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Labor Force, Employment And Income  
Information For The Polar Gas Study Region ,  
Northwest Territories

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LABOUR FORCE, EMPLOYMENT AND  
INCOME INFORMATION FOR THE  
POLAR GAS STUDY REGION,  
NORTHWEST TERRITORIES, 1976.

Prepared For  
POLAR GAS PROJECT  
Toronto, Ontario

by

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Winnipeg

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## ABSTRACT

This report examines the current (1976) socio-economic situation of eighteen communities in the eastern Arctic which potentially might be affected by construction and operation of a Polar Gas pipeline. The Study Region itself is designed to include two sub-regions, as follows:

Keewatin Sub-Region

Baker Lake  
 Chesterfield Inlet  
 Coral Harbour  
 Eskimo Point  
 Rankin Inlet  
 Repulse Bay  
 Whale Cove

Arctic Coast and Islands  
 Sub-Region

Arctic Bay  
 Cambridge Bay  
 Gjoa Haven  
 Grise Fiord  
 Hall Beach  
 Igloolik  
 Nanisivik  
 Pelly Bay  
 Pond Inlet  
 Resolute Bay  
 Spence Bay

The data in this report supplement other data presented in separate community profiles for Baker Lake, Resolute Bay and Spence Bay, prepared by other consultants on behalf of Polar Gas .

The objectives of the study were to compile socio-economic data for 1976 on the above communities, utilizing readily available data sources and, where necessary, relying on direct contact with community employers and representatives. Field trips were made to Yellowknife and Rankin Inlet to gather data, and extensive use was made of long distance telephone. Where possible, data were confirmed by second sources.

The material in this report is largely descriptive in nature. The report first examines labour force utilization in the Study Region communities and then describes employment patterns in the wage economy, by type of employer. In addition to the above,

the report also summarizes wage and other income levels by community (including the value of country food), and comments upon the cost of living in the communities, the role of the small business sector in the economy of the Study Region, and the changing role of Inuit participation in business.

This Study was completed during a four month period in late 1976 and early 1977. While errors and omissions may occur, the data are judged to be the best available on the eighteen communities within the Study Region.

## ACKNOWLEDGEMENTS

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- a) Department of Economic Development
- b) Department of Personnel
- c) Transport Canada
- d) Health and Welfare Canada
- e) Department of Manpower and Immigration
- f) Arctic Co-operative Federation (Yellowknife)
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While the assistance of the above is gratefully acknowledged, any errors or omissions remain the responsibility of the authors .

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## 1. INTRODUCTION

--This report documents the current (1976) socio-economic situation of eighteen communities in the eastern Arctic which potentially may be affected by construction and operation of the Polar Gas pipeline. The communities within the Study Region are as follows:

### Keewatin Sub-Region

Baker Lake  
Chesterfield Inlet  
Coral Harbour  
Eskimo Point  
Rankin Inlet  
Repulse Bay  
Whale Cove

### Arctic Coast and Islands Sub-Region

Arctic Bay  
Cambridge Bay  
Gjoa Haven  
Grise Fiord  
Hall Beach  
Igloolik  
Nanisivik  
Pelly Bay  
Pond Inlet  
Resolute Bay  
Spence Bay

This report focuses on the wage employment sector of Study Region communities. A separate report by the same authors examines resource harvesting (excluding sports fishing) patterns in the eighteen communities. 1)

This report consists of 6 major sections, as follows:

- a) labour force availability - based largely on data from the Territorial Employment Record and Information System (TERIS), this section assesses labour force in the Study Region.
- b) employment patterns in the wage economy - this section presents data on employment by community, by major type of employer, eg. Territorial government, Federal government, petroleum and mining exploration. Data are cross-classified by status of work (full-time versus part-time/seasonal), ethnic status of employee, and sex. This section also includes estimates of wage employment income.

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1) Taunton and Fenton (1977).

- c) community income - this section estimates income levels for each community in the Study Region, taking into account such sources as wage employment, commercial resource harvesting income, non-earned income sources and the value of country food. Commercial resource harvesting income and the value of country food are taken from the study on resource harvesting, prepared by the same authors.
- d) cost of living and savings - this section examines cost of living in the settlements compared to costs in Yellowknife and at other supply points. Savings patterns are also briefly reviewed.
- e) small business sector - this section discusses the role of small business in Study Region communities and the constraints which face such operations.
- f) changing role of Inuit participation in business - this section examines the role of Inuit in co-operatives and in other business ventures in the Study Region.

Since the report is essentially descriptive, no conclusions are presented. The data are, however, judged to be a reasonably accurate reflection of conditions in the communities at time of survey.

## 2. LABOUR FORCE AVAILABILITY

The Territorial government currently maintains a Territorial Employment Record and Information System (TERIS) on labour force age residents of the Northwest Territories, for the express purposes of providing both statistical data necessary for manpower planning and a records system useful in identifying individuals for potential jobs or training programs.

Summary TERIS data as supplied by the Department of Economic Development for the purposes of this study provide several

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1, Taunton and Fenton (1977).

**cross-classifications** relevant in assessing **labour** force supply within the Study Region. Of particular interest are cross-classifications of the working age population by five year age cohorts, ethnic status and employment status, as well as occupational and industrial structures of this population group.

Together, such cross-classifications can provide useful indications of the nature of the **labour** force supply within the Study Region, especially since the data are presented on a settlement-by-settlement basis.

### 2.1 Data Coverage

While the TERIS data base has been updated over the past several years as additional material has become available, it is clear that this record system still suffers from the same major shortcoming which plagues other surveys conducted from time to time in northern settlements, namely poor respondent coverage. This poor coverage is best illustrated by calculating for each settlement the "gross participation rate", defined here as the percentage of total population of labour force age. While experience in other jurisdictions, eg. northern Manitoba, would suggest that this rate should fluctuate in the range of 40-45 per cent for communities with a high native population, Table 1 illustrates that, in slightly more than half of the settlements examined, this rate was less than 25 per cent. Indeed, in three communities (Hall Beach, Pond Inlet and Spence Bay), the gross participation rate was less than 10 per cent.

On balance, it can be concluded that while the TERIS data base consists of approximately 1,900 working age residents within the Study Region, in practice the population within the age

TABLE 1

GROSS PARTICIPATION RATE: LABOUR FORCE AGE POPULATION

<u>Community</u>	<u>Labour Force Age population</u>	<u>Total Population (1975)</u>	<u>Per Cent</u>
KEEWATIN SUB-REGION			
Baker Lake	177	894	19.8
Chesterfield Inlet	54	305	17*7
Coral Harbour	77	420	18.3
Eskimo Point	296	708	41.8
Rankin Inlet	192	671	28.6
Repulse Bay	113	287	39.4
Whale Cove	51	205	24.9
Sub-Region Total	<u>960</u>	<u>3,490</u>	<u>27.5</u>
ARCTIC COAST AND ISLANDS SUB-REGION			
Arctic Bay	135	318	42.5
Cambridge Bay	167	846	19.7
Gjoa Haven	104	402	25.9
Grise Fiord	49	129	38.0
Hall Beach	23	312	7.4
Igloolik	269	668	40.3
Nanisivik	N/A	N/A	N/A
Pelly Bay	77	255	30.2
pond Inlet	15	493	3.0"
Resolute Bay <sup>1</sup>	44	218	20.2
Spence Bay	32	433	7.4
Sub-Region Total	<u>915</u>	<u>4,074</u>	<u>22.5</u>
Regional Total	<u>1,875</u>	<u>7,564</u>	<u>24.8</u>

N/A = Not available

source: TERIS

NOTE : 1 Although the term Resolute Bay is used throughout this report, and in many sources of data, the official name of the settlement is Resolute.

group 14-65 years in these 18 settlements is probably on the order of 3,000-3,400 people, i.e. complete coverage under **TERIS** would require the addition of a minimum 1,125 **files** to the data base.

Tables 2 and 3 on working age population by five year age cohorts also illustrate the significant distortions in **age** distribution of the population which result from poor survey coverage. Among obvious examples of distorted results (see Table 3 for additional detail) are 22.2 per cent of Chesterfield Inlet respondents in **the** 14-19 year age category, **5.2** per cent of Coral **Harbour** respondents in the same age category, and 6.3 per cent of Spence Bay respondents in **the** 20-24 year age category.

In contrast to these distortions at the settlement level, sub-regional and regional percentage totals as presented in Table 3 are likely to reflect the true labour force age distribution within the Study Region (since distortions in one community are probably offset by distortions in other communities). The data indicate that over one-quarter (27.3 per cent) of the labour force age population are under 25 years of age, with over 75 per cent of this population group being under 45 years of age. By way of comparison, the corresponding percentages for the Canadian labour force age population as of 1971 were approximately 30 and 70 per cent respectively.

In other words, there is strong evidence to presume that the working age population in these settlements is on average slightly younger than for Canada generally, although with a slightly lower concentration in the age group under 25 years. The high percentage of total population in the Study Region currently under 15 years of age, however, suggests that this average age will continue to decline in the future, as new entrants swell the 15-24 year age category.

TABLE 2

## AGE DISTRIBUTION OF LABOUR FORCE AGE POPULATION

Age	14-19	20-24	25-29	30-34	35-39	40-44	45-49	50-54	Other <sup>1)</sup>	Total
<b>KEEWATIN</b>										
SUB-REGION										
Baker Lake	12	14	21	31	30	24	19	12	14	177
Chesterfield Inlet	12	11	9	7	5	4	1	3	2	54
Coral Harbour	4	9	17	9	9	13	2	6	8	77
Eskimo Point	46	43	46	41	26	27	27	15	25	296
Rankin Inlet	16	30	20	25	28	16	21	11	25	192
Repulse Bay	19	20	17	16	7	7	9	8	10	113
Whale Cove	8	4	11	7	5	4	2	4	6	51
Sub-Region Total	117	131	141	136	110	95	81	59	90	960
<b>ARCTIC COAST AND ISLANDS</b>										
SUB-REGION										
Arctic Bay	15	23	27	22	18	11	8	2	9	135
Cambridge Bay	25	17	25	12	25	16	16	15	16	167
Gjoa Haven	16	10	17	17	15	14	5	4	6	104
Grise Fiord	9	9	5	4	2	5	9	1	5	49
Hall Beach	3	1	8	6	3	1	1	0	0	23
Igloolik	49	41	38	40	34	20	13	10	24	269
Nanisivik	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Pelly Bay	11	10	10	10	12	6	5	5	8	77
Pond Inlet	0	3	3	4	3	1	0	0	1	15
Resolute Bay	6	6	4	5	3	9	4	3	4	44
Spence Bay	8	2	10	6	2	1	1	1	1	32
Sub-Region Total	142	122	147	126	117	84	62	41	74	915
Regional Total	259	253	288	262	227	179	143	100	164	1,875

N/A = Not available

Source : TERIS

1) Age group includes 55-65, and other.



TABLE 3

## PERCENTAGE AGE DISTRIBUTION OF LABOUR FORCE POPULATION

Age	14-19	20-24	25-29	30-34	35-39	40-44	45-49	50-54	Other <sup>1)</sup>	Total
KEEWATIN SUB-REGION										
Baker Lake	6.8	7.9	11.8	17.5	16.9	13.5	10.7	6.8	7.9	100
Chesterfield Inlet	22.2	20.3	16.6	12.9	9.3	7.4	1.8	5.5	3.7	100
Coral Harbour	5.2	11.7	22.1	11.7	11.7	16.9	2.6	7.8	10.4	100
Eskimo Point	15.5	14.5	15.5	13.8	8.8	9.1	9.1	5.1	8.4	100
Rankin Inlet	8.3	15.6	10.4	13.0	14.6	8.3	10.9	5.7	13.0	100
Repulse Bay	16.8	17.7	15.0	14.1	6.2	6.2	7.9	7.1	8.8	100
Whale Cove	15.6	7.8	21.6	13.7	9.8	7.8	3.9	7.8	11.7	100
Sub-Region Total Percentage	12.2	13.6	14.7	14.2	11.5	9.9	8.4	6.1	9.3	100
ARCTIC COAST AND ISLANDS SUB-REGION										
Arctic Bay	11.1	17.0	20.0	16.3	13.3	8.1	5.9	1.4	6.6	100
Cambridge Bay	14.9	10.1	14.9	7.1	14.9	9.6	9.6	8.9	9.6	100
Gjoa Haven	15.4	9.6	16.3	16.3	14.4	13.4	4.8	3.8	5.7	100
Grise Fiord	18.3	18.3	10.2	8.1	4.1	10.2	18.3	2.0	10.1	100
Hall Beach	13.0	4.3	34.8	26.1	13.0	4.3	4.3	0.0	0.0	100
Igloolik	18.2	15.1	14.1	14.8	12.6	7.4	4.8	3.7	8.8	100
Nanisivik	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Pelly Bay	14.3	12.9	12.9	12.9	15.6	7.8	6.4	6.4	10.4	100
Pond Inlet	0.0	20.0	20.0	26.6	20.0	6.6	0.0	0.0	6.6	100
Resolute Bay	13.6	13.6	9.1	11.3	6.8	20.4	9.1	6.8	9.0	100
Spence Bay	2s.0	6.3	31.3	18.8	6.3	3.1	3.1	3.1	3.1	100
Sub-Region Total Percentage	1s.5	12.8	16.1	13.5	13.0	9.3	6.8	4.8	8.2	100
Regional Total Percentage	13.8	13.5	15.4	14.0	12.1	9.6	7.6	5.4	8.8	100

N/A = Not available

Source: TERIS

1) Age group includes 55-65, and other.

Table 4 documents the ethnic status of TERIS respondents by settlement. Although this table indicates that 10.7 per cent of all respondents to TERIS are white, the percentage of **non-Inuit labour** force age population in the entire Study Region is probably lower than ten per cent (although not for communities such as Resolute Bay). This conclusion is substantiated by comparing the proportion of white population in a settlement with the gross participation rate discussed earlier, i.e. as the gross participation rate increases, the percentage of white population falls. In other words, for communities where the gross participation rate is judged to be adequate, the percentage of white population is generally below ten per cent (eg. for Arctic Bay, Eskimo Point, Gjoa Haven, **Grise Fiord**, **Igloolik** and Repulse Bay, white respondents represent only 7.2 per cent of the TERIS survey population).

Within the labour force age population, there are of course numbers of individuals who are not involved in labour force activity, i.e. not working or looking for work. In northern native communities, the definition of labour force activity is by no means as precise as that for residents of southern Canada, where the availability of other job opportunities is readily perceived by those who are working or wish to look for work. In northern settlements such as those in the Study Region, however, lack of immediate work opportunities in the locality (combined with limited geographic and occupational mobility of the population) frequently result in able-bodied unemployed individuals withdrawing from the labour force entirely, and relying on social assistance, their families or (in a limited number of cases) savings for necessary income. This pattern of activity is particularly prevalent among older members of the labour force, women and those engaged in seasonal occupations (hunting, trapping, fishing).

TABLE 4ETHNIC STATUS OF LABOUR FORCE AGEPOPULATION BY COMMUNITY

	<u>Inuit</u>		<u>Other</u>	
	<u>Total</u>	<u>Per Cent</u>	<u>Total</u>	<u>Per Cent</u>
KEEWATIN SUB-REGION				
Baker Lake	1s9	89.8	18	10.2
Chesterfield Inlet	50	92.6	4	7.4
Coral Harbour	68	88.3	9	11.7
Eskimo Point	285	96.3	11	3.7
Rankin Inlet	169	88.0	23	12.0
Repulse Bay	103	91.1	10	8.9
Whale Cove	41	80.4	10	19.6
Sub-Region Total	<u>875</u>	<u>91.1</u>	<u>85</u>	<u>8.9</u>
ARCTIC COAST AND ISLANDS SUB-REGION				
Arctic Bay	125	92.6	10	7.4
Cambridge Bay	139	83.2	28	16.8
Gjoa Haven	97	93.3	7	6.7
Grise Fiord	45	91.8	4	8.2
Hall Beach	15	65.2	8	34.8.
Igloolik	241	89.6	28	10.4
Nanisivik	N/A	N/A	N/A	N/A
Pelly Bay	73	94.8	4	5.2
Pond Inlet	6	40.0	9	60.0
Resolute Bay	36	81.8	8	18.2
Spence Bay	23	71.9	9	28.1
Sub-Region Total	<u>800</u>	<u>87.4</u>	<u>115</u>	<u>12.6</u>
Regional Total	<u>1,675</u>	<u>89.3</u>	<u>200</u>	<u>10.7</u>

N/A = Not available

Source: TERIS

Despite these conceptual difficulties, TERIS respondents were asked to identify their present employment status, the variety of choices encompassing full-time, part-time casual, seasonal and term work. In addition, respondents were cross-classified on the basis of whether they were employed, unemployed or had never been employed.

## 2.2 Employment Status

Tables 5 and 6 present summary data on employment status for settlements within the Study Region. Table 5 provides a breakdown of respondents according to employment status; lumping together the "Never Employed" and "Not Applicable" categories, 30.3 per cent of those on TERIS in the Study Region are neither employed nor unemployed according to standard labour force definitions. In other words, the "net participation rate" (proportion of labour force age population considered to be in the labour force) for the Study Region is 69.7 per cent.

The above rate is extremely high in comparison to a similar rate (for population over 13 years of age) for Canada, namely 58.8 per cent for both sexes in 1975. In part, this rate may reflect an emphasis during the survey on active participants in the labour force, as opposed to non-participants. Alternatively, the results may reflect a poor definition of "unemployment" used in the survey or during computations. Certainly the net participation rates vary widely by settlement, from over 90 per cent in Hall Beach, Repulse Bay and Spence Bay to as low as zero for Pond Inlet. Without a detailed matching and review process, however, the above hypothesis can neither be tested nor verified.

TABLE 5

EMPLOYMENT STATUS OF TERIS RESPONDENTS,  
BY SETTLEMENT AND SUB-REGION

	<u>Employed</u>	<u>Unemployed</u>	<u>Never Employed</u>	<u>Not Applicable</u>	<u>Total</u>
KEEWATIN SUB-REGION					
Baker Lake	108	4	13	59	184
Chesterfield Inlet	22	19	6	10	57
Coral Harbour	19	30	20	9	78
Eskimo Point	120	48	35	94	297
Rankin Inlet	87	20	41	48	196
Repulse Bay	70	35	7	3	115
Whale Cove	22	10	10	11	53
Sub-Region Total	<u>448</u>	<u>166</u>	<u>132</u>	<u>234</u>	<u>980</u>
ARCTIC COAST AND ISLANDS SUB-REGION					
Arctic Bay	79	29	6	24	138
Cambridge Bay	90	57	13	18	178
Gjoa Haven	64	13	11	20	108
Grise Fiord	34	1	7	9	51
Hall Beach	19	4	1	1	25
Igloolik	124	69	23	51	267
Nanisivik	N/A	N/A	N/A	N/A	N/A
Pelly Bay	36	17	3	22	78
Pond Inlet	16	0	0	0	16
Resolute Bay	24	16	6	0	46
Spence Bay	28	6	1	0	35
Sub-Region Total	<u>514</u>	<u>212</u>	<u>71</u>	<u>145</u>	<u>942</u>
Polar Gas Study Region Total	<u>962</u>	<u>378</u>	<u>203</u>	<u>379</u>	<u>1,922</u>

Source: TERIS

TABLE 6

NET PARTICIPATION RATES<sup>1)</sup> IN POLAR GASSTUDY REGION, BY AGE COHORT

	<u>Keewatin Sub-Region</u>			<u>Arctic Coast and Islands Sub-Region</u>			<u>Polar Gas Study Region'</u>		
	<u>Employed and un- employed respond- ents</u>	<u>Total respond- ents</u>	<u>Net particip- ation rate (Per Cent)</u>	<u>Employed and un- employed respond- ents</u>	<u>Total respond- ents</u>	<u>Net particip- ation rate (Per cent)</u>	<u>Employed and un- employed respond- ents</u>	<u>Total respond- ents</u>	<u>Net particip- ation rate (Per Cent)</u>
14-19	39	111	35.1	85	140	60.7	124	251	49.4
20-24	105	138	76.1	118	132	89.4	223	270	82.6
25-29	100	142	70.4	129	154	83.8	229	296	77.4
30-34	106	141	75.2	103	128	80.4	209	269	77.7
35-39	63	113	55.8	95	120	76.0	158	233	67.8
40-44	52	101	51.4	66	84	78.5	118	185	63.8
45-49	61	85	71.8	45	60	75.0	106	145	73.1
50-54	41	60	68.3	30	41	73.2	71	101	70.3
55-65	39	78	50.0	52	76	68.4	91	154	59.1
Total	<u>606</u>	<u>969</u>	<u>62.5</u>	<u>723</u>	<u>935</u>	<u>77.3</u>	<u>1,329</u>	<u>1,904</u>	<u>69.8</u>

Source: TERIS

1) Proportion of labour force age population employed or unemployed (looking for work) .

Table 6, which calculates net participation rates by age cohort, likely suffers from the same deficiencies as Table 5. With the exception of the age categories below 20 years and above 55 years, the net participation rates in the Study Region are in excess of 70 per cent for each age cohort. In the Keewatin sub-region, lower net participation rates (50-55 per cent) are also recorded for respondents between the ages of 35 and 44 years. Again, there is some suspicion here that the "target group" which was surveyed contains proportionately more labour force participants than non-participants, i.e. the sample is not random. Particularly disturbing are the very high rates for respondents over 45 years of age, since except for arts and crafts projects, women in this age category are unlikely to have many job opportunities.

Table 7 concludes this segment of analysis on employment status by analyzing the proportion of the total labour force which is engaged in full-time occupations. The pattern here at the sub-regional and regional level conforms more or less to expectations, i.e. for the entire Study Region, over half of the full-time jobs are held by respondents between the ages of 25 and 39 years, although this age category comprises less than 45 per cent of the respondent population. There is definitely a tendency here for full-time employment to peak in this age group, and then to decline somewhat thereafter. The Arctic Coast and Island sub-region has a particularly large segment of its labour force in full-time jobs (43.4 per cent, versus 33.8 per cent for the Keewatin sub-region).

### 2.3 Occupational and Industrial Status

Finally, data on respondents can be analyzed according to occupational and industrial classifications, which provide

TABLE 7

FULL-TIME EMPLOYMENT IN POLAR GAS  
STUDY REGION, BY AGE COHORT

	Keewatin Sub-Region		Arctic Coast and Islands Sub-Region		Polar Gas Study Region	
	Full-time jobs	Employed and un-employed (Per Cent)	Full-time jobs	Employed and un-employed (Per Cent)	Full-time jobs	Employed and un-employed (Per Cent)
14-19	10	39	28	85	38	124
20-24	25	105	40	118	65	223
25-29	50	100	69	129	119	229
30-34	42	106	52	103	94	209
35-39	22	63	46	95	68	158
40-44	18	52	23	66	41	118
45-49	14	41	18	52	42	106
50-54	6	39	10	30	16	71
55-65	18	39	18	52	36	91
Total	205	606	314	723	519	1,329
		33.8		43.4		39.1

Source: TERIS



some indication of the type of coverage obtained using the TERIS system. In general, it would appear that high coverage is achieved for those residents employed by government, with correspondingly lower coverage for private sector employers or the self-employed (including resource harvesters).

Table 8 lists occupational categories in the Study Region, grouped by number of respondents in each category. Excluding the large "unclassified" element, the largest single occupational category is in construction, followed by service, sales/clerical, fishing/hunting, teaching, transportation equipment operators and handicraft workers. Excluding the fishermen and hunters, these six occupational categories together comprise 58.8 per cent of all occupations listed in Table 8 (multiple occupational listings are permitted). Other important occupational categories include medical/health, mine and oil exploration and administration.

When, however, present industry classifications are examined (see Table 9), certain of the above occupations are not well represented. For example, construction with 337 respondents as an occupational grouping has only 36 respondents under Table 9, while hunting/fishing/trapping reports only 98 respondents and mining/oil reports 1 respondent (versus 193 and 48 respondents respectively in Table 8). The largest concentration of respondents is clearly in the government sector (Federal, Territorial and Municipal), followed by trade, and then community business and personal services. Together, the government and these two other industry classifications comprise 73.0 per cent of all respondents who report working, with government employees alone accounting for 40.9 per cent of these respondents. It is concluded, therefore, that the TERIS data base is probably biased towards respondents who participate in relatively stable industrial classifications, and may not, for seasonal or other reasons, fully reflect activity in other industrial categories.

TABLE 8

OCCUPATIONAL CLASSIFICATIONS OF  
TERIS RESPONDENTS IN POLAR  
GAS STUDY REGION

	<u>Keewatin</u> <u>Sub-Region</u>	<u>Arctic</u> <u>Coast &amp;</u> <u>Islands</u> <u>Sub-Region</u>	<u>Polar</u> <u>Gas</u> <u>Study</u> <u>Region</u>	<u>(Per Cent)</u>
Construction	143	194	337	14.6
Service	135	185	320	13.8
Clerical/Sales	115	152	267	11.5
Fishing/Hunting	118	75	193	8.3
Teaching	81	85	166	7.2
Transport Equip- ment Operation	41	95	136	5.9
Handicraft	91	43	134	5.8
Administration	31	54	85	3.7
product Fabrication	34	45	79	3.4
<b>Materials</b> Handling	26	34	60	2.6
Mine/Oil	8	40	48	2.1
Natural and Social Sciences	17	28	45	1.9
Medical/Health	12	20	32	1.4
Other Equipment Operation	7	15	22	1.0
Other Specified Occupations	22	26	48	2.1
Unspecified Occupations	130	212	342	14.7
Total Occupations	<u>1,011</u>	<u>1,303</u>	<u>2,314</u>	<u>100.0</u>

Source: TERIS

TABLE 9

PRESENT INDUSTRY CLASSIFICATIONS OF TERIS  
RESPONDENTS IN POLAR GAS STUDY REGION

	<u>Keewatin</u> <u>Sub-Region</u>	<u>Arctic</u> <u>Coast &amp;</u> <u>Islands</u> <u>Sub-Region</u>	<u>Polar</u> <u>Gas</u> <u>Study</u> <u>Region</u>	<u>(Per Cent)</u>
Territorial Government	134	109	243	26.3
Trade	70	96	166	18.0
Commercial/ Business/Personal	51	79	130	14.1
Hunting/Fishing/ Trapping	68	30	98	10.6
Federal Government	32	43	75	8.1
Municipal Government	14	46	60	6.5
Transportation and Communications	8	<b>38</b>	46	5.0
Construction	8	28	36	3.9
Manufacturing	17	0	17	1.8
Mine/Oil	0	1	<b>1</b>	0.1
Finance/Insurance/ Real Estate	0	<b>1</b>	<b>1</b>	0.1
Unspecified	31	20	51	5.5
Total	<u>433</u>	491	<u>924</u>	<u>100.0</u>

Source : TERIS

## 2.4 Summary

In summary, this section has presented 9 different tables on labour force supply in the Study Region, derived using data from the TERIS program of the Territorial government. Effectively, analysis has had to be limited to the sub-regional and regional levels, since evidence exists of poor survey coverage on a settlement by settlement basis. It appears, moreover, that the coverage of the survey was not random, but rather focused on residents involved in stable work activity, eg. government, to the detriment of other labour force age population not involved in the labour force at all, or involved in seasonal/part-time work. In other words, coverage in all probability was particularly poor for such groups as women living at home and for men primarily engaged in resource harvesting activities.

For the above reasons, existing TERIS data can not be used as a firm guide to labour force supply in the Polar Gas Study Region. The labour force age population probably approximates 3,000-3,400 people, but only tentative conclusions can be drawn from the data with respect to such factors as overall age distribution, net participation rates, ethnic status and occupational/industrial structure. At the settlement level, only Arctic Bay, Eskimo point, Gjoa Haven, Grise Fiord, Igloolik and Repulse Bay are thought to have survey coverage exceeding 75-80 per cent of the labour force age population. Data for other settlements are likely to be somewhat misleading.

It is anticipated, however, that the revision of TERIS data currently underway (November, 1976) will significantly improve survey coverage for all settlements and incorporate more recent data on labour force activity in the Study Region. This revised data base will provide a better basis for determining labour force utilization in the Study Region.

### 3. EMPLOYMENT PATTERNS IN THE WAGE ECONOMY

The employment patterns in the wage economy of the Study Region are characterized by a white **labour** force which tends to hold full-time managerial or professional positions at relatively high salaries, together with an **Inuit labour** force which holds both full-time and part-time positions, at lower wage scales. The majority of full-time jobs held by **Inuit** are in the government sector, although in one or two settlements petroleum exploration and mining activity generate considerable work and income.

The reasons for this pattern are complex but include lower standards of education for the Inuit, as well as a desire on their part to maintain the flexibility of part-time employment to permit the pursuit of resource harvesting and other activities.

This employment and income pattern profile is based upon telephone and personal surveys of employers during November, 1976. Wage income as defined here would usually include any northern allowances paid, but would exclude items such as board and room paid by employers or passage home. Whenever possible, the results of the survey have been cross-checked against other available information.

Readily available data concerning wage employment in the Study Region are limited, except in the case of the government sector and the three communities for which settlement profiles have been prepared. Although literature does exist on certain aspects of the economy of the region, (eg. area economic surveys), this information was judged to be too fragmentary and outdated for the purposes of this analysis. Thus, it was necessary to conduct an independent "survey to acquire relevant data. (Sources used are listed in Literature Cited. ]

The profile is organized into three major sections. The first section is a summary of direct government and government related employment in the region. The second section provides a summary of private sector employment and finally, the third section summarizes employment in all sectors on a community and regional basis.

### , 3,1 Government Wage Economy

The government wage economy in the Study Region consists of staff on the payroll of the Territorial and Federal governments; managers and participants in arts and craft projects sponsored by the Department of Economic Development; L.I.P., L.E.A.P. and similar employment programs; and local employees of private firms primarily engaged in contract work for government departments and agencies. This latter category includes firms carrying on construction work for Northwest Territories Housing Corporation and the Department of Public Works, as well as organizations providing maintenance and other services in the settlements.

Each of these activities is discussed separately below. . Since information on government employment was available, the data presented are likely more accurate than corresponding data for the private sector. This conclusion is particularly valid in the case of staff on government payroll.

The Territorial Government is the largest single employer identified within the Study Region. Including permanent staff of the Northwest Territories Housing Corporation residing in the Study Region, the Territorial Government as of September, 1976 employed 328 full-time staff in the region, while approximately 50 positions were vacant. Table 10 provides detailed information on employment levels and gross payrolls for these

TABLE 10

NORTHWEST TERRITORIES GOVERNMENT: EMPLOYMENT<sup>1)</sup>  
AND GROSS PAYROLLS<sup>2)</sup> BY SETTLEMENT, SUB-REGION  
AND ETHNIC STATUS<sup>3)</sup>, SEPTEMBER, 1976

	<u>Employment<sup>1)</sup></u>			<u>Gross Payrolls<sup>2)</sup></u>		
	<u>White</u>	<u>Inuit</u>	<u>Total</u>	<u>White</u>	<u>Inuit</u>	<u>Total</u>
KEEWATIN SUB-REGION						(\$000)
Baker Lake	15	19	34	302	221	\$23
Chesterfield Inlet	5	7	12	100	94	194
Coral Harbour	9	7	16	165	7s	240
Eskimo Point	15	16	31	294	205	499
Rankin Inlet	26	15	41	441	164	605
Repulse Bay	6	6	12	115	69	1s4
Whale Cove	3	4	7	62	53	115
Sub-Region Total	<u>79</u>	<u>74</u>	<u>153</u>	<u>1,479</u>	<u>881</u>	<u>2,360</u>
ARCTIC COAST AND ISLANDS SUB-REGION						
Arctic Bay/Nanisivik	9	2	11	170	28	198
Cambridge Bay	34	14	48	556	175	731
Gjoa Haven	6	6	12	110	79	189
Grise Fiord	3	4	7	6s	61	126
Hall Beach	8	5	13	138	62	200
Igloolik	11	12	23	215	141	356
Pelly Bay	5	3	8	81	39	120
Pond Inlet	13	7	20	261	96	357
Resolute Bay	11	4	15	208	55	263
Spence Bay	9	9	18	162	128	290
Sub-Region Total	<u>109</u>	<u>66</u>	<u>17s</u>	<u>1,966</u>	<u>864</u>	<u>2,830</u>
Polar Gas Study Region	<u>188</u>	<u>140</u>	<u>328</u>	<u>3,445</u>	<u>1,745</u>	<u>5,190</u>
Average Payroll Per Year (\$)				<u>1s,300</u>	<u>12,450</u>	<u>15,800</u>

Source : Department of Personnel, Northwest Territories Housing Corporation.

1) Full-time employment, excluding contract staff.

Including northern allowance.

2) Determined solely by reference to name of individual employee.

328 employees, by settlement, sub-region and ethnic status. In total, the government payroll in the Study Region amounts to over \$5.0 million annually, excluding the vacant positions for which salary data were not available.

Table 10 also illustrates average annual salary levels by ethnic class<sup>1</sup>), for whites and Inuit. Throughout the Study Region, **Inuit** in general receive lower salaries [\$12,450 per year) than white employees (\$18,300 per year). These lower average salaries reflect a higher concentration of Inuit in the lower skilled positions, eg. classroom assistant versus professional teacher, although exceptions to this rule do exist.

Additional information supplied by Department of Personnel indicates that most Territorial Government staff are directly involved in the delivery of service at the field level, rather than being concerned with planning and administrative functions; eg. although Rankin Inlet is a regional administrative center, most settlements within the Study Region are administered from either Frobisher Bay or Fort Smith.

Over half of all Territorial Government employees in the Study Region work for the Department of Education (See Table 11) in such functions as "teachers, principals, custodians, classroom assistants and adult educators. Other Departments with significant staffing in the region are Public Works (52 positions), Social Development (15 positions) and Local Government (15 positions).

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1) Ethnic status was determined solely with reference to the name of the individual employee. As a consequence, slight discrepancies may result in cases where intermarriage has occurred.



TABLE 11

NORTHWEST TERRITORIES GOVERNMENT: EMPLOYMENT<sup>1)</sup>  
BY DEPARTMENT AND SUB-REGION, SEPTEMBER, 1976

	<u>Keewatin</u>	<u>Arctic Coast and Islands</u>	<u>Total</u>
Executive	6	8	14
Natural and Cultural Affairs	5	4	9
Local Government	4	11	15
Public Works	24	28	52
Social Development	6	9	15
Finance	0	4	4
Economic Development	2	3	5
Education	101	103	204
Personnel	1	0	1
Housing Corporation	4	5	9
Total	153	175	328

Source : Department of Personnel, Northwest Territories  
Housing Corporation.

1) Excludes contract employees.

-The data reflected in Tables 10 and 11 exclude staff that may be hired on a contract or casual basis by the Territorial Government. Examples of such hirings are staff for the arts and craft projects sponsored by the Department of Economic Development, as well as instructors and teaching assistants working on Basic Training for Skill Development/Basic Job Readiness Training (BTSD/BJRT) programs for the Department of Education<sup>1)</sup>. Information on duration of employment and level of wages and salaries paid is more difficult to obtain for this type of work than for full-time staff. It is estimated that within the Study Region, there are at least 12 full-time and 14 part-time jobs of this nature, with gross payrolls approximating \$250,000.

Territorial government employment as defined here excludes not only active participants in the arts and crafts projects, but also residents engaged in municipal service and local Housing Association activity. Employment in these areas is reported in the following sections of this baseline profile.

Although the direct role of the Federal government in supplying services to settlements in the Territories has declined during recent years in response to the growth in importance of the Territorial government, Federal departments and agencies do maintain a significant presence in the Study Region. A number of Federal departments and agencies are in virtually every community, including Health and Welfare Canada, Royal Canadian Mounted Police and the Northern Canada Power Commission. The Ministry of Transport and Environment Canada are also major employers in the region.

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1) Full-time Adult Educators involved in BTSD/BJRT programs are of course included in Tables 1 and 2.

Table 12. documents the importance of each Federal department or agency in the two sub-regions. Altogether, 259 full-time and 30 part-time staff are estimated to be employed in the Study Region by the Federal government and its agencies (excluding Tower Company staff at Resolute Bay and civilian DEW line staff at Cambridge Bay, Pelly Bay and Hall Beach). The two largest employers are Health and Welfare Canada (86 positions) and Transport Canada (58 positions), together accounting for 50 per cent of all Federal government employees in the Study Region. Part-time employees are restricted to the Post Office (mainly Revenue Postmasters), the Northern Canada Power Commission, and Health and Welfare Canada.

Tables 13 and 14, similar in scope and format to Table 12, document direct Federal government employment and payroll by settlement, ethnic status and sub-region. The largest concentrations of employees occur in Cambridge Bay (62 positions), Resolute Bay (51 positions), Coral Harbour (24 positions) and Baker Lake (25 positions), with these four communities together accounting for over 55 per cent of all Federal government employment in the Study Region. Approximately one-third of the full-time positions and 80 per cent of the part-time positions indicated are held by Inuit residents.

On balance, average payrolls for full-time Federal government staff are slightly lower than for Territorial government staff, i.e. \$15,650 for Federal staff versus \$15,800 for Territorial staff. For white employees, salaries are on average 5.2 per cent lower in the Federal government service, while for Inuit, the discrepancy is approximately 6.4 per cent in favour of the Territorial government. Overall, average salaries for full-time positions held by Inuit in the Federal government are approximately 67.1 per cent of the level of those enjoyed by white employees within the Study Region.

TABLE 12

FEDERAL GOVERNMENT: EMPLOYMENT  
BY DEPARTMENT/AGENCY AND  
SUB-REGION, FALL, 1976

	Keewatin			Arctic Coast and Islands			Total		
	<u>Full</u>	<u>Part</u>	<u>Total</u>	<u>Full</u>	<u>Part</u>	<u>Total</u>	<u>Full</u>	<u>Part</u>	<u>Total</u>
Transport	21	0	21	37	0	37	58	0	58
D. N.D. <sup>1)</sup>	0	0	0	22	0	22	22	0	22
E. M.R. <sup>2)</sup>	1	0	1	7	0	0	8	0	8
H. & W.C. <sup>3)</sup>	36	2	38	43	5	48	79	7	86
Environment	10	0	10	27	0	27	37	0	37
Manpower	0	0	0	2	0	2	2	0	2
Northern Affairs	0	0	0	4	0	4	4	0	4
R.C.M.P.	8	0	8	15	0	15	23	0	23
post Office	0	6	6	1	11	12	1	17	18
Power Commission	10	2	12	15	5	20	25	7	32
Total	<u>86</u>	<u>10</u>	<u>96</u>	<u>173</u>	<u>21</u>	<u>194</u>	<u>259</u>	<u>31</u>	<u>290</u>

Source: InterGroup Consulting Economists Ltd.

- 1) Department of National Defence  
Excludes civilian population employed at DEW Line sites.
- 2) Department of Energy, Mines and Resources
- 3) Health and Welfare Canada

TABLE 13

FEDERAL GOVERNMENT EMPLOYMENT SUMMARY  
BY COMMUNITY AND SUB-REGION,  
FALL, 1976

Community	Total Employment	White			Inuit		
		Full	Part	Total	Full	Part	Total
<b>KEEWATIN</b>							
SUB-REGION							
Baker Lake	25	12	0	12	11	2	13
Chesterfield Inlet	5	3	0	3	1	1	2
Coral Harbour	24	13	1	14	10	0	10
Eskimo Point	14	5	0	5	8	1	9
Rankin Inlet	19	11	1	12	7	0	7
Repulse Bay	4	1	1	2	1	1	2
Whale Cove	5	1	0	1	2	2	4
Sub-Region Total	96	46	3	49	40	7	47
<b>ARCTIC COAST AND ISLANDS SUB-REGION</b>							
Arctic Bay	5	2	0	2	2	2	4
Cambridge Bay	62	53	1	54	8	0	8
Gjoa Haven	6	2	0	2	2	2	4
Grise Fiord	7	2	0	2	3	2	5
Hall Beach	21	15	0	15	2	4	6
Igloolik	14	6	0	6	7	1	8
Nanisivik	4	2	0	2	1	1	2
Pelly Bay	5	1	0	1	0	4	4
Pond Inlet	10	4	0	4	4	1	5
Resolute Bay	51	46	1	47	3	1	4
Spence Bay	9	5	0	5	3	1	4
Sub-Region Total	194	138	2	140	35	19	54
Regional Total	290	184	5	189	75	26	101

Source: InterGroup Consulting Economists Ltd. survey.

TABLE 14

FEDERAL GOVERNMENT PAYROLL SUMMARY BY COMMUNITY  
AND SUB-REGION, FALL, 1976

<u>Community</u>	<u>Total Payroll</u> (\$)	<u>White</u>			<u>Inuit</u>		
		<u>Ful 1</u>	<u>Part</u> (\$)	<u>Total</u>	<u>Full</u>	<u>Part</u> (\$)	<u>Total</u>
KEEWATIN SUB-REGION							
Baker Lake	324,000	202,000	0	202,000	120,800	1,200	122,000
Chesterfield Inlet	70,100	47,100	0	47,100	20,000	3,000	23,000
Coral Harbour	330,200	205,800	5,800	211,600	118,600	0	118,600
Eskimo Point	171,300	89,600	0	89,600	75,900	5,800	81,700
Rankin Inlet	267,300	188,100	7,800	195,900	71,400	0	71,400
Repulse Bay	31,500	16,000	3,000	19,000	7,500	5,000	12,500
Whale Cove	39,000	16,000	0	16,000	15,000	8,000	23,000
Sub-Region Total	1,233,400	764,600	16,600	781,200	429,200	23,000	452,200
ARCTIC COAST AND ISLANDS SUB-REGION							
Arctic Bay	53,000	30,000	0	30,000	15,000	8,000	23,000
Cambridge Bay	856,050	754,000	4,300	572,900	97,750	0	97,750
Gjoa Haven	65,000	30,000	0	30,000	27,000	8,000	35,000
Grise Fiord	79,200	36,700	0	36,700	34,500	8,000	42,500
Hall Beach	291,800	249,500	0	249,500	25,900	16,400	42,300
Igloolik	199,100	108,000	0	108,000	87,200	3,900	91,100
Nanisivik	58,600	36,700	0	36,700	18,000	3,900	21,900
Pelly Bay	37,300	15,000	0	15,000	0	22,300	22,300
Pond Inlet	127,700	72,300	0	72,300	51,500	3,900	55,400
Resolute Bay	1,047,400	1,005,300	6,600	1,011,900	31,500	4,000	35,500
Spence Bay	135,100	86,200	0	86,200	45,000	3,900	48,900
Sub-Region Total	2,950,250	2,423,700	10,900	2,434,600	433,350	82,300	515,650
Regional Total	4,183,650	3,188,300	27,500	3,215,800	862,550	105,300	967,850
Average Payroll Per Year	14,450	17,350	5,500	17,000	11,650	4,050	9,600

Source: InterGroup Consulting Economists Ltd. survey.

The Department of Economic Development of the Territorial government currently sponsors a program encouraging arts and crafts activities in selected settlements within the Study Region. The objectives of this program are to provide both training and employment opportunities for local residents (especially women, whose alternative employment prospects may be limited). With the exception of the managers, all participants in these projects are Inuit.

Table 15 details data supplied by the Industry and Commerce Division on estimated arts and crafts project activity in Study Region settlements during the 1976/1977 fiscal year. This table excludes project managers, data on whom are reported in the Territorial government section of this report. In the nine communities where projects have been scheduled, 68 full-time and 296 part-time positions are expected to be created, with a gross payroll in excess of \$535,000.

The communities where significant employment and income are anticipated from these projects are Gjoa Haven, Eskimo Point Rankin Inlet and Spence Bay. Together, these four communities account for over 75 per cent of all jobs and approximately 80 per cent of the payroll. On a sub-regional basis, Keewatin has by far the largest number of full-time positions (49 versus 19 for the Arctic Coast and Islands) and over 70 per cent of the total payroll.

The totals shown in Table 15, however, do not include all handicraft activity in the Study Region, i.e. in addition to the arts and crafts projects, co-operatives and at least one private company are involved in the purchase and sale of carvings, parkas and other items from local residents. Handicraft employment of this type is discussed below.

TABLE 15

~~DEPARTMENT OF ECONOMIC DEVELOPMENT~~  
~~1976/1977 ARTS AND CRAFTS~~  
 PROJECTS<sup>1)</sup> BY SETTLEMENT

	Inuit Participants <sup>2)</sup>			Gross Payroll		
	<u>Full</u>	<u>Part</u>	<u>Total</u>	<u>Full</u>	<u>Part</u>	<u>Total</u>
					(\$)	
<b>KEEWATIN SUB-REGION</b>						
Baker Lake	7	10	17	N/A	N/A	77,000
Chesterfield Inlet	1	20	21	N/A	N/A	8,000
Eskimo Point	2	82	84	N/A	N/A	128,000
Rankin inlet	38	12	50	N/A	N/A	163,000
Whale Cove	1	10	11	N/A	N/A	6,000
Sub-Region Total	<u>49</u>	<u>134</u>	<u>183</u>	<u>N/A</u>	<u>N/A</u>	<u>382,000</u>
<b>ARCTIC COAST AND ISLANDS SUB-REGION</b>						
Cambridge Bay	0	7	7	N/A	N/A	12,500
Gjoa Haven	2	90	92	N/A	N/A	48,000
Pelly Bay	1	20	21	N/A	N/A	7,000
Spence Bay	16	45	61	N/A	N/A	87,000
Sub-Region Total	<u>19</u>	<u>162</u>	<u>181</u>	<u>N/A</u>	<u>N/A</u>	<u>154,500</u>
Regional Total	<u><u>68</u></u>	<u><u>296</u></u>	<u><u>364</u></u>	<u><u>N/A</u></u>	<u><u>N/A</u></u>	<u><u>536,500</u></u>

N/A = Not available.

Source: Industry & Commerce Division,  
Development

Department of Economic

1) Excludes Keewatin Commercial Fishery, but includes Rankin Inlet Cannery.

2) Excludes project managers"



Another-source of employment generated under government auspices is local employment projects promoted by the Federal government throughout Canada.

During 1976, Canada Department of Manpower and Immigration sponsored a series of local employment projects in the Study Region, under the auspices of both the Local Initiatives Program (L.I.P.) and the Local Employment Assistance Program (L.E.A.P.). The majority of these projects operated for only part of the year, with the result that most employment generated here is of a part-time nature.

Table 16 summarizes 1976 L.I.P. and L.E.A.P. projects by community, including estimates of wages earned during the calendar year (the majority of L.I.P. projects, however, are conducted throughout the winter in these settlements). In total, L.I.P. and L.E.A.P. projects are estimated to have created 13 full-time jobs (L.E.A.P. projects) and 153 part-time jobs, with a total payroll to residents of approximately \$310,000. Most projects paid staff from \$125 - 140 per week.

In addition to staff on payroll and the local employment " projects discussed above, the Territorial and Federal governments generate considerable indirect employment through the use of private contractors who supply men and materials throughout the Study Region. One user of such services is the Northwest Territories Housing Corporation, which undertakes construction on new housing under programs such as the Northern Territorial Housing Program and the Public Housing Program. Depending upon location, construction of these houses may be the contractual responsibility of a Hamlet Council, a local co-operative or a private contractor. In 1976, the Corporation was actively engaged in new projects in all communities except Nanisivik, Pelly Bay and Whale Cove. Also, the Corporation contracts with local housing associations for the maintenance of these structures. (Maintenance activities undertaken by the Territorial

TABLE 16

L. I.P. AND L. E. A.P. PROGRAMACTIVITY IN POLAR GASSTUDY REGION, 1976

<u>Community</u>	<u>Project Description</u>	<u>Number of Jobs</u>	<u>1976 Project Duration</u>	<u>1976<sup>1)</sup> Estimated Gross Payrolls</u>
LOCAL INITIATIVES PROJECTS, 1975/1976				
Eskimo Point	Bilingual newspaper	3	January 1976 - May 1976	\$ 8,200
Eskimo Point	Arctic survival	3	January 1976 - May 1976	10,700
Hall Beach	Weaving and macrame	15	January 1976 - February 1976	10,200
Igloolik	Community center construction	7	January 1976 - June 1976	30,800
Pond Inlet	Garments	6	January 1976 - June 1976	14,000
Pond Inlet	Native Food Nutrition	16	January 1976 - May 1976	5,000
Baker Lake	Coffee Shop	6	January 1976 - June 1976	13,000
Baker Lake	Weaving	9	January 1976 - June 1976	17,600
Chesterfield Inlet	Community involvement	7	January 1976 - June 1976	8,000
Arctic Bay	Recreation improvements	4	January 1976 - April 1976	8,400
Arctic Bay	Sewing projects	6	January 1976 - June 1976	10,000

TABLE 16, Continued

L.I.P. AND L.E.A.P. PROGRAM  
ACTIVITY IN POLAR GAS  
STUDY REGION, 1976

<u>Community</u>	<u>Project Description</u>	<u>Number of Jobs</u>	<u>1976 Project Duration</u>	<u>1976<sup>1)</sup> Estimated Gross Payrolls</u>
LOCAL INITIATIVES PROJECTS 1976/1977				
Eskimo Point	Arctic survival	3	November 1976 - December 1976	\$ 3,400
Eskimo Point	Carving and souvenirs	7	November 1976 - December 1976	7,800
Pond Inlet	Garments	6	November 1976 - December 1976	4,000
Pond Inlet	Native food program	16	November 1976 - December 1976	3,400
Cambridge Bay	Newsletter	3	November 1976 - December 1976	3,400
Rankin Inlet	Self help	9	November 1976 - December 1976	8,400
Baker Lake	Hotel construction	7	November 1976 - December 1976	13,600
Rankin Inlet	Ceramics	6	November 1976 - December 1976	<b>8,000</b>
Chesterfield Inlet	Cultural program	4	November 1976 - December 1976	4,500
Rankin Inlet	Community radio	2	November 1976 - December 1976	2,200
LOCAL EMPLOYMENT ASSISTANCE PROGRAM				
Baker Lake	<b>Inuit Pitqosii</b>	7	Entire year	47,000
Spence Bay	Craft Shop	14	Entire year	70,000

Source: Canada Department of Manpower and Immigration.

1) Pro-rated share where applicable.

"government itself are excluded here, having been reported previously. )

Other Departments and agencies active in contracting work include Transport Canada and the Department of National Defence. The former Department had airport construction projects scheduled or underway at Baker Lake, Eskimo Point, Grise Fiord, Nanisivik, Pond Inlet and Rankin Inlet in 1976, while the Department of National Defence was involved in operating DEW Line stations. Most of the staff at these sites, however, were not military personnel, but rather civilians working under contract to a private firm (F.S.I. of Winnipeg). Discussions held with this contractor indicated that these civilians (aside from Inuit staff) have only limited contact with the settlements, on either a social or economic level. In contrast, Tower Company staff working for M.O.T. at Resolute Bay comprise one of the three distinct population groupings in that community.

Although the involvement of the Territorial and Federal Departments of Public Works in contract work was more limited, both these Departments also undertook construction projects in the Study Region during 1976. The focus of the G.N.W.T. Department was on the construction of houses, parking garages, and classrooms in a number of settlements, as well as a water and sewer installation in Rankin Inlet. In contrast, Federal D.P.W. concentrated on construction of nursing stations, post offices and R.C.M.P. detachments.

Since none of the contracting organizations discussed above maintained direct control over the hiring practices of contractors (other than to encourage hiring of Territorial residents in some cases), it was necessary to approach individual contractors in order to determine the extent to which local residents were employed on various projects. While work under-

taken by local contractors, eg. Co-operatives and Housing Associations, invariably utilized only local manpower (with the possible exception of skilled trades), the practice of outside contractors varied considerably. Many outside contractors interviewed indicated only limited use of local residents on such projects (primarily for unskilled work), either in response to a perceived lack of adequate local **labour** supply, or in response to a desire to maintain a construction team intact from project to project.

Several outside contractors commented on the intermittent work pattern of Inuit staff who might disappear for several days for hunting, trapping or other activities. This type of work pattern was cited as one additional reason why outside workers were preferred over local residents in these projects. Local organizations, on the other hand, either did not refer directly to this type of work pattern, or else indicated that "arrangements" were made to handle resulting fluctuations in work force size, eg. overtime work or extended construction deadlines.

Table 17 provides a breakdown of local **labour** force employed on government contract work in the Study Region, "by type of employer. F.S.I. of Winnipeg, for example, employs approximately 140 staff at the three DEW Line sites at or near Cambridge Bay, Pelly Bay and Hall Beach. 1) As stated previously, however, white civilian employees at these locations have only limited contact with the settlements concerned, and might therefore be best regarded as "non-local" in origin. The single largest employer (156 positions excluding summer part-time staff from

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1) Employment and payroll data for the Shepherd Bay DEW Line site, approximately 95 kilometers (60 miles) south of Spence Bay, were not available and have been excluded from Table 17 and from all subsequent tables.

TABLE 17

GOVERNMENT CONTRACT WORK: ESTIMATED  
1976 LOCAL EMPLOYMENT BY EMPLOYER  
AND SUB-REGION

<u>Employer</u>	<u>Contracting Agency</u>	<u>Total Employment</u>	<u>Full Time</u>		<u>Part Time</u>	
			<u>Keewatin</u>	<u>Arctic Coast &amp; Islands</u>	<u>Keewatin</u>	<u>Arctic Coast &amp; Islands</u>
F.S.I.	Department of National Defence	141	0	141	0	0
Tower Company <sup>1)</sup>	Ministry Of Transport Department of Public Works	156	0	80	49	27
Housing Contractors <sup>2)</sup>	Northwest Territories Housing Corporation	178	0	0	74	104
Housing Associations	Northwest Territories Housing Corporation	29	12	12	2	3
Other Contractors	Department of Public Works	56	0	0	33	23
<b>Total</b>		<u>560</u>	<u>12</u>	<u>233</u>	<u>158</u>	<u>157</u>

Source: InterGroup Consulting Economists Ltd. survey.

1) Excludes summer part-time staff from southern Canada.

2, includes Hamlet Councils in Coral Harbour and Pond Inlet, as well as other contractors engaged in erection of housing for the Northwest Territories Housing Corporation.

southern Canada) is Tower Company of Montreal, which in addition to its involvement at Resolute Bay was also engaged in construction projects during 1976 at Rankin Inlet, Baker Lake, Coral Harbour, Igloolik and Gjoa Haven.

Other contractors of note involved in construction work in the Study Region during 1976 included the Department of National Defence (airport construction at Pond Inlet and Eskimo Point), Coral Harbour Hamlet Council (Northwest Territories Housing Corporation construction), Ekaloktotiak Co-operative (Northwest Territories Housing Corporation construction at Cambridge Bay) and Sali Homes Ltd. of Kitchener, Ontario (Northwest Territories Housing Corporation construction at Eskimo Point).

While Table 17 does not include every organization in the Study Region providing contractual services to the Territorial or Federal governments, the table does incorporate results for the major suppliers of these services. Tables 18 and 19 (which detail wage employment and income levels by settlement) therefore represent reasonably good approximations of local employment and payrolls generated in the settlements by these activities, excluding casual work.

In total, 246 full-time and 314 part-time jobs are estimated to have been generated in the Study Region by government contract work during 1976 (including white civilian DEW Line employment but excluding municipal contract work). Full-time jobs are effectively restricted to operations at Resolute Bay, the DEW Line stations and Housing Association activity, while part-time jobs fall within the ambit of construction activity, which is of short duration.

Table 19 indicates that, including white civilian DEW Line activity, gross payrolls generated during 1976 in the Study Region amounted to \$7.0 million. For white employees, average

TABLE 18

GOVERNMENT CONTRACT WORK : EMPLOYMENT  
LEVELS BY SETTLEMENT, POLAR  
GAS STUDY REGION, 1976

	<u>Total Employ- ment</u>	<u>Full-Time Employment</u>			<u>part-Time Employment<sup>t</sup></u>		
		<u>White</u>	<u>Inuit</u>	<u>Total</u>	<u>White</u>	<u>Inuit</u>	<u>Total</u>
KEEWATIN SUB-REGION							
Baker Lake	35	0	2	2	0	33	33
Chesterfield Inlet	8	0	1	1	0	7	7
Coral Harbour	24	0	1	1	0	23	23
Eskimo Point	54	0	4	4	0	50	50
Rankin Inlet	47	0	2	2	0	45	45
Repulse Bay	0	0	0	0	0	0	0
Whale Cove	2	0	2	2	0	0	0
	<u>170</u>	<u>0</u>	<u>12</u>	<u>12</u>	<u>0</u>	<u>158</u>	<u>158</u>
Sub-Region Total							
ARCTIC COAST AND ISLANDS SUB-REGION							
Arctic Bay	7	0	0	0	0	7	7
Cambridge Bay	78	57	6	63	0	13	13
Qooa Haven	38	0	2	2	0	36	36
Grise Fiord	2	0	0	0	0	2	2
Hall Beach	74	60	9	69	0	5	5
Igloolik	39	0	2	2	1	36	37
Nanisivik	0	0	0	0	0	0	0
Pelly Bay	16	10	3	13	0	3	3
pond Inlet	41	0	1	1	0	40	40
Resolute Bay	86	60	21	81	0	5	5
Spence Bay	11	0	3	3	0	8	8
	<u>390</u>	<u>187</u>	<u>47</u>	<u>234</u>	<u>1</u>	<u>155</u>	<u>156</u>
Sub-Region Total							
Polar Gas Study Region Total	560	<u>187</u>	<u>59</u>	<u>246</u>	<u>1</u>	<u>313</u>	<u>314</u>

survey.

Source: Intergroup Consulting Economists Ltd.



TABLE 19

GOVERNMENT CONTRACT WORK: PAYROLL LEVELS BY SETTLEMENT,  
POLAR GAS STUDY REGION, 1976

	Total Payrolls	Full-Time Employment			Part-Time Employment		
		White	Inuit	Total	White	Inuit	Total
KEEWATIN SUB-REGION							
Baker Lake	83,600	0	15,200	15,200	0	68,400	68,400
Chesterfield Inlet	46,000	0	6,000	6,000	0	40,000	40,000
Coral Harbour	63,700	0	11,000	11,000	0	52,700	52,700
Eskimo Point	187,400	0	35,000	35,000	0	152,400	152,400
Rankin Inlet	124,000	0	17,000	17,000	0	107,000	107,000
Repulse Bay	0	0	0	0	0	0	0
Whale Cove	9,600	0	9,600	9,600	0	0	0
Sub-Region Total	514,300	0	93,800	93,800	0	420,500	420,500
ARCTIC COAST AND ISLANDS SUB-REGION							
Arctic Bay	29,200	0	0	0	0	29,200	29,200
Cambridge Bay	1,980,500	1,737,000	0	1,830,500	0	150,000	150,000
Gjoa Haven	185,500	0	93,500	19,000	0	166,500	166,500
Grise Fiord	3,800	0	19,000	19,000	0	3,800	3,800
Hall Beach	2,041,400	0	0	2,027,000	0	14,400	14,400
Igloodik	78,600	1,840,000	187,000	22,000	0	49,100	56,600
Nanisivik	0	0	22,000	0	0	0	0
Pelly Bay	387,000	0	0	0	0	0	0
Pond Inlet	182,000	310,000	54,500	364,500	0	22,500	22,500
Resolute Bay	1,433,000	0	9,500	9,500	0	172,500	172,500
Spence Bay	75,300	1,300,000	103,000	1,403,000	0	30,000	30,000
Sub-Region Total	6,396,300	5,187,000	517,500	5,704,500	0	46,300	46,300
Polar Gas Study Region Total	6,910,600	5,187,000	611,300	5,798,300	7,500	684,300	691,800
Average Income	12,350	27,700	10,350	23,600	7,500	3,550	3,550

SOURCE: InterGroup Consulting Economists Ltd. survey.

annual salaries were \$27,700, in comparison to \$4,600 for Inuit, who were primarily engaged in construction. Obviously, higher earnings for part-time work in the Study Region are constrained by the short construction season and (according to most employers) the very high concentration of Inuit in labourer and related jobs.

Municipal service activity is the final category of government employment to be examined in this sub-section. The provision of municipal services, eg. water delivery, sewage disposal, garbage and honeybag pick-up, is carried out under a variety of arrangements in the settlements in the Study Region. While Hamlet Councils (but not settlement councils) have the authority to provide their own municipal services, the standard practice is to contract out the labour component of municipal services, with the Territorial government supplying and usually maintaining the necessary equipment. As local government develops, however, it is anticipated that councils will increasingly internalize all of the above functions.

In a number of settlements, municipal services are provided under contract by the local co-operative> eg. Gjoa Haven, Pelly Bay, Resolute Bay (except water) and Spence Bay, while in other communities these services are provided by private individuals or firms, eg. Chesterfield Inlet, Cambridge Bay, Baker Lake, Eskimo Point, and Whale Cove. Since these organizations rarely confine themselves to the provision of municipal services, wage employment and payroll data for these contractors are not provided here, but rather are reported under private sector activity (data on municipal services being too difficult to separate from other activities).

Table 20, therefore, is restricted to employment data for those Hamlet Councils that provide their own municipal services.



As Table 20 indicates, Coral Harbour and Pond Inlet are among the communities that do not rely on outside contractors for these services. The totals exclude data pertaining to settlement council secretaries or managers hired by the N.W.T. government to assist in operation of local government, eg. Chesterfield Inlet, Eskimo Point; such staff are included in the totals for the Territorial government.

### 3.2 Private Sector Wage Economy

The private sector wage economy in the Study Region is by no means as developed as that which exists in southern Canada, or indeed, in northern centers such as Yellowknife. Not only is the range of goods and services offered relatively limited in comparison to other regions, but also there is little specialization in economic activity, i.e. most local businesses, in the Study Region must provide two or three different services in order to maintain their work force and ensure continuity of operations.

Briefly, the private sector wage economy consists of local co-operatives (including handicraft production) , stores operated by the Hudson's Bay Company, private mining and petroleum exploration firms, airlines, numerous sports fishing camps, the Nanisivik mine under development at Strathcona Sound and other local businesses. Since data on employment and payrolls relating to these private sector operations were frequently obtained on a confidential basis, it is not possible to document activity at the level of detail provided for the government sector. Table 21, therefore, provides a summary of employment and payrolls within the entire Study Region for each major category of employer in the private sector. Sub-regional totals for all employers are also provided. In summary, private sector activity in the Study Region in 1976 generated a total of 1186 jobs for local residents, with an estimated gross payroll of \$8.9 million.

TABLE 21

## PRIVATE SECTOR ACTIVITY IN POLAR

GAS STUDY REGION: SUMMARY OF  
EMPLOYMENT AND PAYROLLS, 1976

	Total <sup>1)</sup> Employ- ment	Employment by Ethnic Status		Employment by Level of Effort		Gross Payrolls  (\$)
		Inuit	White	Full	part	
Co-operatives	314	297	17	171	143	1,976,800
Handicrafts <sup>2)</sup>	267	267	0	0	267	371,000
Hudson's Bay Company	112	61	51	84	28	742,500
Mining Exploration	6	6	0	0	6	21,500
Petroleum Exploration	120	119	1	69	51	497,700
Nanisivik Mine and Townsite <sup>3)</sup>	116	48	68	116	0	2,727,000
Airlines	37	3	34	32	5	746,500
Sports Fishing Camps	29	29	0	0	29	58,800
Other Businesses	185	134	51	108	77	1,780,800
Total	1,186	964	222	580	606	8,922,600
Keewatin Sub-Region	452	404	48	179	273	2,325,000
Arctic Coast and Islands Sub-Region	734	560	174	401	333	6,597,600

SOURCE : InterGroup Consulting Economists Ltd. survey.

- 1) Includes only Territorial residents.
- 2) Excludes handicraft activity sponsored by Department of Economic Development.
- 3, Excludes Inuit from settlements outside Study Region, eg. Frobisher Bay.

The remainder of this sub-section examines each major category of private sector activity mentioned above in some detail. Where possible, additional documentation of activity is provided. This discussion begins with the co-operatives.

While co-operatives in the Northwest Territories are best known for their production of native handicrafts, eg. Sanavik Co-operative in Baker Lake, the majority of local co-operatives in the Study Region provide a wide variety of services to their settlements, ranging from retail store operations to the provision of municipal and construction services. In many settlements, co-operatives are the only private sector activity in the community other than the Hudson's Bay store.

Based upon personal contact and telephone conversations with managers of the co-operatives concerned, Table 22 has been prepared to summarize the types of services provided in each of the 18 settlements within the Study Region. As this table clearly illustrates, co-operatives are extensively involved in the provision of local goods and services, as well as in export sales of handicraft items. Since several co-operatives provided data in confidence, employment and payroll information on individual co-operatives cannot be released, but Table 21 does indicate that in 1976, the staff complement of the co-operatives within the Study Region was 314 employees, of which 171 were in full-time positions. By way of comparison, the Statistical Abstract published by the Territorial Department of Economic Development indicated that in 1974, 308 people were employed by these same co-operatives.

With the exception of 17 whites in full-time managerial or similar positions, all employees of the co-operatives are Inuit residents. Total payrolls are estimated at slightly under \$2.0 million for 1976, of which \$1.3 million has been

TABLE 22

CO-OPERATIVE ACTIVITY IN POLAR GAS STUDYREGION: SUMMARY OF SERVICES PROVIDED

ARCTIC BAY/ NANISIVIK	Kooniak Co-operative has been primarily involved in handicraft production and sales to date, but is currently expanding into retail grocery store operations at both Arctic Bay and Nanisivik. This co-operative also handles skins and the sale of gasoline in Arctic Bay.
BAKER LAKE	Sanavik Co-operative is engaged in the production of high quality prints, as well as the purchase of drawings and carvings. Sanavik Co-operative has recently taken over the operations of the Hanayee Co-operative, which sells gasoline in the community. The Sewing Centre (Miqsugvik Co-operative), which produces wall hangings and garments, has been listed previously as an arts and crafts project of the Department of Economic Development.
CAMBRIDGE BAY	Ekaloktoliak Eskimo Co-operative operates a fish packing plant on a seasonal basis, a craft shop and carving outlet, a hotel and most recently, a taxi service. In 1976, the co-operative has undertaken erection of housing for the N.W.T. Housing Corporation.
CHESTERFIELD INLET	Pitsiulak Co-operative has a retail store operation, delivers fuel oil and gasoline, and in addition is involved in the purchase and sale of furs. The co-operative has now discontinued handicraft activity as a losing proposition.
CORAL HARBOUR	Katudgevik Co-operative operates a general store, taxi and postal courier service, the Issungaaq Motel and it is the agency for several airlines. In addition, the co-operative delivers fuel oil and sells gasoline and naphtha.

TABLE 22, continued

CO-OPERATIVE ACTIVITY IN POLAR GAS STUDYREGION: SUMMARY OF SERVICES PROVIDED

ESKIMO POINT	Padlei Co-operative, in addition to operating a retail store, taxi and freight service, and the Ootakevik Motel, is also <b>involved in</b> fuel delivery, gasoline sales, <b>outfitting</b> , and the marketing of handicrafts. Recently, the co-operative has been involved in the purchase and sale of furs.
GJOA HAVEN	Kerkertak Co-operative operates a <b>retail</b> store in the settlement of Gjoa Haven, as well as delivering fuel oil and providing municipal services. The co-operative also acts as the agent for Northward Airlines, for scheduled flights into the community.
GRISE FIORD	The <b>Grise</b> Fiord Eskimo Co-operative is the only commercial establishment in the settlement, and is responsible for operation of a retail store, handling of handicrafts and furs and delivery of fuel oil. The co-operative is not currently involved in municipal contract work.
HALL BEACH	Hall Beach Eskimo Co-operative operates a small retail store, as well as handling the marketing of stone carvings. This co-operative has just recently begun a taxi service.
IGLOOLIK	<b>Igloolik</b> Co-operative is one of the <b>largest</b> co-operative organizations in the Northwest Territories. Its range of activities includes the following: retail store operation; furs and handicrafts; water and fuel oil delivery, sale of <b>gasoline</b> ; house, office and road construction; airline agent and freight handling.
PELLEY BAY	Koomuit Co-operative is engaged in a retail store operation <b>selling</b> groceries, <b>hardware</b> and some handicrafts. This co-operative is also involved in municipal contract work, in fuel delivery and as an agent for Northward Airlines. The co-operative also operates a fish plant.



TABLE 22, continued

CO-OPERATIVE ACTIVITY IN POLAR GAS STUDYREGION: SUMMARY OF SERVICES PROVIDED

POND INLET	Toonoonik - <b>Sahoonik</b> Co-operative operates a general store in the community, a sports fishing camp at <b>Koluktoo Bay</b> , an air freight service, and the hotel. In addition, the co-operative handles local handicraft sales, and the purchase and sale of furs. As of January, 1977, Toonoonik - <b>Sahoonik</b> will operate the weather reporting station in the community, with plans <b>to</b> open a second sports fishing camp at <b>Milne Inlet</b> in the summer of 1977.
RANKIN INLET	<b>Kissarvick</b> Co-operative is engaged in the operation of a retail store in Rankin Inlet, as well as being involved in fur and handicraft sales.
REPULSE BAY	<b>Naujat</b> Co-operative operates a large retail outlet in Repulse Bay, as well as handling soapstone and ivory carvings. The co-operative acts as an agent for airlines flying into Repulse Bay on scheduled service, as well as operating a small hotel. In common with other co-operatives, <b>Naujat</b> also handles fuel oil delivery and gasoline sales, but no municipal contracts. This co-operative has just started a <b>fibreglass</b> boat and canoe manufacturing facility.
RESOLUTE BAY	Resolute Bay Eskimo Co-operative operates both a retail outlet (primarily groceries) and a craft shop in the settlement, as well as being responsible for municipal services (except water delivery) and the delivery of fuel. The co-operative also deals in fur and fish.
SPENCE BAY	<b>Paleajook</b> Eskimo Co-operative runs a small store in <b>Spence Bay</b> , offering hardware items such as snowmobiles, boats and parts (no groceries). The co-operative has the responsibility for municipal services in the

TABLE 22, continued

CO-OPERATIVE ACTIVITY IN POLAR GAS STUDY  
REGION: SUMMARY OF SERVICES PROVIDED

settlement, as well as the contract for fuel oil delivery. In addition to acting as agent for Northward Airlines, **Paleajook** also handles handicrafts. In 1976, the co-operative erected houses in **Spence Bay** on behalf of Northwest Territories Housing Corporation.

WHALE COVE

**Issatik** Eskimo Co-operative operates the only store in the settlement of Whale Cove, as well as having responsibility for the taxi service and delivery of fuel oil. The co-operative is also involved in sale of handicrafts.

Source: InterGroup Consulting Economists Ltd.

allocated to the Arctic Coast and Islands sub-region, and the remainder to Keewatin.

The above totals, however, do not include local residents involved in supplying carvings or other handicrafts to the co-operatives on a piecework, commission or similar basis. The number of residents directly involved in this type of activity is very difficult to determine, given that carving is very much a "sideline" activity depending upon alternative employment opportunities and seasonal conditions. Some residents may, for example, produce only 1 or 2 pieces per year, while others will be far more prolific. Based upon the judgments of co-operative store managers and one private operator in Baker Lake, it is estimated that approximately 250-275 Inuit may have earned some "significant" income from carving in the Study Region during 1976, with at least an equivalent number involved in this activity on an intermittent basis. In total, income earned from this activity is tentatively estimated at \$375,000 although the majority of participants clearly earn less than \$1,000 per year from handicraft sales to the co-operatives.

Information supplied by the Arctic Co-operative Federation of Yellowknife and Canadian Arctic Producers of Ottawa also suggests that, with three or four major exceptions, the role of handicrafts as a source of income may be declining in these settlements. Within the Study Region, only Baker Lake, Repulse Bay, Arctic Bay and Pelly Bay co-operatives appear to have consistently and steadily engaged handicraft sales through one or the other of these two agencies. Together, these four co-operatives account for over 75 per cent of all income paid to handicraft workers during 1976, although only half of the 250-275 workers were located in these four settlements. In other

words, workers supplying handicrafts to these four co-operatives earned an average of approximately \$2,300 per person in 1976, compared to \$600 for all other handicraft workers in the Study Region.

Another major employer in the Study Region is the Hudson's Bay Company. The Bay maintains operations in all communities within the Study Region, with the exceptions of Grise Fiord, Nanisivik, Pelly Bay and Whale Cove. In addition to dealing in furs, The Bay also operates retail store outlets, selling groceries, clothing and hardware items to local residents. With a minimum of 48 employees in the Keewatin sub-region and 64 employees in the Arctic Coast and Islands (part-time employment levels were not available for some stores) the Hudson's Bay Company is a major employer within the Study Region.

Most stores operate under a structure consisting of a white manager, with Inuit acting as both full-time and part-time clerks. Of the 112 employees, 51 are white; of these, 48 are full-time. The remaining employees are of course Inuit. Total wages and salaries paid to staff during 1976 in the Study Region are estimated to be in excess of \$740,000 (excluding casuals).

Other major employers with headquarters outside the Study Region are the mining and petroleum exploration industries. During 1976, extensive mining exploration activity was undertaken in the Keewatin region, principally in the search for uranium and other metals. Although exploration expenditures in this region are estimated by the Department of Indian and Northern Affairs in Yellowknife to be of the order of \$20 million, this activity has not been translated into a large amount of employment for residents of the Study Region. As composite Table 21 indicates, only six part-time jobs (all for Inuit

residents) were created in 1976 as the result of this exploration activity. By and large, these jobs were concentrated either in water/soil sampling programs or in base camp maintenance activities.

The reasons for this low level of involvement are varied, and included: strong orientation in current exploration program to the use of highly skilled geological and other staff; no need to cut seismic lines (which has traditionally provided employment for native people in more southerly areas); Yellowknife base of operations, rather than a Keewatin settlement; and difficulty in utilizing Inuit for tasks such as water and soil sampling.

The Department of Indian and Northern Affairs expects the current level of exploration activity to continue for several years, and once diamond drilling commences, that the employment opportunities for local residents will improve. Overall, however, probably not more than 20-25 residents might be employed in actual exploration work.

Data on employment of local residents in petroleum exploration activity is readily available from publications of the Petroleum Industry Committee on the Employment of Northern Residents. For 1975/1976, the Petroleum Industry Committee indicates that residents of Arctic Bay, Baker Lake, Cambridge Bay, Pond Inlet and Spence Bay were employed by petroleum exploration companies (principally Panarctic Oils Limited and Polar Gas) for varying periods of time.

Table 23 summarizes the involvement of these five communities in petroleum exploration activity. Of the 114 men employed, 106 were from either Arctic Bay or Pond Inlet, with the remaining eight residents (all employed by Polar Gas) in the other three communities. In total, 410 man/months of work were generated from this employment, or an average of 3.6 man/months per employee.

TABLE 23

EMPLOYMENT OF POLAR GAS STUDY  
REGION RESIDENTS IN PETROLEUM  
EXPLORATION ACTIVITY, 1975/76

	Arctic Bay	Baker Lake	Cambridge Bay	Dond Inlet	Spence Bay	Total
	(number of persons)					
EMPLOYEES	40	3	1	66	4	114
JOB STATUS						
job completion	0	2	0	0	4	6
on rotation	22	0	0	47	0	69
self						
termination	18	0	0	17	0	35
terminated by						
employer	0	1	0	2	0	3
still employed	0	0	1	0	0	1
JOB CLASSIFICATION						
carpenters	2	0	0	2	0	4
electricians	0	0	0	1	0	1
- labourers	6	0	0	9	0	15
operators	5	0	0	19	0	24
roustabouts	27	0	0	30	0	57
- trainee						
operators	0	0	0	4	0	4
welders	0	0	0	1	0	1
other	0	3	1	0	4	8
MAN-MONTHS EMPLOYMENT	122	12	2	270	4	410

SOURCE : petroleum Industry Committee, Northern Resident  
Employment by the Oil Industry Working in the Yukon  
and Northwest Territories, 1975-1976 (Calgary: 1976)

In Arctic Bay and Pond Inlet, it has been the policy of Panarctic Oils to employ men from the community on a rotation basis, i.e. 20 consecutive days of employment at the work site, followed by 10 consecutive days in the community. 1) Since the Northwest Territories Labour Standards Ordinance (May, 1974 Office Consolidation) now prohibits work on exploration sites in excess of 191 hours per month, each resident works approximately 9.5 hours per day during this rotation period. As Table 23 indicates, the majority of employees from these two communities who have not otherwise terminated their employment work on rotation for Panarctic (69 employees on rotation versus 37 terminations).

Although the majority of residents employed in petroleum exploration work fall into the categories of **labourers**, equipment operators and roustabouts (96 of 114 positions), at least six employees work at skilled trades, namely carpenters, electricians and welders. The remainder of men employed worked either on special jobs for Polar Gas or as trainee operators .

A commuter employment program, as used by panarctic Oils, makes definition of "full-time" versus "part-time" work difficult . A review of detailed information supplied by the Petroleum Industry Committee, however, does indicate that the majority of those on rotation were employed in excess of 25 weeks per year (37.5 weeks, including time spent in the community) , while those who terminated their jobs worked on average less than 20 weeks per year. For this reason, residents working on rotation have been defined as working full-time, with the remainder allocated to the part-time category.

Composite Table 21 provides summary employment data on petroleum exploration activity in the Study Region, incorporating updated material on Polar Gas employment in 1976 not otherwise detailed

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1) Gourdeau (1973).

in Table' 23. In total, wages paid to the 120 employees are estimated to be in excess of \$495,000, or \$4,100 on average for each employee. Those working on rotation earned an average of \$5,200 per year.

Although the number of employees involved (especially Inuit) is not large, other employers of considerable significance in the Study Region are the airlines. Those airlines providing scheduled service into the Study Region include Transair, Calm Air, Pacific Western Airlines, Northward Airlines, Nordair, Kenn Borek Aviation and Survail. In addition, other airlines provide charter service on request, although with the exception of two operators at Resolute Bay, they do not maintain bases or agents in the study settlements.

In many of the communities where scheduled flights are operated, the practice of the airlines has been to engage local individuals or businesses to act as part-time agents to handle both passenger and freight traffic. As indicated in the previous discussion on co-operatives, the airlines frequently turn to the co-operatives to handle this function, eg. in Pelly Bay, Spence Bay, Resolute Bay, Igloolik, Coral Harbour, Pond Inlet and Repulse Bay. Based upon discussions with the airlines involved, it is estimated that 32 full-time staff (white residents only) are located within the Study Region, while agent and freight handling activities create another 19 part-time jobs, of which 14 are handled by either private businesses or co-operatives. Direct employment by the airlines (see Table 21) therefore consists of 32 full-time staff and 5 part-time staff, with total payrolls (excluding income to businesses and co-operatives) amounting to approximately \$745,000 in 1976.



One **private** sector activity relying almost entirely upon airline services for its existence is the sports fishing camp. Within the Study Region, there are 12 separate sports fishing camps in operation, excluding those allied to co-operatives or other local businesses in the settlements. These 12 camps, which are open during the summer months for fishing, are listed in Table 24 attached.

Data pertaining to employment and wage income of local residents were obtained through direct contact with operators. During 1976, only five of the twelve camps actually employed local residents, either as guides or cleaning staff around the camps. In at **least** one case, guiding employment was less than in previous years, given the number of exploration parties using the camp as a base of operation. In general, the 29 Inuit residents employed at these camps (see Table 21) for the very short fishing season were paid at or slightly above the minimum wage of \$3.00 per hour, plus board and room.

Discussions with operators of the remaining camps indicated that guiding and other staff were normally flown in from points in northern Manitoba or northern Saskatchewan, primarily because these points afforded direct air transport **access** to the camps. In the case of the Mosquito Lake camp, superstitions relating to Dubawnt Lake resulted in the operator being unable to hire staff from the Keewatin settlements.

Other private sector employers in the Study Region include the Nanisivik Mine at Strathcona Sound, and a variety of other businesses which have been grouped together for the purpose of analysis. The Nanisivik Mine is the first mine to be operated in the Study Region since the closure of the nickel mine at Rankin Inlet in the early 1960's. This mine development is a joint venture of Mineral Resources International, the Federal government, and two other firms. Rated capacity of

TABLE 24

SPORTS FISHING CAMPS  
1)  
IN POLAR GAS STUDY REGION

<u>Name of Camp</u>	<u>Location</u>
Arctic Outpost Camps	Victoria Island
<b>Chantrey</b> Inlet Outpost Camp	Chantrey Inlet
Daly Bay Fishing Camp	Daly Bay
High Arctic Sportsfishing Camp	Victoria Island
Jackson's Snowbird Lodge	Snowbird Lake
<b>Kasba</b> Lake Lodge	<b>Kasba</b> Lake
Keewatin Arctic Camps	South Henik Lake
Mosquito Lake Lodge .	<b>Dubawnt</b> Lake
Neultin Lake Tent Camp	<b>Neultin</b> Lake
Obre Lake Lodge	<b>Obre</b> Lake
<b>Smalltree</b> Lake Camp	<b>Smalltree</b> Lake
Snowbird Lake Lodge	Snowbird Lake

SOURCE : Department of Economic Development.

- 1) Excludes sportsfishing camps operated by Siniktarvik Ltd. of Rankin Inlet, Toonoonik-Sahoonik Co-operative of Pond Inlet; also Baker Lake Lodge, formerly allied with **Chantrey** Inlet Outpost Camp.

the mine is 1,500 tons per day of zinc-lead-silver ore, with annual production expected to approximate 130,000 tons of zinc concentrates and 10,000 tons of lead concentrates.

This development (which includes a road linking the mine to Arctic Bay) involves the use of a resident labour force, in addition to construction and supervisory staff from the south. Information supplied by the operator indicates that during 1976, approximately 48 positions were filled by Study Region Inuit, primarily in construction activity. As Table 25 indicates, the vast majority of the residents employed on this project were from Arctic Bay (37.5 per cent) or Igloolik (29.2 per cent), with the remaining 33.3 per cent from other settlements. Total payroll for both white and Study Region Inuit has been estimated as being in excess of \$2.7 million.

Once the mine is fully in operation and all related infrastructure is in place, labour force at the mine is expected to stabilize around 150, with a target of 60 per cent Inuit.

In addition to the private sector activity described above, there are other local businesses in a number of the settlements within the Study Region. As expected, the majority of these businesses are concentrated in the larger centers such as Baker Lake, Cambridge Bay, Rankin Inlet and Resolute Bay. Services offered by these businesses generally involve such functions as contracting, sale of petroleum products, and snowmobile sales and service.

Table 26 provides a listing of small businesses by settlement. This list has been compiled from the 1976/1977 Northern Canada Business Directory (published by the Research Institute of Northern Canada), and with other sources. Those businesses marked with an asterisk (\*) were contacted, and information on 1976 wage employment and income obtained. The more significant employers within this category of business include

TABLE 25

NANISIVIK MINE DEVELOPMENT:  
EMPLOYMENT OF STUDY REGION RESIDENTS<sup>1)</sup>

STUDY REGION INUIT	
Arctic Bay	18
<b>Igloolik</b>	14
Pond Inlet	2
Hall Beach	3
Rankin Inlet	4
<b>Gjoa Haven</b>	1
Cambridge Bay	3
Resolute Bay	3
Sub-Total Study Region	<u>48</u>
INUIT FROM ELSEWHERE IN THE NORTHWEST TERRITORIES	
Frobisher Bay	9
Pangnirtung	2
Coppermine	<u>3</u>
Sub-Total Other	14
WHITE LABOUR FORCE <sup>2)</sup>	68
TOTAL EMPLOYMENT	116

SOURCE : Strathcoma Mineral Services Ltd.

1) November 1976

2) from southern Canada.

TABLE 26

OTHER LOCAL BUSINESS ACTIVITIES:  
POLAR GAS STUDY REGION, 1976

Company	Services
ARCTIC BAY	
* High Arctic Enterprises	Coffee shop, pool room
BAKER LAKE	
* David Aksawnee	Municipal services
* Iglu Ltd.	<b>Hotel</b> , restaurant
* T. Kabloona	Northwest Territories Housing Corporation Construction
J. Mautuaritnaaq	Freighting
* Nunamuit Company Ltd.	Handicrafts
* Garry R. Smith and Company Ltd.	General contractor, taxi service, airline agency
Louis Tapatai	Snowmobile repairs and parts
* Ladies' Store	Handicraft sales
CAMBRIDGE BAY	
* CN Telecommunications	Telephone service
* Mach Arctic Company Ltd.	Snowmobiles, hauling
* Fred H. Ross & Associates	Municipal services, petroleum
CHESTERFIELD INLET	
* Arthur Kattegatsiak	Water delivery
* Paul Sammurtuk	Solid waste disposal
CORAL HARBOUR	
Tooma Nets <sub>er</sub>	Freighting, tourist charters

TABLE 26, continued  
OTHER LOCAL BUSINESS ACTIVITIES:  
POLAR GAS STUDY REGION, 1976

Company	Services
ESKIMO POINT	
Caribou Clothing Store	Clothing
* Fix-it Shop (Joe Manik)	Municipal services, retail store, snowmobiles
* Mark's Mini Mall	Sporting goods, retail store
GJOA HAVEN	
* CN Telecommunications	Telephone service
PELLY BAY	
* CN Telecommunications	Telephone service
POND INLET	
* Steltner Development and Manufacturing Ltd.	Mapping and surveying
RANKIN INLET	
* Anaka Coffee Shop	Coffee shop and billiards
* Canadian Imperial Bank of Commerce	Bank
* Brian Hansen Company (Gordon Webb)	Airline agent, taxi, freighting, aircraft fuel
Kudlik Electric Ltd.	Electrical contracting
* K.B. Sharp Enterprises Ltd.	Commercial fishing, construction, snowmobiles, freighting
* Siniktarvik Ltd.	Hotel, construction, sports fishing outfitters

TABLE 26, continued

OTHER LOCAL BUSINESS ACTIVITIES:POLAR GAS STUDY REGION, 1976

Company	Services
REPULSE BAY	
Jack Anawak	Snowmobile repairs and parts
Bill Beveridge	Coffee shop, giftwares
RESOLUTE BAY	
Jaybeddie Amarolik	Water delivery
* Canadian Imperial Bank of Commerce	Bank
* Crothers Arctic	Heavy equipment
Geophysical Services Ltd.	Geophysical services
J.C.A. Audio Rentals	Audio rentals
* Kenmac Consulting	Consulting
* North Magnetic Construction	Construction
* Sun Oil	Oil exploration
* Imperial Oil Ltd.	Fuel
* Narwhal Construction	Construction
SPENCE BAY	
* CN Telecommunications	Telephone service
WHALE COVE	
* Angoo's Municipal Services	Municipal services
Kaludjah Ski-doo	Snowmobile repairs

SOURCE : Research Institute of Northern Canada, Northern Canada Business Directory, 1976-1977. Yellowknife, 1976; Department of Economic Development.

\* Businesses contacted.

Garry R. Smith and Company, Ltd., Iglu Ltd. and Nunamiut Company of Baker Lake; Fred H. Ross and Associates Ltd. of Cambridge Bay; Brian Hansen Company Ltd., K.B. Sharp Enterprises Ltd. and Siniktarvik Ltd. of Rankin Inlet; and North Magnetic Construction of Resolute Bay.

Table 21 provides summary data on the activities of local businesses during 1976. In total, 108 full-time jobs and 77 part-time jobs were created by the employers contacted, with a total payroll estimated at \$1.8 million; of these jobs, 134 were held by Inuit, of which 66 were full-time positions.

### 3.3 Settlement Employment and Wage Income Levels

Utilizing data from the two previous sections on government and private sector activity in the Study Region, this section of the report summarizes wage employment patterns on a settlement by settlement basis. For convenience, public and private sector data have been cross-classified by type of job, level of income and ethnic status. Where possible, these data have been compared to data in previous studies prepared by Polar Gas or by other organizations.

Tables 27, 28, and 29 summarize the data for the two sub-regions, by sector (public or private), type of job (full-time or part-time) and ethnic status (Inuit or white). Table 27 provides data relating to number of residents employed in the settlement, with the notation that part-time employment refers primarily to permanent part-time and seasonal work, but may also include some casual work, eg. during sealift. Table 28 provides data on wage employment income, including northern allowances where relevant but excluding such items as the value of subsidized passage or board and room. Finally, Table 29 indicates the average wage income level, by type of work and ethnic status for the eighteen settlements and two sub-



TABLE 27

1976 ESTIMATED WAGE EMPLOYMENT LEVELS IN POLAR GAS  
STUDY REGION, BY SETTLEMENT, SUB-REGION, SECTOR,  
TYPE OF EMPLOYMENT AND ETHNIC STATUS

	Employment		Full-Time			Part-Time <sup>1)</sup>		
	Total	Per Cent	White	Inuit	Total	White	Inuit	Total
KEEWATIN SUB-REGION								
Baker Lake								
Public sector	148	50.5	28	46	74	1	73	74
Private sector	145	49.5	13	33	46	1	98	99
Total	293	100.0	41	79	120	2	171	173
Chesterfield Inlet								
Public sector	59	81.9	9	10	19	0	40	40
Private sector	13	18.1	3	8	11	0	2	2
Total	72	100.0	12	18	30	0	42	42
Coral Harbour								
Public sector	70	82.4	22	20	42	1	27	28
Private sector	15	17.6	4	9	13	0	2	2
Total	85	100.0	26	29	55	1	29	30
Eskimo Point								
Public sector	202	77.4	22	30	52	0	150	150
Private sector	59	22.6	3	23	26	2	31	33
Total	261	100.0	25	53	78	2	181	183
Rankin Inlet								
Public sector	183	58.3	39	67	106	1	76	77
Private sector	131	41.7	18	51	69	0	62	62
Total	314	100.0	57	118	175	1	138	139
Repulse Bay								
Public sector	17	19.3	7	7	14	1	2	3
Private sector	71	80.7	3	7	10	0	61	61
Total	88	100.0	10	14	24	1	63	64
Whale Cove								
Public sector	30	62.5	5	12	17	1	12	13
Private sector	18	37.5	0	4	4	1	13	14
Total	48	100.0	5	16	21	2	25	27
KEEWATIN SUB-REGION								
Public sector	709	61.1	132	192	324	5	380	385
Private sector	452	38.9	44	135	179	4	269	273
Total	1,161	100.0	176	327	503	9	649	658

TABLE 27 (continued)

1976 ESTIMATED WAGE EMPLOYMENT LEVELS IN POLAR GAS  
STUDY REGION, BY SETTLEMENT, SUB-REGION, SECTOR,  
TYPE OF EMPLOYMENT AND ETHNIC STATUS

	Employment		Full-Time			Part-Time <sup>1)</sup>		
	Total	Per Cent	White	Inuit	Total	White	Inuit	Total
ARCTIC COAST AND ISLANDS SUB-REGION								
Arctic Bay/Nanisivik								
Public sector	49	16.8	13	5	18	0	21	21
Private sector	193	93.2	74	78	152	0	41	41
Total	232	100.0	87	83	170	0	62	62
Cambridge Bay								
Public sector	198	69.0	145	28	173	1	24	25
Private sector	89	31.0	17	18	35	3	51	54
Total	287	100.0	162	46	208	4	75	79
Gjoa Haven								
Public sector	149	85.1	9	12	21	0	128	128
Private sector	26	14.9	3	12	15	1	10	11
Total	175	100.0	12	24	36	1	138	139
Grise Fiord								
Public sector	16	23.5	5	7	12	0	4	4
Private sector	52	76.5	1	3	4	0	48	48
Total	68	100.0	6	10	16	0	52	52
Hall Beach								
Public sector	123	83.8	83	16	99	0	24	24
Private sector	31	16.2	7	1	8	0	23	23
Total	154	100.0	90	17	107	0	47	47
Igloolik								
Public sector	83	68.0	17	21	38	1	44	45
Private sector	39	32.0	5	18	23	1	15	16
Total	122	100.0	22	39	61	2	59	61
Pelly Bay								
Public sector	51	50.0	17	7	24	0	27	27
Private sector	51	50.0	1	9	10	0	41	41
Total	102	100.0	18	16	34	0	68	68

TABLE 27 (continued)

1976 ESTIMATED WAGE EMPLOYMENT LEVELS IN POLAR GAS  
STUDY REGION, BY SETTLEMENT, SUB-REGION, SECTOR,  
TYPE OF EMPLOYMENT AND ETHNIC STATUS

	Employment		Full-Time		Part-Time <sup>1)</sup>			
	Total	Per Cent	White	Inuit	Total	White	Inuit	Total
ARCTIC COAST AND ISLANDS SUB-REGION, continued								
Pond Inlet								
Public sector	115	44.6	17	13	30	0	85	85
Private sector	143	55.4	6	78	84	0	59	59
Total	258	100.0	23	91	114	0	144	144
Resolute Bay								
Public sector	152	65.2	117	28	145	1	6	7
Private sector	81	34.8	47	5	52	1	28	29
Total	233	100.0	164	33	197	2	34	36
Spence Bay								
Public sector	116	80.0	16	36	52	0	64	64
Private sector	29	20.0	4	14	18	2	9	11
Total	145	100.0	20	50	70	2	73	75
ARCTIC COAST AND ISLANDS SUB-REGION								
Public sector	1,042	58.3	439	173	612	3	427	430
Private sector	734	41.7	166	235	401	8	325	333
Total	1,776	100.0	605	408	1,013	11	752	763
POLAR GAS STUDY REGION								
Public sector	1,751	59.4	571	365	936	8	807	815
Private sector	1,186	40.6	210	370	580	12	594	606
Total	2,937	100.0	781	735	1,516	20	1,401	1,421

SOURCE : InterGroup Consulting Economists Ltd. survey.

1) Refers primarily to permanent part-time and seasonal employment, but may include some casual work.

TABLE 28

1976 ESTIMATED WAGE EMPLOYMENT INCOME IN POLAR GAS  
STUDY REGION, BY SETTLEMENT, SUB-REGION, SECTOR,  
TYPE OF EMPLOYMENT AND ETHNIC STATUS

	Wage Employment Income							
	Income		Full-Time			Part-Time <sup>1)</sup>		
	Total	Per Cent	White	Inuit	Total	White	Inuit	Total
			[\$000)			(\$000)		
KEEWATIN SUB-REGION								
Baker Lake								
Public sector	1,136	68.9	504	474	978	4	154	158
Private sector	513	31.1	79	253	332	4	177	181
Total	1,649	100.0	583	727	1,310	8	331	339
Chesterfield Inlet								
Public sector	355	78.7	167	124	291	0	64	64
Private sector	96	21.3	30	58	88	0	8	8
Total	451	100.0	197	182	379	0	72	72
Coral Harbour								
Public sector	670	83.2	371	222	593	6	70	76
Private sector	135	16.8	48	81	129	0	7	7
Total	805	100.0	419	303	722	6	77	83
Eskimo Point								
Public sector	1,163	80.4	424	336	759	0	403	403
Private sector	283	19.6	34	181	216	13	55	68
Total	1,446	100.0	458	517	975	13	458	471
Rankin Inlet								
Public sector	1,350	57.6	726	471	1,197	8	148	153
Private sector	993	42.4	250	559	809	0	184	184
Total	2,343	100.0	976	1,030	2,006	8	329	337
Repulse Bay								
Public sector	222	50.0	131	77	208	3	11	14
Private sector	221	50.0	47	46	93	0	129	129
Total	443	100.0	178	123	301	3	140	143
Whale Cove								
Public sector	225	72.9	98	108	207	7	11	18
Private sector	84	27.1	0	55	54	8	21	29
Total	309	100.0	98	163	261	15	32	47
KEEWATIN SUB-REGION								
Public sector	5,119	68.8	2,421	1,812	4,233	28	858	886
Private sector	2,326	31.2	488	1,233	1,721	24	581	605
Total	7,445	100.0	2,909	3,045	5,954	52	1,439	1,491

TABLE 28 (continued)

1976 ESTIMATED WAGE EMPLOYMENT INCOME IN POLAR GAS  
STUDY REGION, BY SETTLEMENT, SUB-REGION, SECTOR,  
TYPE OF EMPLOYMENT AND ETHNIC STATUS

	Wage Employment Income								
	Income		Full-Time		Part-Time <sup>1)</sup>				
	Total	Per Cent	White	Inuit	Total	White	Inuit	Total	
		(\$000)				(\$000)			
ARCTIC COAST AND ISLANDS SUB-REGION									
Arctic Bay/Nanisivik									
Public sector	361	10.0	237	61	298	0	63	63	
Private sector	3,248	90.0	1,569	1,452	3,021	0	227	227	
Total	3,609	100.0	1,806	1,513	3,319	0	290	290	
Cambridge Bay									
Public sector	3,676	88.5	3,124	381	3,505	4	167	171	
Private sector	476	11.5	266	125	391	3	82	85	
Total	4,152	100.0	3,390	506	3,896	7	249	256	
Gjoa Haven									
Public sector	507	75.0	160	145	305	0	202	202	
Private sector	169	25.0	27	93	120	6	43	49	
Total	676	100.0	187	238	425	6	245	251	
Grise Fiord									
Public sector	209	77.1	102	95	197	0	12	12	
Private sector	62	22.9	12	25	37	0	25	25	
Total	271	100.0	114	120	234	0	37	37	
Hall Beach									
Public sector	2,543	95.6	2,227	275	2,502	0	41	41	
Private sector	117	4.4	97	5	102	0	15	15	
Total	2,660	100.0	2,324	280	2,604	0	56	56	
Igloolik									
Public sector	682	67.2	323	268	591	7	84	91	
Private sector	333	32.8	66	220	286	2	45	47	
Total	1,015	100.0	389	488	877	9	129	138	
Pelly Bay									
Public sector	571	76.7	426	96	522	0	50	50	
Private sector	172	23.3	18	79	97	0	74	74	
Total	743	100.0	444	175	619	0	124	124	



TABLE 29

1976 ESTIMATED WAGE EMPLOYMENT AVERAGE INCOME IN POLAR GAS  
STUDY REGION, BY SETTLEMENT, SUB-REGION, SECTOR,  
TYPE OF EMPLOYMENT AND ETHNIC STATUS

	Average Wage Employment Income						
	Average Income	Full-Time			Part-Time <sup>L7</sup>		
		White	Inuit	Av. <sup>2)</sup>	White	Inuit	Av. <sup>2)</sup>
	(\$000)	(\$000)					(\$000)
KEEWATIN SUB-REGION							
Baker Lake							
Public sector	7.68	18.00	10.30	13.22	4.00	2.11	2.14
Private sector	3.54	6.08	7.67	7.22	4.00	1.81	1.83
Total	5.63	14.22	9.20	10.92	4.00	1.94	1.96
Chesterfield Inlet							
Public sector	6.01	18.57	12.40	15.32	0	1.59	1.59
Private sector	7.40	10.07	7.25	8.02	0	4.00	4.00
Total	6.26	16.44	10.11	12.64	0	1.70	1.70
Coral Harbour							
Public sector	9.57	16.85	11.13	14.13	5.80	2.62	2.73
Private sector	9.01	11.88	8.99	9.88	0	3.35	3.35
Total	9.47	16.09	10.47	13.12	5.80	2.67	2.77
Eskimo Point							
Public sector	5.76	19.25	11.20	14.61	0	2.69	2.69
Private sector	4.80	11.47	7.88	8.29	6.45	1.77	2.05
Total	5.54	18.32	9.76	12.50	6.45	2.53	2.57
Rankin Inlet							
Public sector	7.38	18.62	7.03	11.29	7.80	1.91	1.99
Private sector	7.58	13.90	10.96	11.73	0	2.97	2.97
Total	7.46	17.13	8.73	11.46	7.80	2.39	2.43
Repulse Bay							
Public sector	13.05	18.71	10.93	14.82	3.00	5.70	4.80
Private sector	3.12	15.53	6.64	9.32	0	2.11	2.11
Total	5.04	17.76	8.79	12.53	3.00	2.22	2.23
Whale Cove							
Public sector	7.50	19.60	9.05	12.15	7.40	0.92	1.42
Private sector	4.64	0	13.65	13.65	7.50	1.65	2.07
Total	6.43	19.60	10.20	12.44	7.45	1.30	1.76
KEEWATIN SUB-REGION							
Public sector	7.22	18.34	9.44	13.06	5.60	2.26	2.31
Private sector	5.14	11.09	6.89	9.62	6.10	2.16	2.21
Total	6.41	16.53	6.05	11.84	5.78	2.22	2.27

TABLE 29 (continued)

1976 ESTIMATED WAGE EMPLOYMENT AVERAGE INCOME IN POLAR GAS  
STUDY REGION, BY SETTLEMENT, SUB-REGION, SECTOR,  
TYPE OF EMPLOYMENT AND ETHNIC STATUS

	Average Wage Employment Income						
	Average Income	Full-Time			Part-Time <sup>1)</sup>		
		White	Inuit	Av. <sup>2)</sup>	White	Inuit	Av. <sup>2)</sup>
(\$000)	(\$000)			(\$000)			
<b>ARCTIC COAST AND ISLANDS SUB-REGION</b>							
Arctic Bay/Nanisivik							
Public sector	9.26	18.21	12.20	16.54	0	3.02	3.02
Private sector	<b>16.83</b>	21.20	18.62	19.88	0	5.53	5.53
Total	15.56	20.75	18.24	19.52	0	4.68	4.68
Cambridge Bay							
Public sector	18.57	21.54	13.62	20.26	4.30	6.94	6.84
Private sector	5.35	15.63	6.96	11.17	0.90	1.61	1.57
Total	14.47	20.92	11.01	18.73	1.75	3.32	3.24
Gjoa Haven							
Public sector	3.41	17.78	12.08	14.52	0	1.58	1.58
Private sector	6.49	8.90	7.76	7.99	6.10	4.29	4.45
Total	3.86	15.56	9.92	11.80	6.10	1.78	1.81
Grise Fiord							
Public sector	13.07	20.34	13.64	16.44	0	2.95	2.95
Private sector	1.19	12.00	8.33	9.25	0	0.52	0.52
Total	3.99	18.95	12.05	14.64	0	0.71	0.71
Hall Beach							
Public sector	19.72	26.84	17.18	25.28	0	1.71	1.71
Private sector	3.76	13.89	5.00	12.78	0	0.63	0.63
Total	17.27	25.83	16.46	24.34	0	1.18	1.18
Igloolik							
Public sector	8.22	19.00	12.77	15.56	7.50	1.90	2.03
Private sector	8.53	13.16	12.22	12.43	1.80	3.02	2.94
Total	8.32	17.67	12.52	14.38	4.65	2.19	2.27
Pelly Bay							
Public sector	11.20	25.06	13.64	21.73	0	1.84	1.84
Private sector	3.30	18.00	7.90	8.82	0	1.82	1.82
Total	7.21	24.67	10.26	17.67	0	1.83	1.83



TABLE 29 (continued)

	Average Wage Employment Income						
	Average Income (\$000)	Full-Time			Part-Time <sup>1)</sup>		
		White	Inuit	Av. <sup>2)</sup>	White	Inuit	Av. <sup>2)</sup>
		(\$000)			(\$000)		
ARCTIC COAST AND ISLANDS SUB-REGION, continued							
Pond Inlet							
Public sector	6.03	19.60	12.08	16.34	0	2.39	2.39
Private sector	4.73	9.68	6.98	7.18	0	1.25	1.25-
Total	5.31	17.01	7.71	9.59	0	1.92	1.92
Resolute Bay							
Public sector	18.06	21.49	6.77	18.65	6.60	5.67	5.80
Private sector	14.03	21.68	6.72	20.23	7.70	2.75	2.90
Total	16.66	21.54	6.76	19.07	6.80	2.27	3.47
Spence Bay							
Public sector	5.84	17.19	8.11	10.90	0	1.72	1.72
Private sector	7.17	10.35	9.73	9.87	5.45	2.11	2.73
Total	6.10	15.80	8.56	10.64	5.45	1.77	1.87
ARCTIC COAST AND ISLANDS SUB-REGION							
Public sector	12.16	22.15	11.33	19.09	6.13	2.26	2.29
Private sector	8.98	19.11	11.53	14.68	3.63	2.10	2.13
Total	10.79	21.31	11.46	17.34	5.18	2.19	2.22
POLAR GAS STUDY REGION							
Public sector	10.16	21.27	10.33	17.00	5.75	2.26	2.30
Private sector	7.52	17.43	10.67	13.12	4.42	2.12	2.16
Total	9.06	20.24	10.50	15.52	4.95	2.20	2.24

Source : InterGroup Consulting Economists Ltd. survey.

1) Refers primarily to permanent part-time and seasonal employment, but may include some casual work.

2) Weighted Average.

Table 28 demonstrates that for both sub-regions and the Study Region as a whole, public sector employment is larger than private sector employment, by a factor of 50 per cent, i.e. 60 per cent in government sector versus 40 per cent in the private sector. In only seven of the eighteen communities (Arctic Bay, Baker Lake, Grise Fiord, Nanisivik, Pelly Bay, Pond Inlet and Repulse Bay) do private sector employment levels actually exceed those of the public sector, primarily as the result of a high concentration of part-time Inuit employment in handicraft and L.E.A.P./L.I.P. programs, the latter sponsored by the Federal government.

If full-time employment is considered alone, only three settlements remain in the category of having more private than public sector employees. These communities are Arctic Bay, Nanisivik and Pond Inlet, from which Panarctic Oils and Nanisivik Mines draw the majority of their Inuit labour force in the Study Region. In most other settlements, approximately 35 to 40 per cent of full-time employees are in the private sector; the only exceptions to the rule are the more isolated settlements of Coral Harbour, Grise Fiord, Hall Beach and Whale Cove, as well as Resolute Bay, where a very high proportion of Tower Company staff are stationed, working under contract to M.O.T. but considered as public sector employees.

Precisely the reverse situation holds for part-time employment (excluding casual employment, for which very little data was available). Here, government is the major generator of this type of employment, with programs directed at arts and crafts, basic skills training and local employment (L.I.P./L.E.A.P.). As Table 27 makes clear, the vast majority of part-time employment is directed towards the Inuit population (for relatively low annual wages; see Table 29), with very little white part-time employment in either the public or private sectors.

Settlements with very high concentrations of part-time employment include Eskimo Point, Baker Lake, Rankin Inlet, Pond Inlet and Gjoa Haven.

Within the Study Region, the number of full-time and part-time positions are roughly in balance, at 1,400 apiece. For the **Inuit labour** force, however, the number of part-time positions is approximately double that of full-time positions.

Table 28 summarizes wage employment income (including net handicraft income) for the Polar Gas Study Region. In total, approximately \$26.7 million of wage income is estimated to have been generated from all sources in 1976, with \$17.7 million from public sector activity (as defined previously) and the remainder from the private sector. Of this total wage income, over 85 per cent was generated by full-time employment and 15 per cent by part-time employment. Since, as was stated above, the number of full-time and part-time positions is approximately equal, this distribution would imply that average income for full-time workers is over six times higher than for part-time workers, at \$15,500 and \$2,250 respectively (see Table 29 for additional detail).

When wage employment income is analyzed by ethnic status, it is clear that the white labour force captures the lion's share of income, on both a total and average income basis. The share of total wage income accruing to whites, for example, is 9.5 per cent, versus 40.5 per cent for Inuit. By way of comparison, full-time white workers in the Study Region earned an average of \$20,200 versus \$10,500 for full-time Inuit workers, and \$2,200 for part-time Inuit workers.

## 4. COMMUNITY INCOME

Income as defined **for** the purposes of this section includes both cash income and non-cash income received during 1976 by residents of the Study Region. Cash income includes earned receipts from wage employment and commercial resource harvesting (both sources having been discussed in detail previously), as well as non-earned receipts in the form of training allowances, **social** assistance, **family allowance**, old age security payments, and payments from the Canada Pension Plan. Non-cash items in theory would include both the value of country food consumed, and the value (to the recipient) of subsidized rent and passage home.

Table 30 presents summary data for each settlement and sub-region within the Polar Gas Study Region, by sources of income discussed above. Excluded from this Table are Canada Pension Plan income, Unemployment Insurance benefits, and the value of subsidized rent and passage home, for which data are not readily available. Other sources of income are, however, documented.

The table indicates that, for the 18 communities examined, cash income represented approximately 80 per cent of total income documented, with the remainder being the value of country food. Communities with especially high reliance on country food for income include Whale Cove (46 per cent of total income), Grise Fiord (42 per cent), Repulse Bay (38 per cent), Pond Inlet (37 per cent), Baker Lake (34 per cent), and Eskimo Point (31 per cent). In general, Keewatin sub-region communities relied more heavily on country food (27 per cent) than do the Arctic Coast and Island communities.<sup>1)</sup>

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1) The value of country food as defined in Table 30 excludes the domestic fishery.

TABLE 30

## INCOME RECEIVED IN THE POLAR GAS STUDY REGION BY SETTLEMENT 1976

	Wage Employ- ment	Commer- cial Harvest- ing	Train- ing Allow- ances <sup>1)</sup>	Social Assistance <sup>2)</sup>		Family Allow- ance <sup>3)</sup>	Sub- Total Cash Income	Value <sup>4)</sup> of Country Food	Total <sup>5)</sup> Income
				Economic	Other				
KEEWATIN SUB-REGION									
Baker Lake	1,649	60	18	58	82	142	2,009	1,019	3,028
Chesterfield Inlet	451	15	19	6	44	49	584	209	793
Coral Harbour	805	108	19	8	22	67	1,029	210	1,239
Eskimo Point	1,446	85	19	63	149	113	1,875	827	2,702
Rankin Inlet	2,343	66	33	36	56	107	2,641	399	3,040
Repulse Bay	443	50	18	13	9	46	579	359	938
Whale Cove	309	28		25	28	33	423	366	789
Sub-Total	7,446	412	126	209	390	557	9,140	3,389	12,529
Per Cent	59.5	3.3	1.0	1.7	3.1	4.4	73.0	27.0	100.0
ARCTIC COAST AND ISLANDS SUB-REGION									
Arctic Bay	3,532	58	18	7	45	51	3,711	1,149	4,860
Cambridge Bay	4,152	172	19	64	77	135	4,619	207	4,826
Gjoa Haven	676	58	3	119	53	64	973	164	1,137
Grise Fiord	271	35		3	3	21	333	239	572
hall Beach	2,660			6	10	50			
Igloolik	1,015	91 <sup>6)</sup>	19	3	49	106	4,009 <sup>6)</sup>	540 <sup>6)</sup>	4,549 <sup>6)</sup>
Nanisivik	77	N/A	N/A	N/A	N/A	N/A	77	N/A	77
Pelly Bay	743	51	2	22	60	41	919	30	949
Pond Inlet	1,370	34	19	8	34	78	1,543	907	2,450
Resolute Bay	3,881	31		2	10	35	3,959	372	4,331
Spence Bay	885	39	13	87	45	69	1,138	82	1,220
Sub-Total	19,262	569	93	320	386	650	21,281	3,690	24,971
Per Cent	77.1	2.3	0.4	1.3	1.5	2.6	85.2	14.8	100.0
Total	26,708	981	219	530	776	1,207	30,421	7,079	37,500
Per Cent	71.2	2.6	0.6	1.4	2.1	3.2	81.1	18.9	100.0

SOURCE: InterGroup Consulting Economists Ltd.

- 1) Excludes training outside settlement: 1976/1977 program.
- 2) 1975/1976 fiscal year.
- 3) Base on 60 per cent of 1975 estimated population in community, multiplied by benefit level of \$265 per year.
- 4) Excludes domestic fishery.
- 5) Excludes pension payments, unemployment insurance payments and subsidized value of rent and passage.
- 6, Hall Beach and Igloolik combined.

Reliance on non-earned income sources [training allowances, **social** assistance and family allowance) typically averaged 7-8 per cent of total income. Communities with a high reliance on these sources of income include Gjoa Haven (21 per cent), **Spence** Bay (18 per cent), Chesterfield Inlet (15 per cent), **Pelly** Bay (14 per cent) and Eskimo Point (13 per cent) .

Commercial resource harvesting is not a major source of income for any of the communities examined. The three communities with highest reliance on this source of income are Coral Harbour (9 per cent), Grise Fiord (6 per cent) and Pelly Bay (5 per cent). For the 18 communities, less than 3 per cent of total income was from this source.

For the entire Study Region, wage employment represented 71 per cent of total income, the proportion being higher in Arctic Coast and Island communities (77 per cent) than in the Keewatin communities (60 per cent), which tended to rely more heavily on country food. Communities relying on this source of income include Nanisivik (100 per cent), Resolute Bay (90 per cent), Cambridge Bay (86 per cent) and Hall Beach/Igloolik (81 per cent) .

## 5. COST OF LIVING

### 5.1 Prices and Expenditure Patterns

The value of monetary income received by residents of the Polar Gas Study Region is not of itself sufficient to measure economic welfare derived from the wage portion of the economy since, in any such analysis, account must be taken of the lower purchasing power of that income, relative to other regions. In other words, in order to compare economic welfare between regions,

income must first be adjusted to a "real" value, by deflating monetary income by some index for the price of goods and services in the region. The process of deriving the necessary "cost of living" index for this purpose is a very difficult task, especially in northern settlements.

Initial difficulties center on the fact that since the index represents the composite price for a "market basket" of goods and services, the relative weighings of which, eg. food versus shelter versus transportation, can significantly influence the overall result. Since expenditure patterns can vary depending upon such factors as income, tastes and preferences, size and age of family, and availability of country food (especially important in native settlements), it follows that a cost of living index appropriate for a middle class family in an urban center may not be appropriate for a farm family or for a family living in a settlement the size of Baker Lake. To date, the problem of documenting expenditure patterns for particular target groups has not been adequately resolved.

For instance, the food indexes published by the Manitoba Bureau of Statistics (MBS) for northern communities in Manitoba use the 1974 Statistics Canada Family Food Expenditure Survey results, despite the obvious problem of their applicability to relatively isolated settlements. It is worth noting, however, that MBS has refrained from publishing a composite cost of living index comparing living costs among communities in northern Manitoba.

Information on expenditure patterns in the Study Region settlements is scant at this time. A survey of co-operative stores provided a 'breakdown of retail sales into "food" and "other" components. The Hudson's Bay Company refused to provide similar information for their stores. Those stores surveyed did indicate, however, that approximately 50 per cent of



pending in the stores was for food (where stores offered hardware, clothes and other items for sale as well as groceries) .

Estimates are available from certain of the community profiles which provide some better indication of the expenditure patterns of residents. In Baker Lake, for example, Stager (1977) estimated that approximately 43 per cent of spending goes for food in the community, 35 per cent for clothes and equipment, 15 per cent for "external" spending on various items outside the community, 3 per cent for gasoline, and the remainder for other items. (Excluding "external" spending, 50 per cent of spending is for food).

The 'above percentage for food is close to the average used by Market Information Services Ltd. in its 1974 report for the Territorial government (40 per cent). Unfortunately, the two studies are not comparable for other categories of expenditure, since definitions employed varied. Similarly to MBS, Market Information Services did not attempt to devise a composite index for all items, but rather restricted itself to a "basic maintenance cost" index, where weights of 40, 12, 3 and 5 per cent respectively were assigned to food, clothing, personal care and household operation. Housing and transportation cost indexes were calculated separately.

Tables 31 and 32 summarize results from the MIS study. Table 32 documents basic maintenance costs for each settlement (excluding Grise Fiord and Nanisivik) in the Study Region, with reference to both Yellowknife and the normal supply point for the settlement.

TABLE 31

BASIC MAINTENANCE COST COMPARISON FOR POLAR  
GAS STUDY REGION SETTLEMENTS<sup>1)</sup>, BY RANK

Yellowknife Reference	Supply Point Reference	
Community	Community	Supply Point
5.- 9 PER CENT ABOVE YELLOWKNIFE	15-19 PER CENT ABOVE SUPPLY REFERENCE POINT	
Coral Harbour	Cambridge Bay	Edmonton
Rankin Inlet		
Repulse Bay	20-29 PER CENT ABOVE SUPPLY REFERENCE POINT	
Cambridge Bay	Coral Harbour	Winnipeg
Igloolik	Repulse Bay	Winnipeg
Hall Beach	Eskimo Point	Winnipeg
	<b>Igloolik</b>	Montreal
10-14 PER CENT ABOVE YELLOWKNIFE	Hall Beach <sup>2)</sup>	Montreal
Baker Lake	Spence Bay <sup>2)</sup>	Edmonton
Chesterfield Inlet <sup>2)</sup>	Baker Lake <sup>2)</sup>	Winnipeg
Eskimo point	Chesterfield Inlet-J <sup>2)</sup>	Winnipeg
Spence Bay <sup>2)</sup>	Rankin Inlet	Winnipeg
15-19 PER CENT ABOVE YELLOWKNIFE	30-39 PER CENT ABOVE SUPPLY REFERENCE POINT	
Gjoa Haven	Gjoa Haven	Edmonton
Resolute <b>Bay</b>	Resolute Bay	Montreal
Pond Inlet	Pond Inlet	Montreal
	Arctic Bay	Montreal
20-29 PER CENT ABOVE YELLOWKNIFE	40-49 PER CENT ABOVE SUPPLY REFERENCE POINT	
Arctic Bay		
Pelly Bay	Pelly Bay	Montreal
Whale Cove	Whale Cove	Winnipeg

Source: Market Information Services Limited, Cost of Living Territories. Edmonton, 1974. Study for the Northwest

1, Excluding Grise Fiord and Nanisivik.

2, Partial data.

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TABLE 32  
TRANSPORTATION<sup>1)</sup> AND HOUSING COST  
COMPARISON FOR POLAR GAS STUDY  
REGION SETTLEMENTS<sup>2)</sup>, BY RANK

<u>Water Transportation</u>		<u>Air Transportation</u>		<u>Housing Maintenance and Utility Costs</u>	
<u>Settlement</u>	<u>Cents per Pound</u>	<u>Settlement</u>	<u>Cents per Pound</u>	<u>Settlement</u>	<u>Index<sup>3)</sup></u>
Baker Lake	6.2	Cambridge Bay	29.0	Baker Lake	99.8
Chesterfield Inlet	6.2	Eskimo Point	39.0	Pond Inlet	101.7
Coral Harbour	6.2	Resolute Bay	51.0	Arctic Bay	103.0
Eskimo Point	6.2	Whale Cove	52.0	<b>Grise Fiord</b>	105.6
Rankin Inlet	6.2	Rankin Inlet	54.0	Coral Harbour	111.6
Whale Cove	6.2	Baker Lake	64.0	Eskimo Point	111.6
<b>Pelly Bay</b>	8.2	Chesterfield Inlet	65.0	Rankin Inlet	112.9
Repulse Bay	8.5	Gjoa Haven	67.0	Resolute Bay	117.6
<b>Igloolik</b>	8.5	Spence Bay	69.0	<b>Igloolik</b>	120.5
Hall Beach	8.5	Coral Harbour	77.0	Cambridge Bay	135.2
Arctic Bay	8.8	<b>Pelly Bay</b>	82.0	Chesterfield Inlet	<b>177.1</b>
<b>Grise Fiord</b>	8.8	Hall Beach	86.0	Hall Beach	182.1
Pond Inlet	8.8	<b>Igloolik</b>	89.0	Repulse Bay	184.8
Resolute Bay	8.8	Repulse Bay	102.0	Whale Cove	184.8
Cambridge Bay	17.3	Arctic Bay	118.0	Gjoa Haven	203.6
Gjoa Haven	19.6	Pond Inlet	140.0	Spence Bay .	204.9
Spence Bay	20.1	<b>Grise Fiord Charter</b>		<b>Pelly Bay</b>	383.4

Source : Market Information Services Ltd., Cost of Living Study for the Northwest Territories. Edmonton, 1974.

1) 1974 rates. General commodity classification 100 pounds or less.

2) Excludes Nanisivik.

3) Index: Yellowknife = 100.

In general, Table 31 confirms the general impression that basic maintenance costs in the Study Region are higher than those prevailing in Yellowknife, e.g. Arctic Bay, Tend Inlet, Resolute Bay and Gjoa Haven, on average 5-15 per cent higher, although in six communities (Whale Cove, Rankin Inlet, Spence Bay and Pelly Bay) prices are also higher than those for the supply points, the variation between Study Region settlements is even greater, with prices in the above six settlements for example 30-50 per cent higher than those in their respective supply points. For the other settlements, prices were 20-29 per cent higher than those prevailing at the Cambridge Bay.

On a sub-regional basis, Keewatin settlements appeared to enjoy lower basic maintenance costs than Arctic Coast and Island settlements, except for Whale Cove where prices were higher than for any other community.

Data in Table 3<sup>2</sup> on transportation and housing costs yield similar conclusions. Regardless of the water or air transport is being evaluated, for example, Keewatin area settlements tend to benefit from lower transportation rates on freight, in comparison to Arctic Coast communities. For housing maintenance and utility consumption costs, the pattern is less well defined, but there are at least four Keewatin settlements (Baker Lake, Coral Harbour, Eskimo Point and Rankin Inlet) where costs are within 20 per cent of those which prevailed in Yellowknife when the survey was taken. In contrast, Gjoa Haven, Spence Bay and Pelly Bay registered housing costs at least twice those which applied in 1974 in Yellowknife.

In summary, it appears that cash income in the Study Region settlements would need to be deflated by at least 25 per cent to correspond with income received in southern Canada (especially where shelter costs are not subsidized). Settlements where deflationary factors of perhaps 50 per cent would be required include Whale Cove, **Pelly** Bay, and Gjoa Haven.

None of these indexes, however, adequately reflects the importance of country food income in determining the economic welfare of Study Region residents. As Market Information Services points out, the dangers and difficulties of computing cost of living indexes for northern communities are exacerbated whenever considerable reliance is placed by residents on country food as an additional food source.

## 5.2 Savings

**Data** on savings generated within the Study Region are not readily available for the purposes of this study. Discussions with staff of the chartered banks providing services into the region, eg. Canadian Imperial Bank of Commerce, Royal Bank, indicate that these financial institutions do not **maintain** statistical records which identify deposit and lending activities by community, eg. the Churchill branch of the Royal Bank does not segregate customers according to whether they live in Churchill itself, Rankin Inlet or any other settlement.

Even if the above data were available, a composite picture of savings within the Study Region would still not emerge. Data of this nature, for example, would ignore the role that non-bank institutions such as the Hudson's Bay Company or co-operative store play in providing credit to residents, especially Inuit. On the other hand, such data would also ignore the

direct use made by residents of southern financial institutions, e-g. an employee working in a northern settlement and intent upon saving a high proportion of his income prior to return to southern Canada may continue to do his banking at a southern branch.

For the above reasons, only qualitative comments made by local bank managers can be used here to indicate the level of savings activity in the Study Region. In general, white residents continue to be viewed by bank managers as people who exhibit a very high propensity to save, with a correspondingly limited demand for consumer loans or other types of borrowing. Inuit, in contrast, are considered to have had relatively little exposure to the concept of saving, and with the exception of some local businessmen, have not actively dealt with regular financial institutions such as banks, preferring instead to use the Hudson's Bay Company as a source of credit.

If this view is correct, it follows that most savings in the Study Region are generated by whites, with a high "leakage" effect occurring, i.e. most savings that do occur in the Study Region flow to southern Canada for use in the established investment markets. No quantitative estimates of this effect are, however, available at this time.

## 6. SMALL BUSINESS SECTOR

The activities of the small business sector in the Study Region have already been analyzed in some detail. In brief, the small business sector comprises local co-operatives, sports fishing camp operators, and other local businesses within the study settlements (excluding chartered banks). The co-operatives enjoy major influence in this sector, by

virtue of the employment and income which they generate in both the provision of local services and the handling of goods (fish, handicrafts) for export outside the Study Region. Small businesses operating in the Study Region at the present time have been cataloged in Tables 22, 24 and 26.

With the exception of the private fishing camp operators (who are generally resident in the Study Region for only short periods of time and who might not therefore qualify as "local" businessmen), the majority of small business operators in the Study Region survive by providing a multiplicity of services within their own settlements. In general, **single** service enterprises are confined to firms providing highly specialized functions or services under contract (primarily to government) such as municipal services or housing construction and maintenance.

This pattern of activity reflects a logical response to the difficulties faced by small business in the north, including a limited market for goods and services, which may be compounded by seasonal fluctuations in activities. In its hearings on problems encountered by northern businessmen in obtaining Federal contracts, the Task Force formed by D.I.N.A. for this purpose implicitly recognized the problem by noting that northern businesses face higher overhead costs than southern suppliers and urging that bulk purchase contracts be reduced. 1) **In short'** basic market forces represent a major constraint to the expansion of the small business sector in the Study Region.

Since governments directly or indirectly generate a considerable proportion of the total employment and income in the

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1) Department of Indian and Northern Affairs (1975).

Study Region, it is natural that much of the discussion concerning the problems of local business should focus on the purchasing practices of all levels of government. The Task Force report mentioned above, while focusing on Federal government purchasing policies, nevertheless provides a useful summary of measures that might be undertaken to ensure greater participation of local small business in this sector of activity.

Key recommendations include the following: contracts running for two to three years duration, to enable small business to acquire and write-off necessary capital investments, as well as to train and retain skilled labour; northern preference clauses in larger contracts, not only for labour, but also for equipment and materials; scheduling of government construction projects to minimize overlap with other construction; restriction of tenders for minor construction projects to local areas; a redesigned Northern Corporate Income Tax System to keep existing businesses and encourage establishment of new enterprises; and a preferential bid allowance of five to ten per cent for northern businessmen on government tenders.

The above recommendations are evidence of the concern that northern businessmen feel over their ability to compete with southern suppliers of goods and services, despite their location. Implementation of these recommendations at both the Federal and Territorial government levels would improve the overall business climate within these communities (although there would be little direct impact on retail level activities).

An improved market for local goods and services would not by itself, however, ensure the successful expansion of small business in the Study Region. Within small business, there exist significant constraints, both to operation and to expansion, ranging from high purchasing and transport costs



to availability of **labour** supply (including management) to financing. Unless these constraints are also overcome, the benefits of any change in government purchasing policy, for example, will only be of short duration.

Although transport costs are faced by local and outside business alike, the larger outside organizations, e.g. Hudson's Bay Company, have frequently been able **to** manage their purchasing and transport operations to reduce their delivered cost of goods and services into the Study Region communities to levels below those of smaller, local organizations. While improvements in "sea lift" operations, eg. servicing Keewatin area settlements from Churchill or upgrading local airstrips for larger capacity aircraft, have implied transport cost savings for the Study Region communities at large, local businesses have remained at some disadvantage relative to outside organizations.

In at least one case, however, initiatives are now being taken to overcome this disadvantage. Canadian Arctic Co-operatives Federation has recently become involved in a resupply operation of its own for member co-operatives, purchasing goods on their behalf (often at volume discounts) and arranging for transport, whether by air or water. The Federation, as part of this process, has also purchased a warehouse in Churchill for trans-shipment and storage purposes. Co-operative stores, therefore, may be able to reap some of the advantages of lower delivered costs now enjoyed by outside organizations. This development represents a significant step forward for co-operatives in the Study Region.

Other constraints facing small business in the Study Region include **labour** force supply, especially for skilled and management personnel. In general, local firms appear to have been able to adapt well to the problem of fluctuation in local **labour** supply, which occurs as the result of summer construction activity, living on the land, and other reaco--

One example of adaptation is the Siniktarvik operation at Rankin Inlet Lodge, which employs a sufficiently large number of permanent part-time staff that arrangements can be made relatively easily to accommodate fluctuations in work patterns. More critical, however, is the ability of local firms to acquire and retain managerial staff of sufficient capability to handle complex problems such as forward planning, financial applications, tender calls, and record-keeping.

Successful operation of a northern business requires both the skills commonly associated with the management process, and a knowledge of the special circumstances which exist in the North. The combination of these two skills has too frequently been lacking in Keewatin region businesses. The following reasons account for this lack of skills: businesses have not been large enough to afford the type of manager required; local Inuit have been reluctant to leave the region for management training, while on-the-job opportunities for such training have been minimal; and finally, neither government nor business have had much success with attempts to bring in education personnel.

The impact of government and outside organizations in competing for skilled labour at the local level is another significant factor in the ability of a local business to acquire skilled labour. Government employment, for example, may appear far more attractive to Inuit than working in local business, simply from the point of view of working regular hours with maximum employment security.

Although no adverse impacts of Panarctic exploration activity on-local business in Pond Inlet or Arctic Bay were observed by Gourdeau<sup>1)</sup> in his study for the Arctic Institute (indeed, non-Panarctic work in the two settlements appears to have increased) , some adverse impacts have been noted from the development of the Nanisivik Mine. The manager of the Co-operative at Arctic Bay, for example, has reported some difficulty in staffing for the expansion program of the co-operative, since residents have been attracted to the mine site by relatively high wages. The impact, however, has not been entirely deleterious, since the co-operative will be utilizing one of the Nanisivik mine staff in training a local resident to become a butcher in the new store at Strathcona Sound.

There is also a danger of "overloading" the managers of small businesses by assigning too many responsibilities to an individual; the consequence of such an overload is that the original job for which the manager is hired is not performed effectively. In part, this problem can be overcome by employing more specialist services, e.g. financial advisors , lawyers to handle specific problems, but the difficulty remains. Too rapid expansion of a local business in particular could threaten its long term stability, if the manager is overloaded.

Allied to the problem of expansion is the need for both investment and working capital in a northern business. Discussions with various financial institutions clearly suggest that access of northern business to long term loan capital (let alone venture capital) has been extremely limited, aside from programs administered by government agencies. As an illustration, a major lending institution such as Roynat reports only one loan in the entire Study Region; with a policy of

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1) Gourdeau (1973).

requiring fixed assets to be pledged as security for the loan (together with some minimum guarantee of equity capital), many small firms are effectively prevented from even approaching such a lender.

Currently, most long term loans for small business in the entire region are handled through the Eskimo Loan Fund of the Territorial government (a few loans have been made in the eastern Arctic under the Small Business Loan Fund) and the Federal Business Development Bank (formerly I.D.B.). The Eskimo Loan Fund has been active in the region during the past several years, and as of October 31, 1976 had approximately \$1.66 million in loan principal outstanding, of which \$900,000 was owed in the Arctic Coast and Island sub-region and the remainder in the Keewatin sub-region. Although this Fund can make loans for boats, outboard motors and similar equipment for resource harvesting, less than \$70,000 of the amount outstanding was for this purpose. In contrast, the Federal Business Development Bank had only five loans being serviced in the entire region, with a loan value of \$407,000.

While most local businesses are restricted to "lender of last resort" programs such as the above, for long term loan capital, the situation with respect to working capital is\* not much better. Currently, traditional lenders such as chartered banks have very few branches within the Study Region (eg. the Canadian Imperial Bank of Commerce has branches at Rankin Inlet and Resolute Bay, plus a deposit agency at Cambridge Bay, while the closest Royal Bank branch is in Churchill) and are unlikely to establish new branches in the face of limited deposit and personal lending activity in individual settlements. The chartered banks are also reluctant to service business loans in outlying settlements, in part because of the distance and communication problems involved, and in part (as Ingram has noted) because of the rapid turnover of managers in these branches, which leads to a very conservative lending pattern.

Other sources of short term financing, eg. supplier credit, are also very difficult to obtain, with some suppliers insisting on payment in advance of shipment. These types of problems can of course cause severe strain on the cash position of a small business and lead to insolvency, despite the appearance of a profitable operation. While the raising of local capital for such ventures, as has occurred in Rankin Inlet, offers some interesting possibilities, access to outside funding will remain a problem for local business for some time to come.

In summary, the small business sector in the Study Region can be characterized as unspecialized in terms of activity, with significant constraints to operation in such areas as market demand, transportation, access to managerial talent and access to financing. While a project of the magnitude of Polar Gas does offer some considerable opportunity for expansion of this sector, it is clear that this expansion **must** be planned and orderly if long term benefits to the region (in terms of local business infrastructure) are to be realized. From the perspective of impact, the key considerations probably focus on whether Polar Gas attracts key managerial talent away from the settlement and from local business; on whether local business can be given contracts of sufficiently long duration to permit proper planning and training of staff; and on whether appropriate financing channels can be made available.

#### 7. CHANGING ROLE OF INUIT PARTICIPATION IN BUSINESS

Currently, Inuit participation in business in the Study Region is restricted to involvement in small business activity, whether through individual proprietorships, co-operatives or, most recently, joint ventures with white residents. Although the individual proprietorship is a relatively common form of

business organization for Inuit (See Table 33), it is clear that in terms of impact and future importance, co-operatives and joint ventures represent key business organizations for Inuit in the Study Region.

### 7.1 CO-Operatives

The development of co-operatives in the Study Region has been, in part, a response to the need for **local** involvement in and control of business activity. Co-operatives in the Northwest Territories, however, have not yet reached a stage of maturity equivalent to that of their southern counterparts, eg. as the Buchanan report has commented<sup>1)</sup>:

"It cannot be overemphasized that we are working in a development context when we consider the development of consumer, producer, service and financial co-operatives in the Northwest Territories. In this respect we are **unique in** modern day Canada. The problems we face today have been encountered and overcome by our contemporaries in the south decades ago. We still have many of these problems to overcome before we attain our ultimate goal of a strong and viable co-operative movement in the Northwest Territories."

One illustration of these problems is the 1975 consolidated income statement for 33 reporting co-operatives, where, on sales in excess of \$8.0 million, an operating loss (before other income) of \$268,000 was incurred. Unfortunately, corresponding financial data are not available for the co-operatives within the Study Region itself. The general impression is that, with the exception of the co-operatives in the larger centers (Rankin Inlet, Baker Lake and Cambridge Bay), these organizations are not in strong financial shape.

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1) Government of the Northwest Territories (1975) .

TABLE 33

INUIT INDIVIDUAL PROPRIETORSHIPS<sup>1)</sup>  
IN THE POLAR GAS STUDY REGION

J. Amarolik	Resolute	Water Delivery
J., Mautuaritnaaq	Baker Lake	Freighting
D. Aksawnee	Baker Lake	Municipal Services
A. Kattegatsiak	Chesterfield Inlet	Municipal Services
P. Sammurtuk	Chesterfield Inlet	Municipal Services
M. Kreealak <sup>2)</sup>	Chesterfield Inlet	Fishing Camp
T. Nester	Coral Harbour	Freighting
J. Manik	Eskimo Point	Municipal Services
M. Kalluak	Eskimo Point	Retail Store
W. Adams	Rankin Inlet	Electric Contractor
T. Kabloona	Rankin Inlet	Contractor
L. Tapatai	Rankin Inlet	Snowmobile Repair
O. Ittinuar	Rankin Inlet	Coffee Shop
J. Anawak	Repulse Bay	Snowmobile Repair
J. Kaludjah	Whale Cove	Snowmobile Repair
J. Angoo	Whale Cove	Municipal Services

SOURCE : InterGroup Consulting Economists Ltd.

1) Includes only businesses operating as of November, 1976.

2, Partnership with M. Kukkiak.

Many of these co-operatives have recently acquired new (white) managers, whose priorities appear to be to stabilize and consolidate operations before contemplating any further expansion. A number of the managers remarked on the lack of records maintained by their predecessors, and commented on the difficulty of developing an accurate picture of the current state of the co-operative's affairs. In only four of the co-operatives contacted (Baker Lake, Eskimo Point, Pelly Bay and Whale Cove) was an Inuit manager in charge.

## 7.2 Joint Ownership

If the co-operative movement has been somewhat disappointing to date from the point of view of properly training and utilizing Inuit managerial talents, a more promising approach would appear to be that of the joint venture. Under such an arrangement, local white and Inuit residents jointly subscribe capital to a corporation, elect the Board of Directors and appoint a management team, usually composed of both white people and Inuit. The management team has authority to conduct the affairs of the company, subject always to the approval of the Board of Directors.

In the Study Region, there are two joint ventures of this type. One is Siniktarvik in Rankin Inlet, which operates the Rankin Inlet Lodge, a construction company, and several fishing camps. Formed in 1973 by a group of 11 northerners, the company now has 27 shareholders, and a Board of Directors composed of local white and Inuit residents (including, for example, Willie Adams who also runs Kudlik Electric).

The second joint venture of interest is Iglu Ltd. which in late 1976 was in the process of completing the finishing touches on a hotel and restaurant. in Baker Lake. Again, both



white and Inuit residents are involved in this company, which hopes to expand the hotel in the near future.

Joint ventures offer certain advantages over co-operatives and other forms of Inuit business organizations in the north. Unlike individual proprietorships, for example, they may be able to assemble larger amounts of capital for specific projects. Although possibly less democratic than the co-operative, joint ventures do offer the strength of a management team with some authority (and financial incentive!) to plan and execute the growth and development of the company. From the perspective of direct Inuit participation, joint ventures offer the opportunity for Inuit to participate in policy formulation (at the Board of Directors level), as well as to experience "on-the-job training" under the tutelage of a white manager. Ultimately, Inuit should be able to increase their roles and responsibilities in the affairs of the company.

### 7.3 Recent Proposals

Considerable concern has been expressed from time to time over the management training implications of Inuit assuming a stronger role in the affairs of the Study Region. A recent report by Frontier College for the Inuit Tapirisat of Canada, for example, notes that the Nunavut proposal would place impossible demands on Inuit manpower, and concludes that while management training programs must be expanded, they should focus on local needs and on-the-job training, as a way of preparing people for future responsibilities.<sup>1)</sup>

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1) Frontier College (1976).

In this regard, increased participation by Inuit in local ventures) business (especially through co-operatives or joint and offers one approach for augmenting existing skills in other developing new skills, to meet future requirements sections of the economy, as well as business.

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APPENDIX

DETAILED EMPLOYMENT AND INCOME SUMMARYTABLES FOR BAKER LAKE, RESOLUTE BAY AND SPENCE BAY

At the request of Polar Gas, the Study Team compiled detailed wage and income summary tables for Baker Lake, Resolute Bay and Spence Bay. These Tables are attached, and include commentary where relevant.

## APPENDIX TABLE 1

WINTER 1976

## BAKER LAKE WAGE EMPLOYMENT SUMMARY:

	<u>Full-Time</u>	<u>Part-Time (1)</u>	<u>Total</u>
GOVERNMENT SECTOR			
Government of the Northwest Territories			25
Education	25	0	4
Public Works (DPW)	4	0	6
Other (2)	<u>6</u>	<u>0</u>	<u>35</u>
Sub-Total	35	0	<u>35</u>
Government of Canada			9
Health and Welfare	7	2	5
Environment	5	0	6
Transport (MOT)	6	0	1
Energy, Mines & Resources (EMR)	1	0	2
RCMP	2	0	2
Northern Canada Power Commission	<u>2</u>	<u>0</u>	25
Sub-Total	23	2	<u>25</u>
Government Sponsored Activities			7
Training (3)	0	7	.29
LEAP/LIP (4)	7	22	17
Sewing Center (5)	<u>7</u>	<u>10</u>	<u>53</u>
Sub-Total	14	39	<u>53</u>
Government Contract Work			12
Tower Company (6)	0	12	23
Housing Construction & Maintenance (7)	<u>2</u>	<u>21</u>	<u>35</u>
Sub-Total	2	33	<u>35</u>
	74	74	148
SUB-TOTAL GOVERNMENT SECTOR	<u>74</u>	<u>74</u>	<u>148</u>

## APPENDIX TABLE 1 (continued)

## BAKER LAKE WAGE EMPLOYMENT SUMMARY: WINTER 1976

	<u>Full-Time</u>	<u>part-Time(1)</u>	<u>Total</u>
PRIVATE SECTOR			
Local Businesses			
Iglu Ltd. (8)	6	12	18
Sanavik Co-operative (9)	14	60	74
Garry Smith & Company (10)	2	7	9
David Aksawnee (11)	10	0	10
Louis Tapatai (11)	Incomplete data		
Nanamuit (12)	Incomplete data		
Ladies' Store	0	1	<u>1</u>
Sub-Total	32	80	<u>112</u>
Other Businesses			
Hudson's Bay Company	14	2	16
Fishing Camps (13)	0	7	7
Petroleum & Mining Exploration (14)	0	<u>10</u>	10
Sub-Total	14	19	33
SUB-TOTAL PRIVATE SECTOR	46	99	<b>145</b>
TOTAL	120	173	293

Source : InterGroup Consulting Economists Ltd.



- (1) part-time work includes both permanent part-time and seasonal work. In general, casual employment, eg. sea lift, is not included in these totals.
- (2) Includes project manager for arts and crafts project (Sewing Center) sponsored by GNWT, Department of Economic Development.
- (3) Includes assistants on BJRT/BTSD Training Courses; day care and homemaking activities of Adult Education Center.
- (4) Includes LIP weaving and coffee shop projects, as well as LEAP Inuit Pitqosii project (the latter sponsored by the Adult Education Center). Also includes LIP grant to Iglu Ltd. hotel.
- (5) Includes all participants in this GNWT arts and crafts project, except manager.
- (6) Construction work on behalf of the Ministry of Transport.
- (7) Includes activities of Pierson Construction Ltd. on behalf of GNWT Department of Public Works; T. Kabloona and local Housing Association on behalf of the NWT Housing Corporation. NOTE: totals exclude any transient workers from outside Baker Lake.
- (8) Includes both construction and operation of new hotel in Baker Lake. NOTE: totals exclude any outside transient construction workers employed by Pierson Construction Ltd.
- (9) Includes activities of Hanayee Co-operative, recently purchased by Sanavik. Also includes active carvers and artists supplying drawings for prints.
- (10) Includes activities as agent for Transair and Canada Post Office, as well as general contracting, taxi, freighting, equipment rental, and novelty shop.
- (11) David Aksawnee provides municipal services in Baker Lake; Louis Tapatai operates a repair shop.
- (12) Operated by Boris Kotelowitz. Includes both general contracting and handicraft operations.
- (13) Includes operation of Baker Lake Lodge and Chantrey Inlet Fishing Camp. NOTE: totals exclude transient workers from outside the community.
- (14) Includes Polar Gas.

APPENDIX TABLE 2

BAKER LAKE WAGE EMPLOYMENT AND INCOME SUMMARY: 1976

<u>Employment</u>	<u>Full-Time</u>			<u>Part-Time (1)</u>			<u>Total</u>		
	<u>White</u>	<u>Inuit</u>	<u>Total</u>	<u>White</u>	<u>Inuit</u>	<u>Total</u>	<u>White</u>	<u>Inuit</u>	<u>Total</u>
GOVERNMENT SECTOR									
GNWT	16	19	35				16	19	35
Federal	12	11	23		2	2	12	13	25
Sponsored									
Activities		14	14	1	38	39	1	52	53
Contract Work	—	2	2	—	33	33	—	35	35
Sub-Total,	28	46	74	1	73	74	29	119	148
PRIVATE SECTOR									
Local									
Businesses (2)	4	28	32	1	79	80	5	107	112
Other Businesses	9	5	14	—	19	19	9	24	33
Sub-Total	13	33	46	1	98	99	14	131	145
TOTAL EMPLOYMENT	41	79	120	2	171	173	43	250	293

APPENDIX TABLE 2 (continued)

BAKER LAKE WAGE EMPLOYMENT AND INCOME SUMMARY: 1976

	Full-Time			Part-Time (1)			Total		
	White	Inuit	Total	White	Inuit	Total	White	Inuit	Total
<u>Wage Income (\$000)</u>									
GOVERNMENT SECTOR									
GNWT	302,200	241,000	543,200				302,200	241,000	543,200
Federal	202,000	120,800	322,800		1,200	1,200	202,000	122,000	324,000
<b>Sponsored</b>									
' Activities		97,000	117,000	4,000	84,500	88,500	4,000	181,500	185,500
Contract Work		15,200	15,200		68,350	68,350		83,550	83,550
Sub-Total	504,200	474,000	998,200	4,000	154,050	158,050	508,200	628,050	1,136,250
PRIVATE SECTOR									
Local									
Businesses	29,000	220,000	249,000	4,000	123,600	127,600	33,000	343,600	376,600
Other									
Businesses	50,300	32,700	83,000		53,350	53,350	50,300	86,050	136,350
Sub-Total	79,300	252,700	332,000	4,000	176,950	180,950	83,300	429,650	512,950
<b>TOTAL WAGE INCOME</b>	<b>583,500</b>	<b>726,700</b>	<b>1,330,200</b>	<b>8,000</b>	<b>331,000</b>	<b>339,000</b>	<b>591,500</b>	<b>1,057,700</b>	<b>1,649,200</b>
<u>Average Wage Income (3)</u>									
Government Sector	18,000	10,300	13,500	4,000	2,200	2,200	17,500	5,300	7,700
Private Sector	6,100	7,700	7,200	4,000	1,800	1,800	5,950	3,300	3,500
All Sector									
Activities	14,200	9,200	11,000	4,000	1,900	2,000	13,750	4,200	5,600

Source : InterGroup Consulting Economists Ltd.

- (1) 'See Table 1 for definition of part-time work.
- (2) Includes net income from handicrafts, other than arts and crafts project sponsored by GNWT and Nunamuit Company operated by Boris Kotelowitz, for which data not available. It is estimated that Nunamuit employs 23 Inuit on part-time basis and one white on **full**-time basis. Also excludes data for Louis Tapatai.
- (3) Total wage income divided by number of positions.

APPENDIX TABLE 3BAKER LAKE INCOME SUMMARY: 1976

		<u>Per Cent</u>
Wage Employment Income (1)	\$ 1,136,250	36.3
Government Sector	512,950	<u>16.4</u>
Private Sector	<u>1,649,200</u>	<u>52.7</u>
Total Wage Income		
Resource Harvesting Income	59,900	1.9
Commercial (2)	<u>1,018,900</u>	<u>32.5</u>
Domestic (3)		
Total Resource Harvesting Income	<u>1,078,800</u>	<u>34.4</u>
Training Allowances (4)	<u>18,500</u>	<u>0.6</u>
SUB-TOTAL EARNED INCOME (5)	<u>2,746,500</u>	<u>87.7</u>
<b>Social Assistance</b>	57,900	1.8
Economic Reasons (6)	<u>81,700</u>	<u>2.6</u>
Other Reasons (6)		
Total Social Assistance (6)	<u>139,600</u>	<u>4.4</u>
Family Allowances (7)	142,000	4.6
Old Age and Other Pensions (7)	41,500	1.3
Unemployment Insurance (7)	40,500	1.3
Other Unearned Income (8)	<u>23,000</u>	<u>0.7</u>
SUB-TOTAL UNEARNED INCOME	<u>386,600</u>	<u>12.3</u>
TOTAL INCOME	<u>\$ 3,133,100</u>	<u>100.0</u>

Source : InterGroup Consulting Economists Ltd.

- (1) 'Includes earnings from handicraft activity.
- (2) Includes InterGroup estimates of net cash earnings from harvesting of pelts (including Trappers' Subsidy) and from commercial fishing.
- (3) Includes InterGroup estimate of value of country food consumed by residents of Baker Lake, excluding domestic fishing for which data are not yet available.
- (4) Includes allowances paid to residents taking training courses in Baker Lake; excludes residents taking courses outside Baker Lake, eg. Fort Smith.
- (5) Cash income from wage employment and resource harvesting estimated at \$1,739,300.
- (6) Social assistance data for **fiscal** year 1975/1976.
- (7) Estimated.
- (8) Estimated by Stager. (1977) Includes honorariums to councillors and other "local government" activities.

APPENDIX TABLE 4RESOLUTE BAY WAGE EMPLOYMENT SUMMARY: WINTER 1976

	<u>Full-Time(1)</u>	<u>Part-Time(1)</u>	<u>Total</u>
GOVERNMENT SECTOR			
Government of NWT			
Education	5	0	5
Public Works (DPW)	3	0	3
Other	7	0	7
Sub-Total	15	<u>0</u>	15
Government of Canada			
Health and Welfare	3	1	4
Environment	16	0	16
Transport (MOT)	15	0	15
<b>Energy, Mines and</b>			
Resources (2)	7	0	7
RCMP	3	0	3
Northern Canada			
Power Commission	5	0	5
Post Office	0	<u>1</u>	1
Sub-Total	49	<u>2</u>	51
Government Sponsored Activities			•
None			
Government Contract Work			
Tower (3)	80	0	80
Housing Construction			
and Maintenance (4)	<u>1</u>	<u>5</u>	6
Sub-Total	81	<u>5</u>	86
SUB-TOTAL GOVERNMENT SECTOR	145	<u>7</u>	<u>152</u>

## APPENDIX TABLE 4 (continued)

## RESOLUTE BAY WAGE EMPLOYMENT SUMMARY: WINTER 1976

	<u>Full-Time(1)</u>	<u>Part-Time(1)</u>	<u>Total</u>
PRIVATE SECTOR			
Local Businesses			
Co-op (5)	6	12	18
J. Amarolik (6)		Incomplete	
Sub-Total	<u>6</u>	12	<u>18</u>
Other Businesses (7)			
Hudson's Bay Company	3	1	4
Crothers/Arctic			
Equipment	1	2	3
North Magnetic			
Construction	3	3	6
Bank of Commerce	2	0	2
Kenting Aviation (8)	18	0	18
Imperial Oil	6	0	6
Kenmac (9)	2	0	2
Narwhal (10)	8	8	16
Nordair	1	3	4
Pacific Western			
Airlines (11)	2	0	2
Sub-Total	46	17	63
SUB-TOTAL PRIVATE SECTOR	52	29	81
TOTAL WAGE EMPLOYMENT	197	36	233

Source : InterGroup Consulting Economists Ltd.



- (1) Defining full-time and part-time employment in Resolute Bay is difficult, due **to** large numbers of transient white workers. In general only positions requiring residency in Resolute Bay outside of the peak summer season are included (except where there is rotation of staff on a short term basis, eg. Okanagan Helicopters).
  - (2) Includes staff of Earth Physics Branch and Polar Continental Shelf Project (PCSP). As many as 30 other staff may be involved in PCSP during the peak summer season.
  - (3) Includes Tower Company and **its** subsidiary, Arctic Resources Ltd. During summer period, Tower hires an additional 25 people from southern Canada.
  - (4) Includes maintenance activities of Housing Association and use of local residents by Miners Construction Ltd. for erection of houses for NWT Housing Corporation.
  - (5) Includes handicraft activity (carving) and municipal services except water delivery.
  - (6) Provides water delivery services under contract to council. Mr. Amarolik could not be contacted.
  - (7) Other businesses utilizing transient white workers include:
    - Okanagan Helicopters - 4-5 man crew on rotation during peak summer periods
    - Bradley Air Service - crew of 9-10 on rotation. During summer peak, Bradley may employ as many as 45 employees.
    - Sun Oil Ltd. research work during summer period, involving 2-3 employees from Calgary.
- In addition, organizations that could not be contacted or have since left Resolute Bay include Los Alamos Scientific Laboratory, Noremco Employment Service, Sigma and Geophysical Services Incorporated.
- (8) During peak summer season, Kenting Aviation/Klondike Helicopters employ an additional 18 transient white workers .
  - (9) Operates in Resolute Bay from February to end of October.
  - (10) During peak summer season, Narwhal employs approximately 50 additional transient white workers.
  - (1.1) Totals exclude maintenance crew on relief work.

APPENDIX TABLE 5

RESOLUTE BAY WAGE EMPLOYMENT AND INCOME SUMMARY: 1976

Employment	Full-Time (1)			Part-Time (1)			Total		
	White	Inuit	Total	White	Inuit	Total	White	Inuit	Total
GOVERNMENT SECTOR									
GNWT	11	4	15	0	0	0	11	4	15
Federal	46	3	49	1	1	2	47	4	51
Sponsored									
Activities	0	0	0	0	0	0	0	0	0
Contract Work	60	21	81	0	5	5	60	26	86
Sub-Total	117	28	145	1	6	7	118	34	152
PRIVATE SECTOR									
Local Businesses	1	5	6	0	12	12	1	17	18
Other Businesses	46	0	46	1	16	17	47	16	63
Sub-Total	47	5	52	1	28	29	48	33	81
TOTAL EMPLOYMENT									
	164	33	197	2	34	36	166	67	233

APPENDIX TABLE 5 (continued)

: 1976

RESOLUTE BAY WAGE EMPLOYMENT AND INCOME SUMMARY

Wage Income (\$000)	Full-Time			part-Time			Total		
	White	Inuit	Total	White	Inuit	Total	White	Inuit	Total
GOVERNMENT SECTOR									
GNWT	208.2	55.25	263.45	0	0	0	208.2	55.25	263.4
Federal	1,005.3	31.50	1,036.80	6.6	4.0	10.6	1,011.9	35.50	1,047.4
Sponsored									
Activities	0	0	0	0	0	0	0	0	0
Contract Work	1,300.0	103.00	1,403.00	0	30.0	30.0	1,300.0	133.00	1,433.0
Sub-Total	2,513.5	189.75	2,703.25	6.6	34.0	40.6	2,520.1	223.75	2,743.85
PRIVATE SECTOR									
Local									
Businesses (2)	14.4	33.6	48.0	0	2.5	2.5	14.4	36.1	50.5
Other Businesses	1,004.4	4.0	1,008.4	7.0	74.7	81.7	1,011.4	74.7	1,086.1
Sub-Total	1,018.8	33.6	1,052.4	7.0	77.2	84.2	1,025.8	110.8	1,136.6
TOTAL WAGE INCOME	3,532.3	223.35	3,755.65	13.6	111.2	124.8	3,545.9	334.55	3,880.45
Average Wage Income (3)									
Government Sector	21,500	6,800	18,600	6,600	5,700	5,800	21,350	6,600	18,050
Private Sector	21,700	6,700	20,200	7,000	2,800	2,900	21,400	3,400	14,100
All Sector	21,500	6,800	19,100	6,700	3,300	3,500	21,400	5,000	16,650
Activities									

Source : InterGroup Consulting Economists Ltd.

- (1) See Table 4 for discussion of full-time and part-time employment definitions.
- (2) Includes net income from handicrafts.
- (3) Total wage income divided by number of positions.

## APPENDIX TABLE 6

RESOLUTE BAY INCOME SUMMARY: 1976

		<u>Per Cent</u>
Wage Employment Income (1)	\$ 2,743,850	63.4
Government Sector	1,136,600	<u>26.2</u>
Private Sector	3,880,450	<u>89.6</u>
Total Wage Income		
Resource Harvesting Income	30,750	0.7
Commercial (2)	372,350	<u>8.6</u>
Domestic (3)	403,100	<u>9.3</u>
Total Resource Harvesting Income		
	0	
Training Allowances (4)		
SUB-TOTAL EARNED INCOME (5)	<u>4,283,550</u>	<u>98.9</u>
Social Assistance	2,050	0.1
Economic Reasons (6)	10,500	<u>0.2</u>
Other Reasons (6)	12,550	0.3
Total Social Assistance (6)	34,700	0.8
Family Allowances (7)	no estimate	
Old Age and Other Pensions	no estimate	
Unemployment Insurance	no estimate	
Other Unearned Income		
SUB-TOTAL UNEARNED INCOME	<u>47,250</u>	<u>1.1</u>
TOTAL INCOME	<u>\$ 4,330,800</u>	<u>100.0</u>

Source: InterGroup Consulting Economists Ltd.

- (1) Excludes income of transient white workers in Resolute Bay during peak summer period.
- (2) Includes InterGroup estimates of net cash earnings from harvesting of pelts (including Trappers' Subsidy) and ivory.
- (3) Includes InterGroup estimate of value of country food consumed by residents of Resolute Bay, excluding domestic fishing for which data were not available.
- (4) Includes allowances paid to residents taking training courses in Resolute Bay; excludes residents taking training courses outside Resolute Bay.
- (5) Cash income from wage employment and resource harvesting estimated at \$3,911,200.
- (6) Social assistance data for fiscal year 1975/1976.
- (7) Estimated by InterGroup Consulting Economists Ltd.

APPENDIX TABLE 7SPENCE BAY WAGE EMPLOYMENT SUMMARY: WINTER 1976

	<u>Full-Time</u>	<u>part-Time(1)</u>
GOVERNMENT SECTOR		
Government of Northwest Territories		
Education	10	0
Public Works (DPW)	3	0
Other (2)	<u>6</u>	<u>0</u>
Sub-Total	19	0
Government of Canada		
Health and Welfare	5	0
RCMP	2	0
Northern Canada Power Commission	1	0
post Office	<u>0</u>	<u>1</u>
Sub-Total	8	1
Government Sponsored Activities		
Arts and Craft Shop (3)	22	53
Training (4)	<u>0</u>	<u>1</u>
Sub-Total	22	54
Government Contract Work		
Housing Construction and	2	9
Maintenance (5)	<u>1</u>	<u>0</u>
Settlement Council (6)	3	9
Sub-Total	<u>3</u>	<u>9</u>
SUB-TOTAL GOVERNMENT SECTOR	<u>52</u>	<u>64</u>

## APPENDIX TABLE 7 (continued)

SPENCE BAY WAGE EMPLOYMENT SUMMARY: WINTER 1976

	<u>Full-Time</u>	<u>Part-Time(1)</u>
PRIVATE SECTOR		
Local Businesses		
Co-operative (7)	12	0
Sub-Total	<u>12</u>	0
Other Businesses		
Hudson's Bay Company	6	3
CN Telecommunications	0	1
Fishing Camps	0	4
Petroleum Exploration (8)	0	3
Sub-Total	6	<u>11</u>
SUB-TOTAL PRIVATE SECTOR	<u>18</u>	<u>11</u>
TOTAL WAGE EMPLOYMENT	<u>70</u>	<u>75</u>

Source : InterGroup Consulting Economists Ltd.



- (1) part-time work includes both permanent part-time and seasonal work. In general, casual employment is not included in these totals.
- (2) Includes project manager for arts and crafts shop sponsored by GNWT, Department of Economic Development.
- (3) Includes LEAP grant to arts and crafts shop.
- (4) Includes local assistants on BTSD training course.
- (5) Includes Housing Association maintenance activities, as well as construction by W.E. Miners Construction Ltd. for Territorial DPW and by Spence Bay Co-operative for NWT Housing Corporation.
- (6) Includes staff employed in airstrip maintenance and road maintenance/snow removal.
- (7) Includes handicraft sales, but excludes construction activity for NWT Housing Corporation.
- (8) Includes Polar Gas.

APPENDIX TABLE 8

SPENCE BAY WAGE EMPLOYMENT AND INCOME SUMMARY: 1976

	<u>Full-Time</u>			<u>Part-Time</u>			<u>Total</u>		
	<u>White</u>	<u>Inuit</u>	<u>Total</u>	<u>White</u>	<u>Inuit</u>	<u>Total</u>	<u>White</u>	<u>Inuit</u>	<u>Total</u>
<u>Employment</u>									
GOVERNMENT SECTOR									
GNWT	10	9	19	0	0	0	10	9	19
Federal Sponsored Activities	5	3	8	0	1	1	5	4	9
Contract Work	1	21	22	0	54	54	1	75	76
	0	<u>3</u>	<u>3</u>	<u>0</u>	<u>9</u>	<u>9</u>	<u>0</u>	<u>12</u>	<u>12</u>
Sub-Total	<u>16</u>	<u>36</u>	<u>52</u>	<u>0</u>	<u>64</u>	<u>64</u>	<u>16</u>	<u>100</u>	<u>116</u>
PRIVATE SECTOR									
Local Businesses	<u>1</u>	<u>11</u>	<u>12</u>	0	0	0	<u>1</u>	<u>11</u>	<u>12</u>
Other Businesses	<u>3</u>	<u>3</u>	<u>6</u>	2	9	11	<u>5</u>	<u>12</u>	<u>17</u>
Sub-Total	<u>4</u>	<u>14</u>	<u>18</u>	<u>2</u>	<u>9</u>	<u>11</u>	<u>6</u>	<u>23</u>	<u>29</u>
TOTAL EMPLOYMENT	<u>20</u>	<u>50</u>	<u>70</u>	<u>2</u>	<u>73</u>	<u>75</u>	<u>22</u>	<u>123</u>	<u>145</u>

APPENDIX TABLE 8 (continued)

~~SPENCE BAY WAGE EMPLOYMENT AND INCOME SUMMARY: 1976~~

	Full-Time			part-Time			Total		
	White	Inuit	Total	White	Inuit	Total	White	Inuit	Total
<u>Wage Income (\$000)</u>									
GOVERNMENT SECTOR									
	0	0	0	180.0	128.0	308.0	180.0	128.0	308.0
GNWT	0	0	0	86.2	45.0	131.2	86.2	48.9	135.1
Federal									
Sponsored							8.3	149.5	157.8
Activities	0	59.5	59.5	8.3	90.0	98.3	0	75.3	75.3
Contract Work	0	46.3	46.3	0	29.0	29.0			
Sub-Total	0	109.7	109.7	274.5	292.0	566.5	274.5	401.7	676.2
PRIVATE SECTOR									
	0	0	0	15.6	116.6	132.2	15.6	116.6	132.2
Local Businesses	10.9	18.9	29.8	25.8	19.6	45.4	36.7	38.5	75.2
Other Businesses									
Sub-Total	10.9	18.9	29.8	41.4	136.2	177.6	52.3	155.1	207.4
TOTAL WAGE INCOME	10.9	128.6	139.5	315.9	428.2	744.1	326.8	556.8	883.6
<u>Average Wage Income (\$000)</u>									
	0	1.7	1.7	17.2	8.1	10.9	17.2	4.0	5.8
Government Sector	5.45	2.1	2.7	10.4	9.7	9.9	8.7	6.7	7.15
Private Sector	5.45	1.8	1.9	15.8	8.6	10.6	14.85	4.5	6.1
All Sector Activities									

Source: InterGroup Consulting Economists Ltd.

## APPENDIX TABLE 9

SPENCE BAY INCOME SUMMARY: 1976

		<u>per Cent</u>
Wage Employment Income (1)		
Government Sector		
Private Sector	\$ 676,200	54.9
Total Wage Income	<u>207,400</u>	<u>16.8</u>
	883,600	71.7
Resource Harvesting Income		
Commercial (2)	39,000	3.2
Domestic (3)	<u>81,900</u>	<u>6.7</u>
Total Resource Harvesting Income	<u>120,900</u>	<u>9.9</u>
Training Allowances (4)	12,500	1.0
SUB-TOTAL EARNED INCOME (5)	<u>1,017,000</u>	<u>82.6</u>
Social Assistance		
Economic Reasons (6)	87,400	7.1
Other Reasons (6)	<u>45,000</u>	<u>3.7</u>
Total Social Assistance (6)	132,400	10.8
Family Allowances	69,000	5.6'
Old Age and Other Pensions (7)	13,000	1.0
Unemployment Insurance	no estimate	
Other Unearned Income	no estimate	
SUB-TOTAL UNEARNED INCOME	<u>214,400</u>	<u>17.4</u>
TOTAL INCOME	<u>\$ 1,231,400</u>	<u>100.0</u>

Source : InterGroup Consulting Economists Ltd.

- (1) Includes earnings from handicraft activity.
- (2) Includes InterGroup estimates of net cash earnings (Subsidy).  
from harvesting of pelts (including Trappers
- (3) Includes InterGroup estimate of value of country food  
consumed by residents of Spence Bay, excluding domestic  
fishing for which data are not yet available.
- (4) Includes allowances paid to residents taking training  
courses in Spence Bay, excludes residents taking  
courses outside Spence Bay.
- (5) Cash income from wage employment and resource harvest-  
ing estimated at \$935,100.
- (6) Social assistance data for fiscal year 1975/1976.
- (7) As estimated in community profile study.