"/> INUK	
0 LEGAL STATUS 1 <input type="checkbox"/> APPREHENSION 2 <input type="checkbox"/> SEC. 19 (2)(b) SUPERVISION 3 <input type="checkbox"/> TEMPORARY WARD (C.W.O.) 4 <input type="checkbox"/> PERMANENT WARD 5 <input type="checkbox"/> TEMPORARY WARD (J.O.A.) 6 <input type="checkbox"/> JUVENILE PROBATION 7 <input type="checkbox"/> NON-WARD CARE 8 <input type="checkbox"/> EXPECTED EXPIRY DATE d m y							
11 CHECK THE SINGLE MOST IMPORTANT REASON FOR THE CHILD'S ADMISSION TO CARE OR SUPERVISION							
11 <input type="checkbox"/> CHILD'S PHYSICAL HANDICAP		08 <input type="checkbox"/> PARENTAL NEGLECT OF CHILD		10 <input type="checkbox"/> PARENT UNABLE TO SUPERVISE CHILD			
12 <input type="checkbox"/> CHILD'S MENTAL RETARDATION		07 <input type="checkbox"/> PARENT SURRENDERED CHILD FOR ADOPTION		11 <input type="checkbox"/> FINANCIAL NEED AND/OR INADEQUATE HOUSING			
13 <input type="checkbox"/> CHILD'S EMOTIONAL OR BEHAVIORAL PROBLEM		06 <input type="checkbox"/> ILLNESS OR PHYSICAL DISABILITY OF PARENT(S)		12 <input type="checkbox"/> DEATH OF PARENT			
14 <input type="checkbox"/> CHILD IN CONFLICT WITH THE LAW		09 <input type="checkbox"/> EMOTIONAL PROBLEM OR MENTAL ILLNESS OF PARENT(S)		13 <input type="checkbox"/> ALCOHOL ABUSE BY PARENT			
15 <input type="checkbox"/> PARENTAL ABUSE OF CHILD							
12 CHILD'S LIVING ARRANGEMENT AT TIME OF CURRENT ADMISSION						13 NUMBER OF SIBLINGS	
1 <input type="checkbox"/> WITH PARENT AND/OR SIBLINGS		2 <input type="checkbox"/> WITH GRANDPARENTS OR OTHER RELATIVES		3 <input type="checkbox"/> LIVING WITH ADULT NON-RELATIVES		4 <input type="checkbox"/> OTHER (Specify)	
CHILD'S PARENTS							
14.1 WHEREABOUTS		14.2 STATUS OF PARENT			14.3 PARENTS' AGE AT CHILD'S CURRENT ADMISSION TO CARE OR SUPERVISION		
					MOTHER FATHER		
MOTHER FATHER		MOTHER FATHER			MOTHER FATHER		
AT HOME		NATURAL PARENT			UNDER 21		
1 <input type="checkbox"/> 1 <input type="checkbox"/>		1 <input type="checkbox"/> 1 <input type="checkbox"/>			1 <input type="checkbox"/> 1 <input type="checkbox"/>		
HOSPITAL OR OTHER INSTITUTION		ADOPTIVE PARENT			21-30		
2 <input type="checkbox"/> 2 <input type="checkbox"/>		2 <input type="checkbox"/> 2 <input type="checkbox"/>			*CI 2 <input type="checkbox"/>		
LIVING WITH ANOTHER SPOUSE		COMMON-LAW PARENT			31-40		
3 <input type="checkbox"/> 3 <input type="checkbox"/>		3 <input type="checkbox"/> 3 <input type="checkbox"/>			3 <input type="checkbox"/> 3 <input type="checkbox"/>		
OTHER LIVING ARRANGEMENT					41-50		
4 <input type="checkbox"/> 4 <input type="checkbox"/>					4 <input type="checkbox"/> 4 <input type="checkbox"/>		
DECEASED					OVER 50		
5 <input type="checkbox"/> 5 <input type="checkbox"/>					5 <input type="checkbox"/> 5 <input type="checkbox"/>		
UNKNOWN							
6 <input type="checkbox"/> 6 <input type="checkbox"/>							
16 CURRENT PLACEMENT RESOURCE							
1 <input type="checkbox"/> PARENT(S) CARE		02 <input type="checkbox"/> FREE FOSTER HOME		03 <input type="checkbox"/> FOSTER HOME		04 <input type="checkbox"/> GROUP HOME	
05 <input type="checkbox"/> RECEIVING HOME		06 <input type="checkbox"/> FORT SMITH CENTRE		07 <input type="checkbox"/> OWN RESOURCE		08 <input type="checkbox"/> ABSENT WITHOUT PERMISSION	
09 <input type="checkbox"/> NON-D.S.S. INSTITUTIONAL CARE		10 <input type="checkbox"/> ADOPTION HOME		11 <input type="checkbox"/> OTHER (Specify)			
17 WORKER'S PRESENT PLAN FOR CHILD							
1 <input type="checkbox"/> RETURN TO PARENT HOME		02 <input type="checkbox"/> PERMANENT FOSTER CARE		03 <input type="checkbox"/> ADOPTION		04 <input type="checkbox"/> LONG TERM INSTITUTIONAL CARE	
05 <input type="checkbox"/> TREATMENT PROGRAM		06 <input type="checkbox"/> UNCERTAIN		07 <input type="checkbox"/> HEALTH CARE/THERAPY		08 <input type="checkbox"/> EDUCATION/EMPLOYMENT	
09 <input type="checkbox"/> REHABILITATION		10 <input type="checkbox"/> OTHER (Specify)					
18 FAMILY ALLOWANCES				PAYEE NAME AND ADDRESS			
1 <input type="checkbox"/> HEADQUARTERS TO CANCEL FAMILY ALLOWANCE TO PARENTS				2 <input type="checkbox"/> DO NOT CANCEL FAMILY ALLOWANCE TO FAMILY UNTIL FURTHER NOTICE			
				SETTLEMENT CODE			
19 DATE d m y		OFFICE LOCATION		20 NAME OF CHILD WELFARE WORKER (Please print)			

WT 2303 40/0981

White Copy . HEADQUARTERS

Yellow Copy . CLIENT FILE



# PROBATION (& PAROLE) INTAKE FORM

1  PROBATION 2  PAROLE

R  REPLACE

HEALTH CARD NUMBER	DATE OF BIRTH	SURNAME	GIVEN NAMES
ALIAS SURNAME	AGE	DATE OF BIRTH	SEX
PHONE NUMBER	TERR OR PROV	TELEPHONE No	SETTL CODE
HOME ADDRESS	TERR OR PROV	TELEPHONE No	SETTL CODE
DATE OF ARRIVAL	F P S No (IF KNOWN)	NAME OF PROV OR TERR TRANSFERRED IN FROM	DISCHARGING INSTITUTION
SETTL CODE	1 <input type="checkbox"/> TCC	2 <input type="checkbox"/> FED PEN	1 <input type="checkbox"/> INDIAN 3 <input type="checkbox"/> METIS 2 <input type="checkbox"/> INUK 4 <input type="checkbox"/> OTHER

MARITAL STATUS	NO OF DEPENDANTS	TRAINING
1 <input type="checkbox"/> SINGLE 3 <input type="checkbox"/> DIVORCED 5 <input type="checkbox"/> WIDOWED 2 <input type="checkbox"/> SEPARATED 4 <input type="checkbox"/> SEPARATED	1 <input type="checkbox"/> VOCATIONAL 3 <input type="checkbox"/> ADULT EDUCATION 2 <input type="checkbox"/> APPRENTICE	
LEVEL OF EDUCATION		

LIVING ARRANGEMENT	EMPLOYED AT INTAKE
1 <input type="checkbox"/> WITH SPOUSE AND/OR CHILDREN 3 <input type="checkbox"/> ALONE, IN FIXED ABOVE 5 <input type="checkbox"/> OTHER 2 <input type="checkbox"/> WITH PARENTS, FRIENDS OR RELATIVES 4 <input type="checkbox"/> ALONE, NO FIXED ABOVE	1 <input type="checkbox"/> FULL TIME 3 <input type="checkbox"/> SEASONALLY 5 <input type="checkbox"/> NOT AT ALL 2 <input type="checkbox"/> PART TIME 4 <input type="checkbox"/> PERIODICALLY
USUAL OCCUPATION TYPE	
1 <input type="checkbox"/> UNEMPLOYED 2 <input type="checkbox"/> SERVICE 3 <input type="checkbox"/> TRADE/TECHNICAL 4 <input type="checkbox"/> GENERAL LABOURER 5 <input type="checkbox"/> CLERICAL/PROFESSIONAL 6 <input type="checkbox"/> HOMEMAHER 7 <input type="checkbox"/> STUDENT 8 <input type="checkbox"/> OTHER	

REPORT DONE	TYPE OF COURT	COURT LOCATION	SETTL CODE
1 <input type="checkbox"/> PSR 2 <input type="checkbox"/> CA	1 <input type="checkbox"/> TERRITORIAL 2 <input checked="" type="checkbox"/> SUPREME 3 <input type="checkbox"/> COURT OF APPEAL 4 <input type="checkbox"/> JUSTICE OF THE PEACE 5 <input type="checkbox"/> OTHER SPECIFY		

OFFENCE DATA	LOCATION WHERE OFFENCE(S) OCCURRED
OFFENCE CODE	DESCRIPTION OF OFFENCES
1	

DISPOSITION OF CASE	WITH SUPERVISION (PROBATION)	PAROLE CASE	ANY OFFENCES ALCOHOL RELATED?
1 <input type="checkbox"/> INCARCERATION 2 <input type="checkbox"/> RESTITUTION 3 <input type="checkbox"/> AMOUNT \$ .00 4 <input type="checkbox"/> INTERMITTENT SENTENCE 5 <input type="checkbox"/> ABSOLUTE DISCHARGE 6 <input type="checkbox"/> CSO 7 <input type="checkbox"/> HOURS OR DAYS 8 <input type="checkbox"/> PROBATION 9 <input type="checkbox"/> MONTHS	1 <input type="checkbox"/> YES 2 <input checked="" type="checkbox"/> NO, OR PSR 3 <input type="checkbox"/> NO, OR PSR 4 <input type="checkbox"/> C.A. ONLY 5 <input type="checkbox"/> PAROLE	1 <input type="checkbox"/> MONTHS 2 <input type="checkbox"/> OR 3 <input type="checkbox"/> DAYS 4 <input type="checkbox"/> MONTHS	1 <input type="checkbox"/> YES 2 <input checked="" type="checkbox"/> NO 3 <input type="checkbox"/> UNRECORDED
AMOUNT OF FINES IF ANY \$ .00	DISPOSITION IN ACCORDANCE WITH PSR RECOMMENDATION		
	1 <input type="checkbox"/> YES 2 <input type="checkbox"/> NO 3 <input type="checkbox"/> NOT APPLICABLE		

Comments:

PROBATION OFFICER: SIGNATURE



#### 4.4. STEERING COMMITTEE: TERMS OF REFERENCE

##### A. Function of the Steering Committee:

To provide direction and coordination during the development and implementation stages of the projects.

##### B. Objectives:

1. To provide input and participation in the direction of the NOGAP Projects under the Department of Social Services.
2. To provide communities with an awareness of the objectives(s) and activities of the NOGAP Projects.

##### C. Membership:

Members of the Steering Committee should represent a community council or organization and be a resident of one of the following communities: **Inuvik**, Arctic Red River, **Aklavik**, Fort McPherson, Tuktoyaktuk, Sachs Harbour, **Holman** Island, **Paulatuk**, Coppermine. Additional members may be drawn from local organizations.

##### D. Responsibilities:

The Steering Committee will:

1. Assist the Research Team in determining appropriate indices, indicators and community issues.
2. Ensure that the NOGAP Projects meet the needs of the communities.
3. Assist in identifying relative, qualitative data.

##### E. Reporting:

The Steering Committee will forward recommendations to the Project Review Committee through the NOGAP Project Coordinator.

##### F. Meetings:

The Steering Committee will meet every two months.

#### 4.5 PROJECT REVIEW COMMITTEE: TERMS OF REFERENCE

A. Function of the **Project Review Committee**:

To review goals and objectives and to ensure that the NOGAP projects are consistent with these objectives.

B. Objectives:

1. To ensure that senior Government personnel are adequately informed of the current progress and development of the Social **Service** NOGAP Projects.
2. To review and evaluate the progress and development of the NOGAP Projects.
3. To provide critical feedback to the NOGAP research team to ensure that the projects meet their objectives.

c. Membership:

1. Chief, Social Service Programs
2. Manager, Finance and Administration, Social Services
3. Chief, Policy, Planning and Support **Services**, Social **Services**
4. Superintendent, Department of Social Services, **Inuvik** Region
5. Energy Secretariat Representative
6. **Inuvik** Region Community Representative

D. Responsibilities:

1. To review project objectives and ensure that the objectives meet the needs of the Department of Social Services.
2. To evaluate administration activities, such as hiring and budget expenditures, to ensure that they are consistent with the original project proposal.
3. To review and evaluate the milestones, subsequent phases, and **workplans** of the NOGAP projects.
4. To review and make recommendations to the NOGAP

research team on problem areas, such as data retrieval and budget planning.

E. **Reporting:**

The Project Review Committee will report recommendations to the Assistant Deputy Minister of Social Services.

F. **Meetings:**

The Project Review Committee should meet on a quarterly basis, or as determined by the Committee.

## 5.0 SELECTED REFERENCES

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