



***Northern Food Conference; Proceedings  
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Nwt Foods Industry  
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**SECTION 1**

**INTRODUCTION**

## INTRODUCTION

The Northern Food Conference brought together approximately 135 representatives (VII Delegate Listing and VIII Exhibitors) of all sectors of the food industry, the private sector, native organizations and government agencies to discuss and recommend actions in the following areas:

1. Current and potential supply and demand for northern food products across the Northwest Territories and Canada.
2. Capacity of existing infrastructure and distribution networks to cope with current demand and supply and identify new requirements or improvements.
3. Food handling and public health regimes required to ensure wholesome foods are produced and marketed.
4. Respective roles of government and the private sector in developing a viable food industry in the Northwest Territories.

The two day conference was organized into seven sessions, each with a chairperson and five to six panelists (II Program). Each session was introduced by the presentation of a keynote paper by the session chairperson (V Position Papers). Expert panelists on each session responded to the paper and where time permitted,

questions and discussion followed with the conference delegates. A final session was devoted to recommendations prepared by the delegates at large and read into the record by the conference rapporteur (III Participants' Recommendations). In addition, the conference organizers provided their own recommendations based on their observations of the majority opinions of the delegates (IV Conference Organizers' Recommendations). A **major** GNWT Economic Development and Tourism Ministerial Statement was presented on the first day of the conference (VI Minister's Address).

**SECTION II**

**PROGRAM**

**PROGRAM**

NORTHERN **FOOD** CONFERENCE

Wednesday and Thursday  
February 18 & 19, 1987

The Explorer Hotel  
Yellowknife,  
Northwest Territories

Government of the Northwest Territories  
Department of Economic Development and Tourism

-- NOTES --

All technical sessions are held in Katlmavik  
Ballroom B & C with coffee breaks in  
adjoining Katimavik A.  
Preparation of recommendations in Ellesmere Room, 2nd Floor.

\* \* \* \*

A display of northern foods, in various stages  
of preparation, will be presented in the Katimavik  
Lobby each day from 3 p.m. and will be open to  
public viewing on Wednesday from 3 p.m. - 7 p.m.  
and Thursday from 3 p.m. - 9 p.m.

\* \* \* \*

All delegate meals are northern accented and  
are prepared under the direction of the former  
Northwest Territories Expo 86 Pavilion chef.

\* \* \* \*

For delegates' interest, several restaurants in  
Yellowknife will have northern food specials  
available during our conference as follows:

The Office - marinated muskox steak, frozen arctic char, baked  
or poached char

Our Place - caribou vol au vent, arctic char coquettes

Yellowknife Inn - baked arctic char en papilote, northern roast  
of caribou 'bordelaise', teriyaki muskox steak,  
whitefish with caviar

The Explorer Hotel - muskox steak & lobster tail, arctic char  
Florentine, arctic char with green sauce,  
daily northern special In cafe

Please endeavour to patronize these establishments during  
your free time. Advance reservations are advisable.

\* \* \* \*

\* CONFERENCE BADGES \*

Delegates should wear their badges at all  
times. Badges are your sole admission  
identification to enter all business sessions  
and meals/receptions.



Conference Chairperson

Glenn Warner  
President  
Bathurst Inlet Lodge

Conference Coordinator

Don Anderson  
Consultant & Former Manager  
Icicles Restaurant  
N.W.T. Expo 86 Pavilion

Conference Rapporteur

Ben Hubert  
Consultant  
Boreal Ecology Services

Conference Chef

Markus Burkhard  
Former Chef  
N.W.T. Expo 86 Pavilion

**FIRST DAY: WEDNESDAY, FEBRUARY 18, 1987**

|   |   |                 |
|---|---|-----------------|
| <b><u>Breakfast</u></b><br>8 a.m. - 9 a.m.                    | Egg McMuskox  | Factor's Club   |
| <b><u>Registration Desk Opens</u></b><br>8 a.m.               |   | Katimavik Lobby |
| <b><u>Welcoming Remarks and Introduction</u></b><br>9:15 a.m. | Glenn Warner, Conference Chairperson<br>Honorable Tagak Curley<br>Minister of Economic Development & Tourism<br>Government of the Northwest Territories   |                 |
| <b><u>SESSION ONE</u></b><br>9:30 a.m. - 10:30 a.m.           | OVERVIEW OF NORTHERN FOOD INDUSTRY<br>'What is it?'   |                 |
| Chairperson   | Ben Hubert<br>Consultant<br>Boreal Ecology Services, Yellowknife  |                 |
| Panelists   | David Brackett<br>Assistant Deputy Minister, Management<br>GNWT Department of Renewable Resources,<br>Yellowknife<br><br>Dr. Otto Schaefer<br>Honourary Professor<br>University of Alberta, Edmonton<br><br>John Merritt<br>Executive Director<br>CARC, Ottawa<br><br>Jim Britton<br>General Manager Protein<br>Nunasl Corporation, Yellowknife<br><br>Bob Long<br>Country Foods Development Officer<br>Hunters & Trappers Committee,<br>Baffin Regional Council, Iqaluit |                 |
| <b><u>Coffee Break</u></b><br>10:30 a.m. - 11 a.m.            |   | Katimavik A     |
| <b><u>SESSION TWO</u></b><br>11 a.m. - 12 p.m.                | EXPO 86 EXPERIENCE & AFTERMATH<br>'Our Profile Enhanced'  |                 |
| Chairperson   | George Braden<br>Advisor to the Minister<br>GNWT Department of Economic Development &<br>Tourism, Yellowknife   |                 |

Panelists

Alan Vaughan  
Acting Deputy Minister  
GNWT Department of Economic Development &  
Tourism, Yellowknife

Don Anderson  
Consultant & Former Manager  
Icicles Restaurant, N.W.T. Expo 86 Pavilion  
Vancouver

Andrew Douglas  
Editor  
Canadian Hotel & Restaurant Magazine, Toronto

Erik Watt  
Editor  
Yellowknife, Yellowknife

Jake Ootes  
Publisher & Editor  
Northwest Explorer Magazine, Edmonton

Luncheon  
12:15 p.m. - 1:30 p.m.

Seafood Crepes  
Cash Bar  
Factor's Club

Guest Speaker:  
Honorable Tagak Curley  
Minister of Economic Development & Tourism

SESSION THREE  
2 p.m. - 3:15 p.m.

RESOURCES & PRODUCTION POTENTIAL  
"Supply Parameters Examined"

Chairperson

Bob Wooley  
Assistant Deputy Minister, Operations  
GNWT Department of Renewable Resources,  
Yellowknife

Panelists

Don Stewart Jr.  
President  
N.W.T. Fishermen's Federation, Hay River

Peteroosie Qarpik  
Chairman, Hunters & Trappers Committee  
Baffin Regional Council, Pangnirtung

Bill Lyall  
President  
Ikalukputiak Co-operative, Cambridge Bay

Paul Marks  
Manager  
Ulu Foods, Inuvik

Paul Kaludjak  
Keewatin Representative  
Caribou Management Board, Rankin Inlet

Allan Kristofferson  
Fishery Biologist, Fish & Marine Mammal  
Management  
Central Arctic Region  
Canada Fisheries and Oceans, Winnipeg

Coffee Break

3:15 p.m. - 3:45 p.m.

Katimavik A

SESSION FOUR

3:45 p.m. - 5 p.m.

MEETING DEMAND

'Opportunities, Constraints and R & D  
Requirements'

Chairperson

Ted Weicker  
Senior Consultant  
Don Ference & Associates, Vancouver

Panelists

Harry Bairn  
Consultant  
CESO, Edmonton

Dave Iredale  
Manager, Sensory Science & Technology  
Development  
Central Arctic Region Inspection Branch  
Canada Fisheries and Oceans, Winnipeg

Diddo Simon  
General Manager  
Kingfisher Sales, Vancouver Island

Keith Alexander  
Zone Manager, N.W.T./Alberta  
Freshwater Fish Marketing Corporation, Edmonton

Larry Simpson  
Baffin Economic Development Officer - Resources  
GNWT Department of Economic Development &  
Tourism, Iqaluit

Conference Adjourns

5 p.m.

Reception

6 p.m. - 7 p.m.

Host Bar

Katimavik A & Lobby

Northern Food Display Viewing

Northern Buffet Dinner  
7 p.m. - 9 p.m.

Factor's Club

Keynote Guest Speaker:  
Maurice O'Flynn  
National Secretary  
Canadian Federation of Chefs de Cuisine

Live Entertainment Performance

SECOND DAY: THURSDAY, FEBRUARY 19, 1987

Breakfast Egg Mackenzie Factor's Club  
8 a.m. - 9 a.m.

Registration Desk Opens Katimavik Lobby  
8 a.m.

Opening Remarks Glenn Warner, Conference Chairperson  
9:10 a.m.

SESSION FIVE TRADITIONAL AGRICULTURE  
9:15 a.m. - 10:30 a.m. "A Real Potential"

Chairperson Joe Kronstal  
President  
Agriborealis, Yellowknife

Panelists Maarten Ingen-House  
Associate  
RMC Resource Management Consultants, Edmonton

Charles Stoll  
Director General, Agricultural Development  
Agriculture Canada, Ottawa

Ben Greenfield  
President  
Territorial Farmers Association, Hay River

Greg Haist  
Potato Farmer, Hay River

Mick MacEachern  
Hog Farmer, Fort Smith

Coffee Break Katimavik A  
10:30 a.m. - 10:45 a.m.

SESSION SIX MARKETING & DISTRIBUTION  
10:45 a.m. - 12 p.m. 'Creating Strong Commercial Links'

Chairperson Peter von Lipinsky  
Food Buyer, Northern Stores  
Hudson's Bay Company, Edmonton

Panelists David Muirhead  
Branch Manager  
Burns Meats, Yellowknife

Peter Cobb  
Assistant General Manager  
Yellowknife Inn, Yellowknife

Kenn Harper  
Owner  
Arctic Ventures, Iqaluit

Klaus Roth  
Executive Director  
Travel Industry Association of the N.W.T.,  
Yellowknife

Alex Drobot  
Operations Manager  
Freshwater Fish Marketing Corporation,  
Winnipeg

Luncheon  
12:15 p.m. - 1:15 p.m.

Roast Loin of Reindeer                      Factor's Club  
Cash Bar

Guest Speaker:  
Honorable Red Pedersen  
Minister of Renewable Resources  
Government of the Northwest Territories

SESSION SEVEN  
1:30 p.m. - 2:30 p.m.

REGULATORY ENVIRONMENT  
'Protecting the Consumer's Well-Being'

Chairperson

Michael Pontus  
Assistant Deputy Minister  
GNWT Department of Health, Yellowknife

Panelists

Judy Fitzpatrick  
Regional Environmental Health Officer  
Medical Services Branch, N.W.T. Region  
Health & Welfare Canada, Yellowknife

Pat Bobinski  
Inspection & District Manager  
Canada Fisheries and Oceans, Hay River

Dr. Robert Sturm  
Regional Veterinary Supervisor, N.W.T./Yukon  
& Alberta  
Food Production & Inspection, Meat Hygiene  
Division  
Agriculture Canada, Calgary

Ann Marie Dawe  
N.W.T. Representative to National Board  
Consumers' Association of Canada, Yellowknife

Glen Evoy  
District Supervisor, Northern Alberta/N.W.T.  
Health Protection Branch  
Health & Welfare Canada, Edmonton

Coffee Break  
2:30 p.m.\* - 2:45 p.m.

Katlmavik A

FINAL SESSION  
2:45 p.m. - 6 p.m.

RECOMMENDATIONS  
'Setting the Stage For Success'<sup>N</sup>

Conference Chairperson

Glenn Warner

Rapporteur

Ben Hubert

Conference Adjourns  
6 p.m.

Public Reception  
6 p.m. - 9 p.m.

Cash Bar  
Complimentary Northern  
Hors d'Oeuvres

Katimavik A & Lobby

Northern Food Display Viewing



SECTION III

PARTICIPANTS' RECOMMENDATIONS

## PARTICIPANTS' RECOMMENDATIONS

The following recommendations are arranged according to the major topics discussed at the conference. The recommendations emanated from two sources, either from the session panelists as a group or from individual delegates. They were prepared and discussed prior to their reading into the conference record. These recommendations were not fully debated by the conference delegates at large, were not subject to a vote, and are not always consistent to one another. However, they do serve to identify possible new directions that government and the private sector should consider when drafting a northern food industry strategy.

### GENERAL

Whereas the Northern Food Conference held in Yellowknife, February 18 & 19, 1987 has established needs, concerns and recommendations for country food market potential;

Further that the country food market requires more in-depth follow-up as per (a) harvesting (b) processing (c) storage (d) marketing (e) management (f) regulations;

Therefore be it resolved that this conference request the Federal and Territorial Governments to establish a Task Force at a regional level throughout the Northwest Territories;

Further that the Task Force be comprised of the following: (1) private enterprise (2) community and regional councils (3) traditional users of the land (4) territorial and federal representatives;

Further that this Task Force be mandated to make recommendations in the following areas based on community consultation: (i) resource potential (ii) production format (iii) quota restraints (iv) regulatory amendments (v) marketing and distribution potential (vi) transportation.

- Irvin Nom, Yellowknife "B" Band Council, Yellowknife

Be it resolved that the GNWT develop a northern food policy and that such policy address the following topics:

Establishment of priorities of access to northern wildlife, respecting the rights of aboriginal peoples and the land claims process;

Development of markets for northern food products in the North and elsewhere;

Promotion of export of northern food products and substitution of imported food with local products;

Identification of lands suitable for agriculture and of ways to make such lands available for use;

Identification of those policies and programs necessary to ensure that all N.W.T. residents can meet their nutritional needs;

Exchange of information and know-how about food production and marketing with other northern regions, particularly Greenland and northern Europe.

- John Merritt, CARC, Ottawa

Be it resolved that the GNWT implement the 'set-up' of an infrastructure through a Task Force with the following goals and objectives:

- 1) To identify the GNWT role in the food industry;
- 2) To recommend tangible procedures in establishing Task Force membership: GNWT Ministers or representatives; Federal representatives; native organizations; private sector representatives;
- 3) Task Force Report to be completed by December 1987.

- Greg Haist, Potato Farmer, Hay River

Whereas production, distribution and marketing of food in the Northwest Territories are currently only loosely and ambiguously addressed and administered;

Be it resolved that the GNWT should appoint a task force to develop a comprehensive food policy addressing commercial wild game, fish, domesticated animal and agricultural food products.

- Peter Lempke, Rae Edzo

I feel our major concern is to the youth of the Territories to ensure their nutritional needs are met first, then look at a commercial trade system.

Outpricing northern foods will drive food buyers, private and commercial, to look at southern markets. Until this Issue is resolved, we will be forced to shop in the south. (Note: there is high unemployment in the settlements - menu pricing will be too unbalanced. )

- Jai Persaud, Enokhok Development Corporation, Cambridge Bay

Be it resolved:

That government support of country food stores not be given where the production and sales are directed only to high cost gourmet style foods, but rather that government support be given to country food stores that service the day-to-day needs of consumers for fairly priced quality country food, as well as those consumers who desire higher priced, more exotic country food;

That the need of the Northwest Territories native peoples for their traditional foods be priority number one;

That the country food needs of the Northwest Territories native peoples be clearly identified so that policy can be developed to protect these needs;

That a food policy for the Northwest Territories be developed.

-Susan Beaubier, Health & Welfare Canada, Yellowknife

Whereas country food was and is an important part of the northern economy of the Northwest Territories;

And whereas it has been recognized for some time that more production potential exists than is now being used in the country food resource;

Therefore be it resolved that the GNWT now develop a country food development strategy and program for each region.

Be it further resolved that the strategy and program for each region be developed through full participation by all regional groups and the Departments of Renewable Resources and Economic Development and Tourism, and with full public participation; and

Be it further resolved that the Regional Country Food Development Strategies and Programs must include: a research and development component; a training/education and public information program; and an operations component.

- John Pattimore, Iqaluit

Whereas domestic consumption of country foods in the Northwest Territories is of primary importance culturally, nutritionally and economically;

And whereas the wage economy is reducing the time available for many to hunt or fish their own country foods;

And whereas each region of the Northwest Territories produces different amounts of certain exportable products;

Be it resolved that the Country Food Development Strategy and Program for each region allow for full choice of and control over priorities for marketing country foods;

Be it further resolved that the Baffin Region Country Food Development Strategy and Program be primarily one to develop the domestic market through inter-settlement trade.

- No Name Submitted

While recognizing the advantage, place and even need for development of a healthy, profitable, well-organized and well-regulated Northern Food Industry aimed at exporting to the southern gourmet market, we must stress the priority of our concern, namely safeguarding Northern Native food resources which will allow self-sufficiency in regard to protein-requirements for the peoples of the Northwest Territories for a long time to come in a properly managed way.

To facilitate, achieve and maintain this highest priority of Northern Food Policy in our age of progressively less subsistence hunting and increasing demand and need for cash-economy employment, the Government must play a role to facilitate and encourage inter-settlement trade, which would involve loans and assistance to hunters, provision and maintenance of local storage facilities, inspection, packaging and transportation. When costs or prices are appraised, it must be realized that besides the superior nutritive value, preservation of traditional food resources and traditional activity patterns and employment options have value far exceeding calculation of calories and nutrients and may indeed diminish our sky rocketing costs due to socio-cultural destruction and alcoholism.

- Dr. Otto Schaefer, Edmonton

Be it resolved that government policies aimed at fostering the northern food industry recognize both the economic and social importance of the industry; specifically, such policies should recognize the responsibilities of government (1) to promote the economic opportunities associated with export of unique northern food products and with import substitution; and (2) to ensure that the nutritional needs of all northern residents are met and that their cultural value respected.

- John Merritt, CARC, Ottawa

Recognizing the importance of country foods to the people of the North and recognizing the untapped market potential for import replacements and restaurant sales in the North;

Be it resolved that the GNWT establish as a priority the necessary programs and services to develop a country food industry in the North, for the benefit of Northerners.

- Bob Long, Baffin HTA, Iqaluit

Recognizing that this conference demonstrates that the Increase in value of country food to the people of the Northwest Territories will be an ongoing trend;

And recognizing that there is clearly considerable opportunity to continue to develop the renewable resource economy of the Northwest Territories;

And recognizing that the value of country food is not simply an economic value but in a very vital way a social, cultural and nutritional value as well;

Be it resolved that future policy development take these factors into consideration.

- Kevin Lloyd, GNWT Renewable Resources, Yellowknife

Government of the Northwest Territories should develop a policy on agriculture and country food.

- Session Seven Panelists

The private sector should play the leading role in the harvesting, processing, and sale of northern food products. Government should play a "supportive" and "facilitating" role.

- Session Two Panelists

#### RESOURCES & PRODUCTION POTENTIAL

Any future request for the use of our renewable resources to the GNWT or to any board or committee that gives direction to government must be based on the sustainable harvest of that species.

Our own markets for our renewable resources must be fully explored and utilized before any further export of our resources be considered.

- Ken Hudson, Fort Smith HTA, Fort Smith

Whereas the country food industry is in the embryonic stage of development;

And whereas consistency of production quality is fundamental to success in both domestic and export markets;

And whereas consistency of product quality is dependent upon set standards and common harvesting, handling, processing, inspection and packaging procedures;

Be it resolved that this conference request that the GNWT assist and facilitate the initiation of training of community entrepreneurs in the technology and the development of skills required to produce and market country foods unique to the North, so as to participate competitively and share equally in the economic rewards accessible to other regions of Canada.

- No Name Submitted

Whereas the marine commercial fishery in the Eastern Arctic is developing and shows definite potential;

And whereas there is a demonstrated need for technical and regulatory advice to help develop the Eastern Arctic fishery;

Be it resolved that the Federal Department of Fisheries and Oceans give consideration to increasing its presence in the Eastern Arctic to assist in the further development of this salt water fishery.

- No Name Submitted

All northern foods to be processed in the Northwest Territories in the interests of quality control and the promotion of high quality foods, not to mention the employment benefits involved.

- Don Stewart Jr., Northwest Territories Fishermen's Federation

Recommend that this Northern Foods Conference sees the need for commercial quota where requested within the Beverly and Kaminuriak caribou herds for the purpose of marketing within the Territories and Canada.

- No Name Submitted

Recommend that the Northern Foods Conference express the need to change the current territorial legislation which prevents the export of commercially harvested wild game outside the Territories.

- No Name Submitted

Whereas larger communities respond to economic potential more quickly than smaller communities;

Be it resolved that traditional harvesting areas of smaller communities must be protected for their own economic exploitation, perhaps at a later date.

- Ray Griffith, Native Training Centre

Be it resolved that the Territorial Farmers Association have a representative on the Territorial Land Use Committee, and that the Territorial Government negotiate with the native people to set aside a piece of land in three or four areas to be leased for agriculture.

- Ben Greenfield, Territorial Farmers Association, Hay River

That the government does not regulate that sales of country foods to northerners take precedence before seeking a southern market;

That the government give support to the development of a proper processing plant.

- Tony Chang, T.C. Enterprises, Yellowknife

Government must also recognize development of fur farming in the Northwest Territories that could replace hunter and trapper economy and that could consume and utilize excesses and trimmings from processing plants in the Northwest Territories.

- David Alagalak, Eskimo Point

Control supply and demand to southern markets so that quantity can be provided yearly and by season.

- Eric Braathen, Entrepreneur, Hay River

The Northwest Territories instigate controls to regulate our quota and prevent overkill.

- Eric Braathen, Entrepreneur, Hay River

Government to assist establishing proper food processing plants in each region to handle local markets and possible export of country foods.

I also recommend that Government put priority to hire local field workers to co-ordinate and maximize harvesting of fish and game and to help maximize the quality of fish and game in each region.

- David Alagalak, Eskimo Point



Government of the Northwest Territories introduce means to educate the harvesters, producers and consumers on proper northern food handling, storage and preparation.

- Session Seven Panelists

The Government of the Northwest Territories should assist the private sector in developing the necessary plant and in establishing standards and procedures for processing and packaging of northern food products. The objective should be to provide for consistent product quality and product lines (cuts of meat and fish), packaged and marketed consistent with contemporary consumer tastes.

The Government of the Northwest Territories should develop and implement the training and education programs necessary to ensure that qualified Northern residents can obtain employment in existing and new processing facilities.

The GNWT should place an emphasis on the processing of fish and meat products (smoking, canning, butchering, pates, etc.) in the Northwest Territories, by Northwest Territories residents.

- Session Two Panelists

#### MEETING DEMAND

Provide northerners with country food first before southerners. Set a demand that would not deplete our stocks.

- Eric Braathen, Entrepreneur, Hay River

That food production in the Northwest Territories be for northerners first! Develop a domestic industry and infrastructure, gain expertise, before going to the export of foods nationally and internationally.

- Sheilagh Murphy, DIAND, Ottawa

Whereas the fish, wildlife and marine mammals of the North have long been recognized for their contribution to the economic, cultural and nutritional well-being of Northerners as a food source, as well as the long term political stability of the Northwest Territories;

Whereas these resources also constitute an essential component of the great tourism potential of the Northwest Territories;

Therefore, be it resolved that domestic and subsistence uses of fish, wildlife and marine mammals in pursuit of protein self-sufficiency shall be the first priority use of these resources.

- David Brackett, GNWT Renewable Resources, Yellowknife

I would like to stress the importance of the uses of country foods in the North. It seems there was a lot of emphasis on developing northern foods for southern markets. Knowing the amount of non-nutritious foods in the northern stores, native foods should be made readily available in the North first. They may help to reduce the nutritional deficiencies evident in northern people. I also support the development of agriculture in the North and perhaps a horticulturalist should be hired to visit communities and help them start gardens.

- Louise Poole, Health and Welfare Canada, Yellowknife

Please make sure that we develop an infrastructure to feed everyone in the Northwest Territories before establishing an 'exotic' food product industry for exportation.

Nutritious country food, e.g., seal should be promoted and presented in attractive format in northern stores.

Northern consumers have to be educated about cooking and preparing northern food.

- Lise Plcard, Health and Welfare Canada, Yellowknife

Whereas this conference has developed a clear understanding of the value of country foods in the domestic economy of the Northwest Territories;

And whereas the fish, wildlife and marine mammal resources that contribute to this economy play an important role in the physical and cultural well-being of northerners;

Therefore, be it resolved that:

Domestic and subsistence uses and the pursuit of protein self-sufficiency in the Northwest Territories shall be the first priority for the use of fish, wildlife and marine mammal resources;

All other uses of wildlife, including outdoor recreation uses, both consumptive and non-consumptive and export of commercial wildlife products must recognize that priority.

- Bob Wooley, GNWT Renewable Resources, Yellowknife

Government must make efforts to assist in finding long term markets in the south for all possible Northwest Territories products.

- David Alagalak, Eskimo Point

## MARKETING AND DISTRIBUTION

If the GNWT is sincerely interested in promoting the use of country foods, consideration should be given to incorporating the use of these into the cook and food handlers course at Arctic College. Training should also be given to apprentices in the cooking trade who attend schooling regularly out of the Territory. Familiarity with the product will lead to usage.

- Gall Stavdal, Ptarmigan Inn, Hay River

Whereas marketing and test marketing of northern food products in Canada and abroad is critical to the success of a northern food industry and whereas any marketing agency must be responsive to their client group.

Be it resolved that the Department of Economic Development and Tourism establish and fund a marketing agency in southern Canada for the development of markets for Northern Foods on behalf of Territorial businessmen and groups.

- Allan Wheaton, Mackenzie Delta Regional Council

Moved that the Department of Economic Development and Tourism approach the appropriate regulatory agencies to negotiate a method whereby the concept of northern Inter-community trade be expanded to allow for the export of northern food products, including winter frozen Arctic char, to Greenland, and the import from Greenland to the Northwest Territories of products of the Greenlandic Inuit Hunt, including whole products.

- Kenn Harper, Iqaluit

Marketing programs of both government and northern producers should be sensitive to the need for minimizing negative reaction by 'animal rights' groups to Northwest Territories food products in the northern and southern marketplace. For example, it will be necessary to insure that southern outlets in particular are fully informed about:

- (i) how the fish/meat is harvested;
- (ii) how the product is used in the North;
- (iii) the life cycle and status of the species; and
- (iv) who harvests and processes the fish/meat.

Respecting that the initial thrust of marketing and promotion may be in the North, if a southern initiative is undertaken it must be designed to establish and maintain Northwest Territories food as 'premium products and specialty items'. As well the

Northwest Territories Government should assist private sector producers in the marketing and distribution of northern food in southern Canada.

- Session Two Panelists

### REGULATORY ENVIRONMENT

Recommend that this Northern Food Conference express the need for inspection procedures to be carried out within the Northwest Territories for caribou and other wild game commercially harvested within the Territories so that wild game may be exported outside the Territories.

- No Name Submitted

Government to look into possibly having its own food inspectors.

- David Alagalak, Eskimo Point

Liquor bottle labels to carry the warning "This substance may be harmful to an unborn child".

Restaurants should save samples of food served the previous day for quick and accurate testing re: food poisoning reports.

Restaurants or menus to advertise preservatives, additives, spices, etc. so that consumers can make an educated choice.

"Best before dates" - out of date products should be marked as such and isolated from fresh food, and those marked down in price.

Remove the freight subsidy from liquor and move it to food products.

- Anne Marie Dawe, Consumers' Association of Canada, Yellowknife

That responsible funding bodies ensure that sufficient funding is available for the enforcement of the existing regulatory controls.

That the Government of the Northwest Territories provide or coordinate research and development assistance to ensure that northern foods meet existing regulations, including food products as to nutritional value, by use of such facilities as the "Leduc Food Development and Research Centre".

- Session Seven Panelists

Promote the development of a branch of the Canadian Restaurant and Food Services Association in the Northwest Territories.

That wider circulation and co-ordination be made of business development and regulatory material to prospective entrepreneurs.

We recommend and support the development of Territorial regulations and controls for the safe, wholesome production of Territorial food supplies, harvested, produced and consumed within the Territories similar to the inspection systems of other provinces within Canada.

That regulations in relation to sanitation and quality of product cannot be reduced.

- Session Seven Panelists

The implementation of health regulations regarding institutions such as correctional institutions or hostels and indicating clearly what the government's policies will be on health regulations on these establishments in regards to country foods.

- Mark Wouters, Yellowknife Correctional Institute, Yellowknife

That the Northwest Territories Government endeavour to institute regulations pertaining to the slaughter and sale of:

- 1) agricultural products produced in the Northwest Territories for domestic consumption
- 2) country foods procured for domestic consumption;

And that these regulations should ensure a reasonable degree of safety to the consumer while at the same time allowing for development of these industries without burden of undue restrictions.

- Ben Greenfield, Territorial Farmers Association, Hay River

The Government of the Northwest Territories in consultation with Canada should establish the necessary regulatory regimes, programs and services required for the inspection of northern food products to be sold on a commercial basis in both the north and the south. The regimes should be applicable to products from species (meat, fish) indigenous to the North as well as others (chickens, cows) which have been introduced in recent years.

The Government of the Northwest Territories should support the development and placement of the facilities necessary for the harvesting and inspection of game (caribou, reindeer, musk-ox) commercially harvested in the field. The facilities should be portable where harvesting on a commercial basis is feasible.

The Government of the Northwest Territories should support the establishment of processing and packaging facilities which can

produce products meeting standards necessary for commercial export and sale in both the north and the south.

The Government of the Northwest Territories with the assistance of Agriculture Canada should undertake the necessary research and studies to determine if alternative field inspection techniques can be developed for caribou in particular. Assuming some success, training programs for hunters should be developed and implemented.

- Session Two Panelists

## CONFERENCE ORGANIZERS' RECOMMENDATIONS

The following recommendations were compiled by the conference organizers and are based on their observations of the majority opinions of the delegates.

The vision and hopes set out at this conference confirmed the support for a Northern food industry expressed at recent regional economic development conferences. There can be no doubt that there is a need for an aggressive and integrated strategy with respect to greater food production in the Northwest Territories for Northern consumption and to a lesser extent for export. The actions described below summarize the conference organizers' view on how to build a more productive Northern food industry.

### 1. A Policy for Northern Food Production

The conference pointed out areas where absence of policy retards initiatives by both government and industry. Questions that need to be addressed include:

- \* Do freight subsidies apply equally to intersettlement trade as well as export?
  
- \* Should lands used for conventional agriculture be priced the same as lands for residential or light industry use?

\* Is there a government purchasing policy for institutional use of Northern foods?

\* Are the policies and objectives of the Departments of Economic Development and Tourism, Renewable Resources, and Health compatible and do they encourage the Northern food industry?

### Recommendation

The conference organizers recommend that the Ministers of the Government of the Northwest Territories with an interest in the food industry establish a small task force or group of people that can review all aspects of Northern food production and report back within twelve months. The task force should consult with all levels of government and seek input from the public and participants in the Northern food industry to recommend an integrated policy on Northern food production. Terms of reference for the task force should be broad and be developed with the help of industry representatives.

## 2. Product Development and Marketing

It must be recognized that the production of raw Northern foods will not by itself employ very many people. The substitution value of Northern foods in the local economy



Will far exceed the employment value. In order to increase employment in the food industry, new products must be developed and markets found. This is especially true with the commercial fishing industry. Fish fillets are not regarded as fast food or gourmet food and so are not easily marketed. As raw unprocessed goods, they provide minimal employment. By developing new processed food products, produced by local labour, the export value could be increased considerably.

With respect to existing products, the quality and variety of Northern foods served at the conference once again proved the gourmet qualities of our food products. We were reminded by speakers with international marketing experience that food can serve as a very effective ambassador and communicator. High quality foods served in our hospitality and travel industry can contribute to direct growth of the Northern tourism industry and thereby stimulate local employment and economic development.

Good food served in an attractive manner is always a memorable experience. For many in the traveling public, this will stimulate curiosity and interest to learn more of the land and people, their customs and cultures, that produce **such** foods. This interest is a necessary prerequisite for increased tourism to **our Northern**

communities. Increased tourism will provide a direct stimulus for the local service and handicraft industries in Northern communities.

#### Recommendation

The conference organizers recommend that the Department of Economic Development and Tourism embark on a long term program to develop both products and markets and so stimulate the production of high quality foods and all the spin-off activities that follow. This Initiative Includes:

- \* product research;
- \* Southern market research and market development activities; and
- \* Northwest Territories food marketing strategy.

### 3. Quality Standards, Regulations and Inspection

The industry supports standards and regulations designed to safeguard the public. The regulations however, must be understandable and practical.

#### Recommendation

The conference organizers urge that the Federal and Territorial governments establish a uniform, consistent and reasonable set of quality control standards, in cooperation

6. Another Northern Food Conference

The conference demonstrated the tremendous interest in Northern foods. Another should be held in a year's time to discuss progress made, especially with regard to an integrated policy for producing Northern food. As well, it will be another opportunity to have a second northern food fair.

SECTION IV

CONFERENCE ORGANIZERS' RECOMMENDATIONS

SECTION V

POSITION PAPERS

NORTHERN FOOD CONFERENCE

POSITION PAPER

**SESSION ONE**

**OVERVIEW OF NORTHERN FOOD INDUSTRY**

**"WHAT IS IT?"**

**CHAIRPERSON**

Ben Hubert  
Consultant  
Boreal Ecology Services  
Yellowknife, Northwest Territories

February 18, 1987

The Northwest Territories is a large and diverse expanse of Canada and so it provides numerous different habitats for plants and animals. In the south near Fort Smith we have bison - a prairie grazing animal. The land on which these animals **graze** is suitable for commercial food production as shown by the small gardening businesses along the Hay River. Throughout the forested regions of the Northwest Territories we have moose and woodland caribou, numerous berries, and lakes that offer a variety of fish. The tundra provides more berries, caribou, and muskox, with lake trout and whitefish in the tundra lakes. Along the arctic and Hudson Bay coasts we are blessed with all the major land species plus seals, whales, walrus and char.

Most species have a seasonal pattern and local cultures have adapted their annual cycle to the char migration, caribou migration, waterfowl nesting and migration. **All** long time residents have experienced the superior nutritional quality and flavour of country food compared to store bought equivalents. Another feature of native species is the relative freedom of disease, parasites, and pollution. **I'm** sure Dr. Schaefer will address these subjects **in** his comments.

so if these foods are so good and so widespread, why is it difficult to build a country food industry in the North? The first factor is the North itself. Our northern environment, land, sea, and lakes, is a battle ground between summer and

winter, with winter having the upper hand. There is very little natural energy to spare after the snow and ice **is** melted, to grow plants and animals. **As a** result the food species are widely spaced and only for brief periods **of** the year do we see large local concentrations of fish, whales, caribou, or waterfowl.

This means that efforts to kill and process these animals **must** be a seasonal task requiring long periods of storage for large amounts of produce. Also, our transportation system and related costs are such that **it** seems uneconomical to provide fresh country foods on daily or weekly market basis, with the exception of fish from commercial fishermen in our larger centres like Yellowknife and Hay River. We are therefore looking at larger markets to absorb larger volumes of goods so that the unit cost for transportation can be brought down. As soon as we start discussing large volumes of game for commercial export the game manager and local hunter and trapper ask the question of long term production and the priority for local and domestic use as a priority over commercial production for export.

These questions are compounded by the requirements for inspection by federal legislation when food items are exported for commercial purposes. Both red meat and fish products must meet rigorous requirements if they are to be exported. Both



will, I'm sure, be discussed later in the conference because there are delegates and speakers here who have first hand experience.

**It** is always instructive to learn what the people of small communities have to say on subjects treated at conferences in big cities. Several of the recent regional conferences on economic development passed resolutions on country food, and food production.

From the South Slave conference:

Whereas the climate and soil conditions of the South Slave region will support agricultural development.

And Whereas the consumption of agricultural products within communities of the region provides an opportunity for significant import substitution for local products.

And Whereas recent studies within the region have established that local demand for agricultural products justifies an expansion of current production levels.

And Whereas these studies have not fully addressed the question of the full scale of operation which might be appropriate in terms of economics.

Be It Resolved that this Conference fully supports further agricultural development within the region, and

Be It Resolved that this Conference requests that the Department of Economic Development and Tourism take the initiative in developing an agriculture policy for the region including continued support for the pilot project in market gardening currently underway in Fort Resolution, and

Be It Resolved that this Conference impress upon the Government of the Northwest Territories the need to study the feasibility within that policy of a broader range of agricultural operations including market gardens in the 40 to **60 acre** category.

From the Kitikmeot region:

**RENEWABLE RESOURCE BASED ECONOMY**

WHEREAS, the Kitikmeot region has major renewable resource potential.

WHEREAS, renewable resource business development opportunities would stimulate employment and increase the economic base of the Kitikmeot region.

WHEREAS, the G.N.W.T. has recognized that renewable resource development is desirable.

THEREFORE BE IT RESOLVED that the delegates to the KREDC support the development of a renewable resource economy.

From the conference in Baffin:

**TRADITIONAL ECONOMY OF THE BAFFIN REGION**

Be it recognized that the hunting and fishing economy of this region is the primary industry.

That this traditional economy cannot be measured by a simple cash in/cash out balance sheet, but must include a recognition of such factors as the maintenance of cultural institutions and nutrition.

That this region is committed to replacing as many imports as possible with products harvested and manufactured at the community level.

That **it** be recognized that this traditional economy requires assistance as does any other industry supported by the Government, and that this assistance can be provided at the community and harvester level.

Be it recognized that the hunting economy is a cornerstone of Inuit life and this industry is under attack at an international level. That this region supports the initiatives by the Inuit Circumpolar Conference and the Government of the Northwest

Territories to counteract the damages rendered by the anti-harvesting lobby.

### **INTERSETTLEMENT TRADE**

It is recognized that the harvesting and trade of country food represents the original community economy and that it remains a major 'informal' economy in the Baffin Region. It is also recognized that in order to begin a systematic trade of country food between communities or commercial sale of country food, consultation, direction and, co-operation must take place at the community level.

### **RECOMMENDATION**

a) that through the municipal governments direction be provided to the Baffin Region Hunters and Trappers Association with respect to the level of commercial harvesting and intersettlement trade desired at the community level. In order for this economy to be developed consistent with traditional priorities, consensus and direction must be provided from communities.

b) that the development of the in-shore and off-shore fishery represents a major commercial opportunity for this region, and as such should be given initial priority by the G.N.W.T. with respect to renewable resource funding.

c) that because the off-shore fishery is threatened by encroachment from foreign and Atlantic coast fishing fleets, the Ministers of Economic Development & Tourism, and Renewable Resources undertake discussions with the Minister of Fisheries to ensure that fishing licenses adjacent to the Baffin Region are reserved for the Arctic fishery only.

d) that the G.N.W.T. provide increased funding for the promotion of the eastern Arctic char fishery.

e) that because of the unique conditions surrounding the Arctic fishery, the G.N.W.T. Department of Economic Development and Tourism engage in discussions with the Department of Fisheries and Oceans and Freshwater Fish Marketing Corporation to examine alternatives to marketing products from the eastern Arctic and relaxation of the regulations that are more designed for the southern Canada fishery.

## **RECOMMENDATIONS OF NON BAFFIN PARTICIPANTS FOR COMMERCIAL ECONOMIC DEVELOPMENT**

### **ARCTIC FISHERIES**

There was considerable discussion of the Arctic fisheries. A subsistence resource base exists, particularly in the in-shore areas and rivers is proven, and has been used for a very long time. More recently, the off-shore and deep water fishery has been developed. This has been allocated to both foreign and

domestic fishermen by the Canadian Government. Baffin Region people, at the community level regard these fisheries as their own as expressed in the Tungavik Federation of Nunavut (TFN) wildlife agreement.

At present, federal policy considers the Arctic fishery from Labrador and Baffin Strait to Hudson Bay and northward as only an extension of the Atlantic fishery. As one participant noted, the Arctic fishery is being "**confiscated** by the Atlantic **fishery**". There is no practical recognition yet of Inuit fishing rights. As a consequence, Inuit are at a distinct disadvantage **in** obtaining licenses. It should be recognized that an effective Arctic fisheries policy involving a deep sea fishery in the Davis Strait and other Arctic waters, would provide facilities and services, and therefore economics of scale so that smaller businesses could become economically viable, especially the in-shore fishery. The combined results of a deep sea fishery, and ice-edge/under ice and in-shore fisheries has the potential to provide important community economic developments.

Concern was also expressed about the **licensing** practices of the Department of Fisheries and Oceans (**DFO**). Their emphasis on only very large freezer-factory ships precludes the possibility of small freezer-equipped vessels serving local and regional needs in the Baffin area. It was also noted that not all

licenced quotas In the Davis Strait and adjacent Arctic waters have been used yet.

**RECOMMENDATION**

It is therefore recommended that the Government of Canada (DFO) recognize its third ocean and develop an Arctic Oceans Policy, with the involvement of northern people so they have access to the Arctic fishery.

**RECOMMENDATION**

It **is** therefore recommended that governments move quickly to implement the TFN Wildlife Agreement, to head off the inevitable resource use conflicts that will occur if the Arctic fishery is not recognized as distinct and legitimate before the extension of the Atlantic fishery becomes entrenched in the Arctic.

**SUPPORT FOR THE TRADITIONAL HARVESTING ECONOMY**

The hunting, fishing and trapping economy of the communities of the Baffin Region has sustained people and their communities down through the years. It **is** still the most important economy in the Baffin Region communities. Traditionally this economy has not been part of the cash economy. With the use of modern hunting techniques and the loss of the seal skin market, the hunting economy is in need of cash. In order for hunting, fishing, and trapping to continue to meet people's food needs and their social and cultural aspirations, it is important to

make cash available to hunters.

**RECOMMENDATION**

It is therefore recommended that federal and territorial governments and businesses, consider ways of financially supporting the traditional or informal economy of hunting, fishing and trapping.

**RECOMMENDATION**

It is further recommended that in some instances consideration should be given to providing seed funding for the cautious commercialization of wildlife resources. Such enterprises should be governed by the supply of animals rather than the demand for their products. This will ensure continuing, adequate supplies for local consumption and wise conservation.

**RECOMMENDATION**

It is also recommended that the Government of Canada redouble its efforts to overcome the ill effects on the native peoples of the North of the anti-harvest and animal rights movements.

It is further recommended that the federal and territorial government should support research and development on new products from the animal harvest.



From the Delta Beaufort Conference:

That Agriculture Canada base a federal meat inspector in the region for commercial production and export of reindeer, caribou and **muskox** meat.

That community Hunters and Trappers Associations form a regional cooperative for the preparation, processing, distribution and sale of country foods.

That the NWT Government and Federal Government Action Force on Northern Initiatives take action to correct the current land use, poaching and ownership issues of the Canadian Reindeer Project to maintain this valuable renewable resource.

That the NWT Government and Indian Affairs and Northern Development organize the Canadian Reindeer Research Institute for research and training to develop reindeer husbandry in the Western Arctic and other Northwest Territories locations with a program involving herding, slaughtering, handicrafts, marketing, tourism and social effects.

That Fisheries and Oceans identify, with additional research if needed, commerial fishery resources available in rivers, lakes and offshore waters.

That community and regional Hunters and Trappers Associations

develop a Delta fish processing plant with government inspection to supply quality fish products to local and export markets.

That the NWT Economic Development Department invite proposals for the operation of northern fresh food production facilities using greenhouse, hydroponic gardening and waste power plant heat.

That community craftsmen organize sales missions to southern cities for the sale of their products directly to buyers.

If we want to export northern food to southern markets, what are southern attitudes to northern food items. These can perhaps best be described by the cartoons in the Northern Cook Book.

These cartoons give us a glimpse of southern attitudes to northern and traditional foods. Some are funny but is there a deeper message that we must consider.



NORTHERN FOOD CONFERENCE

POSITION PAPER

**SESSION TWO**

**EXPo 86 EXPERIENCE & AFTERMATH**

**"OUR PROFILE ENHANCED"<sup>n</sup>**

**CHAIRPERSON**

George Braden  
Advisor to the Minister  
GNWT Economic Development and Tourism  
Yellowknife, Northwest Territories

February 18, 1987



## I INTRODUCTION

In May 1983 the Northwest Territories Government decided to participate in what was to become the biggest promotional event in the history of our jurisdiction. The Northwest Territories Pavilion at Expo 86 evolved into one of the most popular attractions, hosting over **1.5 million** visitors to an exciting and entertaining portrayal of Canadats North. Live performances, film, exhibits, slide shows, arts and crafts and northern country food could all be found at the Northwest Territories Pavilion near the Expo 86 East Gate on the shores of False Creek.

In total, the Northwest Territories Expo project, from start to finish has taken almost four years including planning and designing the building, purchasing supplies and inventory, hiring staff, operating for six months and dismantling of the pavilion. Given the amount of time dedicated to putting on a show which lasted only six months, one would think that most of the problems associated with contracting 300 northern performers, hiring, training and accommodating over 200 staff or putting up a temporary building would have been solved prior to opening day on May 2, 1986.

Very simply, this was not the case.

The purpose of this paper is to address some of the critical issues associated with the design, construction and operation of the Northwest Territories Pavilion restaurant - Icicles. The perspective of this paper is not from one who was involved in the

day to day decision making leading up to opening day, nor the overall operation of the restaurant. Rather, the discussion will focus upon some of the project objectives respecting the restaurant and whether or not they were achieved; some of the problems, particularly with food procurement, and how they were resolved; some of the key factors which contributed to the remarkable success of Icicles, in spite of the problems; and some personal recommendations which will hopefully help contribute to the further evolution of the country food industry on our territory.

## II THE PLANNING AND DEVELOPMENT PROCESS

Right from the beginning back in the spring of 1983 our feasibility studies indicated that a northern country food restaurant would be a popular attraction at the pavilion. From a northern perspective the idea was attractive as it would achieve a number of objectives, including:

- \* providing exposure for northern food products;
- \* stimulating the development of new food product lines;
- \* injecting significant cash income into the hands of hunters;
- \* providing a product to be processed in northern facilities;
- \* employing northern staff and providing experience in the restaurant industry; and
- \* involving the private sector in the operation of the facility.

By my calculations, we managed to achieve most of our objectives although in some we were notably less than successful.

With respect to providing exposure for northern country food, a review of media reports leading up to opening day invariably mentioned arctic char, musk-ox, caribou and other northern delicacies such as muktuk and seal meat. After an outcry from the public and doing product testing in some of Vancouver's Chinese and Japanese restaurants, the idea of serving muktuk and seal meat was completely dropped. Even before opening day, we took advantage of media opportunities with the likes of talkshow host Jack Webster and Expo 86 President Jimmy Pattison, making sure that they were shown on television eating musk-ox and arctic char, or sampling a unique northern drink made from Polar Vodka.

While statistics from a visitor survey indicated that only 6% of visitors to the North's pavilion chose to eat at Icicles, day to day experience during the operation of the fair demonstrates the opposite. Early consumption of our famous musk-ox burger prompted a second order from Ulu Foods. Media from around the world did specials on our restaurant and its menu - some of you may have seen a **Labatt's** Blue commercial aired on CTV during the World Series - it was filmed *in* the Icicles Restaurant Plaza.

Overall, I believe we were more than successful in marketing our northern food products - especially fish. One senior member of our Legislature commented that trying to promote northern fish in Vancouver was like trying to sell coal in Newcastle - a coal producing area of Great Britain. But it worked - west coast



residents loved our char and whitefish.

On the matter of our second objective, we had hoped that the exposure afforded by our presence in Vancouver would stimulate the development of new product lines, if only for the purpose of testing their reception at Expo. Regrettably, and for a variety of reasons, this objective was not achieved, except insofar as our chefs developed some interesting and tasty menu items through their own initiative in Vancouver. I will be addressing this matter later on in this paper.

A third objective of the project was to stimulate the arts and crafts industry and renewable resource harvesting economy through the purchase of new inventory for our pavilion's retail outlets. With respect to Icicles, an estimated \$450,000 was injected into the renewable resource harvesting sector, primarily in the Beaufort/Delta area, Cambridge Bay and Rankin Inlet.

However, we were not as successful as we had hoped to **be on the** matter of processing the country food products in northern facilities. Arctic char from a test processing and packaging facility in Rankin Inlet was, with a few exceptions, a success. Unfortunately though, the **smoked** char served in Icicles was prepared at facilities in Vancouver. Most unfortunate was the requirement to have our musk-ox and some of our reindeer processed **in** the south as well. This is another subject which will be addressed later in this

discussion paper.

The employment of northern staff in the restaurant was a major challenge and I will not, with this discussion, go into details of the difficult times and adjustments which had to be made. From my perspective though, despite the above, our northern staff were key to the success of Icicles as they were to the whole project. Their appearance, their work habits, their knowledge of the North and the menu, provided for a comfortable northern environment on the shores of False Creek. Many of our staff have returned North to continue working **in** the restaurant/hospitality sector.

On the matter of the last objective, it was the original intention of the project to have the 'private sector' construct, staff and operate all of the pavilion's retail outlets. A northern consortium was contracted, however **very** early on it became evident that their investments of time and money were simply not **justified** given the potential rate of return. Very simply, alternate arrangements had to be made whereby the project assumed the up-front costs associated with construction, purchasing of inventory, hiring and accommodating staff and so forth. A management agreement with Mr. Don Anderson, the coordinator of this conference, was the answer **to** our dilemma, and given the returns we received, it worked out quite well.

In conclusion, we perhaps overstated the abilities of the northern private sector in terms of some of our objectives. This should not

be seen as a criticism of the private sector, but ignorance on the part of myself and others associated with the early planning of the project. Yet the overall performance of Icicles can in my view be judged as successful.

### III ICICLES RESTAURANT THE FINAL PRODUCT

The purpose of this section is to provide a general profile of Icicles restaurant, touching upon some of the key features which **were** not mentioned in the objectives section examined above.

First, I will not go into the details of how we "lucked out" on the location of our pavilion and the beautiful water front site which served us so well. However, given what we had to work with, the location offered us the opportunity to come up with some exciting approaches to the physical structure and layout of the restaurant. For example, the outdoor barbeque, the Pacific Western outdoor plaza, and the interior portion of Icicles with its "cool" and 'soothing'<sup>w</sup> colours made the facility an attractive refuge from the chaos on the fair site. Further, we cannot forget that Icicles was not a separate entity unto itself. It was an integral part of the whole pavilion experience.

Complementing the physical structure of the facility were a number of other features. Staff uniforms, the design of our menu, neon icicles lighting up during the day and at night, northern art work on the walls, even the frost-like design of our glasses provided the

vis i tor with a variety of visual sensations. The quality of our menu and service aside, there is no question in my mind that these features, along with some soothing music, provided a relaxing and interesting environment.

With respect to the menu, I have already noted the unique attraction of serving arctic char and musk-ox burgers. However, on a hot day, in fact almost any day, visitors wanted a glass of fruit punch or something a little stronger with 10,000 year old ice. **Icicles** also served a unique salad which included a variety of greens, leaves and other 'things'<sup>w</sup> that were known to grow in people's backyards in Vancouver. Desserts made use of cranberries, and rhubarb, nothing special or exotic to the average Canadian, except insofar as you seldom see them on restaurant menus. In my view, our departure from the "**norm**" of salads, desserts, vegetables, and bread provided further incentive to experience Icicles' unique menu and environment.

**At** the risk of overstating the marketing/promotion factor, I feel that one of the other reasons for the success of Icicles was the desire to capitalize on small, **yet** significant events. For example, on California's special day at Expo, restaurant staff **wore** 'California Cooler'<sup>w</sup> head visors, and we featured - obviously - California Cooler. Media briefings at the Expo media center took place early in the morning every Tuesday. Whenever we **were promoting** a major event, such as N.W.T. Day, the press were served

the likes of 'Egg McMusk-ox<sup>n</sup>' on an English muffin and something to perk up their morning coffee. I even recall a kid from Burnaby, who carried around a **jar** all day and before leaving the site with his parents, dropped into the pavilion restaurant to ask for a piece of 10,000 year old ice which he promised to take home in his jar and put into the family freezer - until it was time to take it to school for 'show and **tell**".

In concluding this section on the general profile of Icicles, it is important to recognize that the restaurant was an integral part of the overall message of the pavilion. Our 1.5 million visitors were exposed through film, exhibits, slide shows and arts/crafts to the significance of our renewable resources. What better way to complete a visit than to enjoy a meal of northern country food. Second, the design of Icicles and other features such as the menu, staff uniforms and so forth were all developed to be part of the total pavilion experience. And while Don Anderson may have had many disagreements with our architects and designers, I am sure he will agree that the final product was worth all the agony.

#### **IV ISSUES AND SOLUTIONS**

The reader will recall that in the introduction to this paper, I indicated that I had little to do with the day to day decision making during the development, construction and operation of Icicles restaurant. However, on occasion I was asked to intervene on a particular issue. In the late winter/early spring of 1985/86 I was

asked to assist in resolving some problems related to the procurement of caribou and as a result, learned more than I wanted to at the time about some of the problems and challenges facing our country food industry. With this section, I want to briefly outline some of the **issues**, as I understand them, and to propose some solutions for consideration by this and other groups. Finally, please recognize that I am not an expert, so if some of the terms used are not correct or if some of my ideas are totally unworkable, you will know why.

a. **Inspection**

I was always aware that any northern meat and fish to be sold at the pavilion must be harvested and processed according to federally approved standards. Fish posed no difficulties from this perspective; however, for musk-ox and caribou we faced some major regulatory problems. For example, and with respect to musk-ox, our suppliers had in place the necessary field abattoir facilities which Agriculture Canada officials used to inspect the animals after they had been slaughtered. However, their processing facility in Inuvik did not, to my understanding, have the necessary stamp of approval to process the musk-ox carcasses for sale outside the Northwest Territories. Consequently, we had to have the carcasses shipped to a federally approved facility in Vancouver for processing. Jobs and income were lost as a result.

With caribou, we faced an even greater problem. Our suppliers simply were not equipped, nor could they afford, the necessary field inspection facility to inspect the caribou after **they had** been shot. As a result, caribou had to be dropped from our menu and replaced with reindeer harvested from the herd located near Tuktoyaktuk. Again, more jobs and income were lost because the required inspection facilities were not in place in the field. Recognize as well that even if they were, the carcasses could not have been processed at the Inuvik based facility because it was not federally approved.

With respect to solutions to the above, some Northerners may disagree with my suggestions. After all for years most of us have been eating musk-ox, caribou, moose and other wildlife which has not been through the inspection process. However, I would argue that if we are to break into southern markets, and offer quality products in our northern restaurants, we should begin **now** to put into place the required facilities and harvesting practices,

Very simply, the **financial** means have to be found to provide the necessary field inspection facilities. My suggestion is that portable abattoirs be developed and located in all regional centers for use by suppliers of game meat. Further, instead of relying upon inspectors from Agriculture Canada, I would recommend that our government hire or contract the service of

professionals who are licensed to conduct the necessary inspection of musk-ox and caribou when they are harvested in the field. Third, I would advise that, in association with Agriculture Canada, our government seek to establish new standards which would reduce the problems associated with harvesting caribou. Unlike musk-ox and reindeer, caribou tend to wander and a five mile drive, with a warm carcass back to a **field** abattoir eats up profits. There just may be something which the hunter can do to allow for testing of a frozen carcass which is not now the case.

With respect to processing and packaging we again must find the financial means to upgrade existing facilities and construct new ones which are consistent with federal regulations. Very simply, it would be counterproductive to proceed with upgrading **field** inspection services, and not take advantage of processing and packaging the product in the north.

In concluding this section, I simply reiterate that without the proper inspection of our wild meat and fish, we stand little chance of breaking into southern markets and providing a quality product for our northern restaurants and grocery stores.

b. **New Product Development and Production**

As noted in section II above, we had initially hoped that northern producers/suppliers would develop new product lines



using fish and meat. However, with a few exceptions, this was not the case. Char was smoked in the south, pate and sausages were produced in the south, reindeer and musk-ox burgers were prepared in bulk in the south.

At present, I am aware of a few northern producers which have developed and produced new product lines using northern game meat and fish. I am not sufficiently knowledgeable on their success, or the products, however I want to relate a short **story** about an FFMC product marketing initiative which took place at Expo. Very briefly, the FFMC booked the Governor's Lounge at the pavilion to promote Northern fish and fish products. On the first day, Expo 86 officials and representatives from other pavilions were invited for a glass of wine and to sample specially prepared fish from the north. On the second day, Vancouver based fish buyers were invited. After sampling a pate, one buyer went to an official present and asked what it was. The answer, a pate made from Inconnu. The buyer said it was delicious and that he wanted 50,000 pounds of the fish. When could **it** be delivered? I am not quite sure if he ever received his fish, but I use this as an example of the need to provide more than basic cuts of meat and fish to markets in both the north and the south. If northern products are to break into the southern market in particular they will, no doubt, be classified as specialty items. While we **in** the north can think of nothing more satisfying than a good caribou stew **or** a white

fish chowder, the yuppies in Vancouver and Toronto want something unique to go with their white wine, seedless grapes and pasta. I look forward to the panel and others for specific direction on how to proceed with new product development and production.

' = \* **Marketing**

This paper has already addressed how the pavilion project took advantage of media opportunities to promote Icicles and northern country food. In the near future some thought **must be given to the most** effective means of marketing our products in both the north and the south. My modest proposal, which **is** outlined below, is based on the assumption that we are dealing with products which come from carefully managed resources. Very simply, we cannot go out and promote wild meat and fish if a commercial harvest cannot be maintained **or if** subsistence use will be effected. Obviously, we have to be sensitive to the volume of products we are capable of delivering from the north. The proposal **is** also based on a second assumption - quality of product - which has been addressed in other parts of this paper.

With these points in mind, my suggestion is that some thought be given to marketing our food products through quality restaurants in both the north and the south. **For** example, a restaurant chain such as **"Hy's"** which is located in both Canada and the United States could be approached to determine their interest in

carrying some of our products. Another potentially lucrative and high exposure area **is** the airline industry. Just think of the number of meals of caribou, char **or** musk-ox which could be served to travelers flying in and out of, or around, the North.

There are of course numerous other areas where our products could be marketed - these are only two examples. We must however bear in mind, for the welfare of our resources, and to protect our reputation, that we should not attempt to market more than we are capable of delivering.

In conclusion, there are no doubt many other equally and more significant issues which must be addressed in the marketing of our country food industry. Last spring, when I was lobbying the Federal Minister of Agriculture and **his** Calgary based inspectors **on** my caribou problem, I thought that this was just one more **major** headache we did not need at the time. However, **over** the **last year**, and with the Expo experience behind me, I can now see that with a little more effort we can develop in the north a unique industry based upon our renewable resources.

#### v **CONCLUSIONS**

While many of us who were in Vancouver last summer miss the excitement and challenge of our unique World's Fair experience, Expo **86 is over** and we must now address those challenges which may have resulted from Expo, but more than likely have been with us for

years. In my opinion, such is the case with the northern country food industry.

The benefits to be derived from further developing this sector of our economy are many and varied. First, we are dealing with a renewable resource, which if carefully managed, will long outlive our oil, gas and minerals. Second, it is a resource which the north's aboriginal population has harvested for thousands of years and while hunting will always be a significant cultural activity associated with life on the land, it is also of major economic significance.

Third, and related to the above, a well planned and developed northern food industry will never provide the hundreds of jobs and numerous business opportunities required now and in the future. But no one has **ever** said that should be the objective of developing this sector. However, it will hopefully provide many Northerners the prospect of secure seasonal employment on the harvesting side, and more permanent employment and business opportunities in processing and production.

Fourth, while it may be a long time before non-native northerners in particular give up their roast beef and pork chops, it is nonetheless worthwhile to take any steps we can to reduce the economic leakage of northern dollars for products from the south. Given that a greater commercial harvest is viable, we will hopefully

see one day a variety of meat and fish, at reasonable prices available in all our northern grocery stores.

And finally, I cannot think of a better way to attract the southern mind to the exciting land we live in. I am a Board Member on the Arctic Institute of North America which is based at the University of Calgary. Late last year, the Students' Chapter of the Institute launched a campaign to increase its membership which I believe at the time was about six members. One of the programs of the campaign involved a musk-ox burger and beer bash to sign up new members. I am told that **over** 1000 musk-ox burgers **were** sold in two days and that the current membership in the Student{s Chapter of the Institute is almost 100 members.

NORTHERN FOOD CONFERENCE

POSITION PAPER

**SESSION THREE**

**RESOURCES AND PRODUCTION POTENTIAL**

**"SUPPLY PARAMETERS EXAMINED"<sup>w</sup>**

**CHAIRPERSON**

**Bob Wooley**  
Assistant Deputy Minister  
GNWT Renewable Resources  
Yellowknife, **Northwest Territories**

February 18, 1987

The purpose of this paper is to highlight some basic understandings of the use of fish, marine mammal and wildlife resources of the Northwest Territories as a domestic food supply.

The concept of country food making a contribution to the economy of the Northwest Territories comes as no surprise to our department. The need to manage these resources in order to capitalize on their stabilizing influence on both the culture and economy of the Northwest Territories has for many years been the very reason for the existence of the Department of Renewable Resources.

Country food resources continue to play an important role in the traditions and cultural heritage of the north.

The greatest opportunities for an expanded country food industry are related to wild populations of indigenous species. The animals that are currently being used (caribou, muskox, seals, whitefish, char and other species) still represent the greatest potential for both improving the efficiency of our country food industry and increasing our domestic food self-sufficiency. In the Northwest Territories there are a number of biological and cultural reasons for this position.

Current estimates for caribou and muskox populations across the

Northwest Territories are quite reliable and indicate that there may be commercially harvestable surpluses in certain areas. The total populations of muskox has been estimated at between 55 and 60 thousand animals. Total commercial quotas for muskox are 2489 animals. At the present time approximately 540 animals are harvested.

Barrenground caribou populations are estimated at between 1.3 and 1.8 million animals with a total commercial quota of 3600 animals. Within this total there are herd specific quotas which are not being fully utilized. In other areas commercial quotas combined with domestic harvests may in fact be approaching sustainable levels. It is extremely important to acknowledge the gaps in information concerning the use **of** these animals and to define the current level of harvest and whether **or** not it is sustainable.

Existing commercial quotas provide opportunities for some increased use of these resources. This cautious approach will allow the impacts of commercial use to be assessed. Efforts can be directed to fully meet the needs inside the Northwest Territories allowing time to develop the infrastructure, resource information and business skills necessary for a **"country foods"** industry to become viable beyond our borders.

There have been a number of proposals for the introduction of



exotic species to the Territories recently. While there may be potential for such uses these proposals must take into account the biological requirements of the animals already using certain habitats, the capability of those habitats to support introduced species and the cultural implications of major changes to existing wildlife populations. These same concerns could be applied to changes in the way wildlife are used. For example, there **is** little experience to indicate that the herding of caribou would be successful. In a traditional hunting culture **it** is also doubtful whether that approach to animal use would be acceptable. Areas in the Territories where the herding of animals has resulted in restricted access to resources or exclusive use of that area have experienced much conflict. These biological and cultural factors taken in this context represent serious constraints to development.

Aside from the obvious constraints to development such as high transportation costs and lack of infrastructure there are serious management constraints to the intensive use of wildlife in the North. This entire discussion presumes some sort of change in the overall manner in which country foods are used in the Northwest Territories. The notion that the country food industry can or should get bigger or more efficient is not necessarily shared by northerners, particularly native northerners. It is important that consultation be carried out well in advance of any resource use decisions. It is also

important that those consultation efforts reflect the wishes and needs of the residents of the Northwest Territories. This will be a complex and costly task but without it culturally disruptive initiatives such as herding will suffer from lack of understanding and support and have little chance of success.

Animal rights activists in the south have had a devastating effect on the sealing industry in the North. Our efforts to combat those who would impose values on the people of the North are beginning to show some results. The proposed export of wildlife food products from the North may provide another area of vulnerability for these groups to wipe **out** any gains we may have made and should be entered into cautiously. Success will only be possible when a true appreciation of our economy and the importance of wildlife in the **North** is understood fully in the south. Developing that understanding will add even more costs to government programs.

**A** major constraint within government itself is the lack of a systematic, long term approach to the development and management of a country food industry In the North.

It **is** important that all government and other agencies as well as the private sector adopt a coordinated system of resource development decision making. This in itself will focus efforts on developing the infrastructure required to support development.

Very little is required in the way of new technology to develop the country food industry in the Northwest Territories. What is required is a conscious effort on the part of the government to ensure that the required infrastructure is put in place as soon as possible and that it is designed to meet multiple objectives.

Take for example, a recent interdepartmental initiative to develop a community freezer program. At the outset the recognition of the value of country foods in the domestic economy was emphasized. The intent of the freezer program was to improve community infrastructure to support and enhance that value. The improvements **were** directed to improving the storage capabilities and efficiency in communities, improving animal utilization, reducing waste and thereby facilitating an increase in intersettlement trade. This program could effectively meet a number of objectives, but would cost some \$13 million to fully implement. Again the important constraint of high costs is apparent.

Demand for the domestic/subsistence use of the fish, wildlife and marine mammal resources of the Northwest Territories is high. Within the Territories there are opportunities for improving the ways in which that demand is being met. The greatest opportunities lie in improving the distribution and availability of country foods in the North. Meeting domestic demands must continue as the first priority within the Northwest

Territories. We must also take care that in altering the existing distribution and availability of country foods we **don't** jeopardize traditional resource sharing practices that are such an important part of the cultural heritage of the Northwest Territories.

One role of government is to improve knowledge of the fish, wildlife and marine mammal resources of the North and to ensure their continuous supply to permit more intensive management into the future. In developing an expanded country food industry the territorial government has the primary responsibility to ensure that the needs of northerners are met first and foremost. Work to define those needs will continue as an ongoing process requiring extensive community consultation. Work must continue to refine knowledge of wildlife resources through efforts such as the territory-wide harvest studies currently underway. It is important that this work involve local people to ensure their interests are met. The information from studies such as this will assist in allocating resources among the priority users in the Territories. Community Hunters and Trappers Associations, the Caribou Management Boards and Regional Wildlife Management Boards provide effective mechanisms for harvesters and direct resource users to identify their needs and concerns and will continue to be key elements in the consultation process.

The long term management of wildlife resources in the North

would continue to be primarily a government responsibility. Governments must ensure that a comprehensive, long term management perspective is maintained. Individual projects and programs must fit as integral parts of a long term strategy to ensure the sustainable use of wildlife resources for the future.

The priority of use will continue to be directed at local users first for domestic subsistence purposes and secondly for both consumptive and non-consumptive outdoor recreational use. These priorities focus strongly on enhancing the contribution of wildlife, fisheries and marine mammals to our domestic food self-sufficiency. The provision of domestic food supplies is a real strength in our northern economy and our efforts **will** continue to be directed towards enhancing that strength.

NORTHERN FOOD CONFERENCE

POSITION PAPER

**SESSION FOUR**

**MEETING DEMAND**

**"OPPORTUNITIES, CONSTRAINTS AND R & D REQUIREMENTS"<sup>1</sup>**

**CHAIRPERSON**

Ted Weicker  
Senior Consultant  
Don Ference & Associates  
Vancouver, British Columbia

February 18, 1987

The purpose of this paper is to provide a brief overview of the market potential *for* northern foods. It is divided into five sections. The first section establishes the premise that commercial production must be limited to surplus supplies. The second section identifies the species available for commercial production, and the third details the characteristics of the potential domestic and export markets and the factors that serve to constrain development. The fourth section suggests an appropriate development focus, while the final section outlines the role that government can play in overcoming market constraints.

A. **COMMERCIAL PRODUCTION AND THE NATIVE ECONOMY**

The economies of most Native communities, aside from government transfer payments, are based upon the production of subsistence goods for food, clothing, and shelter. In some areas this subsistence mode of production is complemented by the production of goods, such as arts and crafts, for exchange or by tourism activities which are themselves based upon the consumptive or non-consumptive use of renewable resources.

The imputed value of the N.W.T. subsistence economy is \$40 to \$50 million annually, the arts and crafts industry generates approximately \$6 million in export revenues annually, and tourism activities add an additional \$40 million to the N.W.T. economy. The objective of developing commercial food production is to expand this economic base and hence improve the standard

of living. To achieve this purpose, it must be ensured that whatever commercial development takes place does not come at the expense of the base economic activities.

Consequently, commercial production of northern foods should be limited to surplus supplies, that is to the proportion of sustainable harvest levels which remain after local consumption has been subtracted.

Surplus supplies are difficult to measure and are subject to annual changes in inventory levels, consumption patterns, hunting efforts, markets for by-products, and migration patterns.

#### **B. SPECIES AVAILABLE FOR COMMERCIAL PRODUCTION**

The northern foods under consideration can be categorized into four groups: (a) red meats; (b) fish and seafood products; (c) marine mammals; and (d) game birds and other products.

The primary red meat products are caribou, muskox, and reindeer. On an annual basis, approximately 40,000 caribou (5 million pounds of meat) and 200 muskox (70,000 pounds) are being harvested for domestic purposes. Caribou has traditionally been the preferred product in the north; however, the success of muskox burgers at the N.W.T. Expo '86 Pavilion suggests a strong southern market might exist. A study on inter-settlement trade



conducted by the Inuit Development Corporation estimated that a surplus of 165,000 pounds of caribou meat and 33,000 pounds of muskox meat could be made available for commercial purposes. Reindeer is being raised for commercial use by Canadian Reindeer Ltd. Assuming that 2,500 reindeer were harvested per year, potential reindeer meat production would approximate 300,000 pounds.

The leading fish products in the N.W.T. are trout, whitefish and Arctic char. Substantial surplus volumes of each of these three species exist. Commercial production of trout and whitefish is 2 - 3 million pounds annually. Opportunities to increase sales appear limited; trout and whitefish are already abundant in southern markets and there is a distinct market preference for other products, including Arctic char. Arctic char is limited by economics of production; the species is found primarily in remote areas resulting in high costs of production. If it were justified economically, commercial production could increase to at least three or four times the current level of 250,000 pounds.

Although seafood products are not a mainstay of the northern economy, potential has been identified for products such as shrimp, mussels, and sea cucumbers. However, it has yet to be proven that these fisheries are economically viable.

of the marine mammals, ringed seal, harp seal, narwhal whale, and walrus are harvested primarily for non-meat reasons. At first, this would appear to offer an opportunity to increase utilization without increasing the harvest. However, the toughness of the meat severely limits market potential. The potential may exist to market specialty products such as seal liver.

The leading game birds in the **N.W.T.** are geese and ducks. Approximately 23,000 of each are harvested annually, which at approximately 3 pounds per bird represents over 70,000 pounds of meat. Other products which could be marketed include wild berries and vegetables, and Arctic water and ice. The latter has commanded considerable attention as a novelty item.

**c. POTENTIAL MARKETS**

The potential markets for northern products can be categorized into three groups: (1) the Native market; (2) the northern non-native market; and **(3)** the southern and international markets. The characteristics of each are briefly outlined below.

**1. Native Market**

Commercial production targeted at the Native market can serve two purposes: (a) to provide a source of food to Natives who may have joined the wage economy and do not have the time to go

hunting and fishing; and (b) to affect a more equitable distribution of country foods between areas of surplus and those of shortage. The vehicles to accomplish these purposes are inter-settlement trade and country food outlets.

The unique problems associated with the Native market include difficulties in determining the value of products and consumer resistance to paying for goods traditionally available without charge. Nevertheless, the concept does appear viable on a limited scale.

## 2. Northern Non-native Market

The ability to sell northern foods in any market, be it northern, southern, **or** international, is a function of four factors: (a) consumer awareness and knowledge of the products; (b) consistent product quality; (c) consistent supply; and (d) the economics of distribution.

In the northern primarily non-native communities, such as Yellowknife or the mining centers, consumer awareness and knowledge of northern products is often limited. The residents may be transplanted southerners who have a distinct preference for southern foods and only a rudimentary understanding of how to prepare northern foods. A promotional program similar to that undertaken by the fish industry over the past ten years could highlight nutritional and economical benefits and educate

the populace in the methods of preparation. Convenient product forms could be offered.

For a food product to be successful, consumers must be reasonably assured that product quality be consistent over time. However, this requires standardized handling, butchering, and packaging procedures which are hard to enforce in a highly decentralized, loosely regulated industry. Although trade within the Territories does not require government inspection, many retailers and consumers look to government approval as an assurance of product quality.

Consistency of supply is required before retailers and restaurants will go to the effort and expense of developing a market for a northern product. This consistency is hard to achieve in an environment where commercial production is given a low priority, where harvest levels fluctuate with the vagaries of nature, and where potential demand far exceeds potential supply. As an illustration of the latter, the volumes of caribou and muskox identified as available for commercial production by the IDC represent only 11% and 2% respectively, of estimated red meat consumption in Yellowknife alone.

A distribution channel can not exist unless all members (producers, middlemen, and retailers) are satisfactorily rewarded for their efforts. There is, of course, a limit to

what a consumer **is** willing to pay for a northern product; if the channel cannot distribute the product to the consumer at or below this level, the market will not exist. Impacting negatively on channel economics are the high costs associated with remote locations, the highly dispersed nature of the industry which prohibits many economics of scale **in** purchasing, processing or distribution, the high costs of transportation, and the lack of a trading infrastructure in terms of processing and storage facilities.

Although non-native markets for northern foods can be developed, potential is constrained by inconsistent quality and supply, and by the high costs of production and distribution.

### **3. Southern and International Markets**

Assuming sufficient funds are available for promotion, caribou, muskox, reindeer and char can each be positioned as unique, exotic, and healthy (high in protein, low in fat, no preservatives) alternatives to southern foods. The constraints in these markets are the ability of northern channels to provide consistent quality (federal government inspected) and consistent supply at a reasonable price. With reindeer, these constraints **were** relatively easy to overcome: (a) most of the meat is sold in Europe where people are quite familiar with the product; and (b) the product **is** farmed and processed through a central facility making it much easier to forecast supply, to enforce

standard ized handling procedures, and to take advantage of potential economics of scale.

**D. PROPOSED STRATEGY**

Based on a preliminary analysis, it appears that the most appropriate strategies are to focus on expanding the northern markets (in both the Native and non-native sectors) for caribou, muskox, and char; expanding the market for char in the south; and maintaining the export market for reindeer. While market potential for caribou and muskox exists in the south, the necessary investment in marketing channels and infrastructure is justified only if substantial product volumes can be assured.

**E. ROLE OF GOVERNMENT**

Before commercial development of northern food can occur, the G.N.W.T. Departments of Renewable Resources and Economic Development and Tourism must determine a development strategy for wildlife. In order to do this, it will be necessary to further assess sustainable yields, the size of the potential domestic and export markets, and the economics of intersettlement and export trade. Based on the policy developed, the role that government can play is to assist the northern foods industry in overcoming some of the constraints identified in the previous section.

1. Developing Markets

The Government could assist **in** market development by encouraging northern food retailers and restaurants to carry northern foods, by serving as an intermediary between groups with surplus production and potential buyers, and by funding general promotions communicating a "Buy Northern<sup>m</sup>" message, food preparation methods, or nutritional benefits. The small size of the market does not **justify** establishing a central marketing agency at this time.

2. Developing Consistent Product Quality

Given the number of different groups involved, developing consistent product quality is a difficult task. The government could assist by providing standardized training in product handling, butchering, inspection, and packaging; by developing a standard grading system; and by providing capital assistance to enhance handling and storage facilities.

3. Improving Consistency of Supply"

Production assistance and guidance can be provided by the government in the form of determining sustainable yields, monitoring inventory levels, stimulating and facilitating surplus hunting, and improving access to key fishing and hunting areas.

4. Improving Economics of Operation

The government could reduce channel costs by assisting in some of the channel functions itself including communication of market information, product inspection, product marketing and distribution.



NORTHERN FOOD CONFERENCE

POSITION PAPER

SESSION FIVE

TRADITIONAL AGRICULTURE

"A REAL POTENTIAL"

CHAIRPERSON

Joe Kzonstal  
President  
**Agriborealis**  
Yellowknife, Northwest Territories

February 19, 1987

When I was asked to present a brief paper on the possibilities for the pursuit of traditional agriculture in the Northwest Territories to stimulate some discussion on the topic for this conference on Northern Food, I was pleased to learn that some of my fellow panelists are living proof that not only could this industry have a **place** in the Northern economy, but that indeed it is taking its place in this economy.

So, we are not going to begin to discuss whether **or** not it is possible; it is already being done! What I hope we can discuss are the possibilities for the future, and to discuss what kinds of agricultural developments make most sense.

When someone mentions the word "**agriculture**", it is easy to see a series of images that we may associate with television programs such as Country Canada on CBC, **or** in the lyrics of Murray McLaughlin's 'Farmer's Song'. **Dusty** old farmers out working their fields. **Wheatfields** and grain elevators. Orchards and feedlots. Tractors and combines. When we add the word "**traditional**" to this, the *imagery* could become even more nostalgic.

I would like us, however, to consider this topic in a slightly different manner. Rather than looking at how the agricultural industry operates in the rest of Canada, and how it has traditionally been structured in the South, I would like us to

consider what agriculture really means, and what it is that the agricultural industry produces for us. Once **we've** done that, I would like us to think about the possibilities that we have in this realm in the North. And we need not be limited in our view to considering what is happening elsewhere in Canada. I say this because, although we are consumers of agricultural products in the same way that most Canadians are, many of us may not agree that the nature of an agricultural industry has to copy what has been established elsewhere.

Our history reveals that the agricultural industry has been alive in the Northwest Territories in one form or another for many decades. Certainly, there have been ebbs and flows in levels of activity in this industry as settlements **were** established, mission farms created, and new transportation links established. But one consistent pattern to the industry appears to emerge: the scale of undertakings were geared to local self-sufficiency. It is my view that this notion cannot be lost as agricultural development continues in 1987. The strategy of self-sufficiency that has predominated in the past is still the most sensible strategy for today.

The development of an industry must always take place in a context where the long term advantages of the development accrue to the people in the region being developed. I believe this should be no different for agriculture.

As I mentioned earlier, our history records many agricultural undertakings that have been carried out in many parts of the North with considerable success. Accounts recall record-sized **cabbages**, and impressive harvests of other vegetables. The amounts of food that were produced at mission stations, the records state, is nothing short of impressive. My favorite clip from the archives is from the nineteen thirties. It **is** of a remarkable man by the name of Dr. **Livingstone** of Aklavik. He successfully raised a small herd of dairy cattle **in** this community well above the Arctic Circle, thereby ensuring that the hospital and the school had fresh milk.

The promises for the future look bright now too. There is a renewed interest in examining economic diversification because of the uncertainty that resource extractive industries have faced in recent times. Where better to begin in a drive to diversification than to examine ways to meet some of our own basic needs. We now import most of the food we eat **in** surprisingly large quantities. Some of the greatest possibilities in developing northern agriculture come from the pursuit of import substitution in foodstuffs. Just being where the end users of the products are can be considered a significant advantage to northern producers because of the often perishable nature of the commodities, especially because of the importance of freshness, quality and availability to food consumers.

We will be limited to some extent in our ability to produce most of the food that we consume because of the dependency that we have developed for processed products. If we were to look at the agricultural industry in much of Canada, we would find that in many product areas, it serves mainly to provide grist for the food processing industry mill. The food processing industry is practically non-existent in the North. The obvious implication is therefore that we will be restricted in our food production activities to those products that require little or no processing, or to ones which can incorporate small scale processing as part of the same enterprise.

In addition to producing food for ourselves, the agricultural industry can be developed in the North with a view to exporting products to the South. Although I generally view the former as the primary direction that agricultural development ought to take **in** the North, there is room for certain kinds of production that take particular advantage of special circumstances that we live with. Some possibilities in this area might be elk farming, honey production, dehydrated alfalfa production and perhaps intensified wild rice production.

We may not all appreciate the advantages that are ours in the North. How many of us fully appreciate the abundance of some of the best fresh water in the world? Do we realize that our long summer days are perfect for intensive peak-season growth? Our

people are an asset too. They understand full well and appreciate the advantages of building an economy which is based on renewable **resource** management.

If you will allow me, I would like now to briefly relate some of our experience in setting up **Agriborealis**.

Since 1980, when the Yellowknife city Plan was being established, a small group of us pressed for the establishment of an area which could be used for agricultural development. We wanted to begin to break down that sense of total dependency on outsiders for our food. It **was** not easy to obtain such an area.

What has been established is **a 70-cow** dairy production and processing enterprise, which is capable of producing enough milk for about one third of the local market.

The first question that is raised when developments of this nature **are** discussed is that of viability. In my view, the question of viability begins with a consideration of the possible. If something can physically be done, then the only remaining question is "can it be done in a manner that results in the benefits exceeding the **costs?**" The issue of benefits and costs, though, is broader than just the dollars and cents; these are nevertheless truly important.

There is a social Importance to self-reliance. Community residents feel a greater stability if there is a capability to locally meet at least some of their own needs. That greater stability has economic significance.

our company recognized the need for providing for a certain amount of public awareness of the issues related to food production. Some provisions were made in the design of our facilities to make them accessible to the public. We want children and others to know where their food comes from, and what is involved in getting it from the source to their tables.

I hope that many of you agree with me that there are many possibilities when it comes to providing for ourselves. This conference is all about those possibilities. I am pleased to be at this table with fellow citizens who have demonstrated various dimensions of the **"possible"** as it relates to northern agriculture.

## **Resolutions**

1. That every community with a waste heat source should be encouraged to establish greenhouse vegetable production.
  
2. That we seek to become self sufficient **in** the following product areas by 1992:
  - fluid milk
  - fresh beef and pork
  - potatoes, turnips, carrots and cabbage
  - oatmeal
  - wild rice
  - honey
  - eggs
  
3. That we seek to establish new ventures which are compatible with the North, such as elk farming and forage (alfalfa) production.
  
4. That governments be encouraged to begin support infrastructure to the food processing industry.
  
5. That good communication exchanges be developed with other northern peoples who have made significant progress in providing food for themselves, so that we might learn from their experiences.



6. That collaborative partnerships be encouraged between northerners who are interested in agricultural production and experts from elsewhere to enable ventures in food production to become established.
7. That the strategic focus for agricultural development at this point be local self-sufficiency wherever economically feasible.
8. That research assistance be provided to enable industry to resolve special problems related to operating in the North.
9. That local governments consider allowing agricultural developments to be established within municipal boundaries without reasonably high property taxes, and without excessive charges for land.

NORTHERN FOOD CONFERENCE

POSITION PAPER

SESSION SIX

MARKETING & DISTRIBUTION

"CREATING STRONG COMMERCIAL LINKS"<sup>W</sup>

CHAIRPERSON

Peter von Lipinsky  
Food Buyer, Northern Stores  
Hudson's Bay Company  
Edmonton, Alberta

February 19, 1987

Before we proceed into a full discussion of the marketing and distribution of northern country food products, I believe it is appropriate to briefly talk about the Hudson's Bay Company and its 316 year involvement with the North, considering recent news announcements.

As you may already know, the Hudson's Bay Company will be selling its 178 northern stores, of which 40 are located in the Northwest Territories, to Mutual Trust Company, our northern stores' existing management, the Hudson's Bay Company itself and several financial institutions as of March 31 this year. In my opinion, this decision will be beneficial, but it is also melancholy. The Hudson's Bay Company, since inception, has had a great sensitivity and symbolic attachment to the North, but with this proposed divestiture, a new responsiveness will likely occur in relation to northern aspirations and benefits.

As a twenty-four year veteran of the Hudson's Bay Company, of which eighteen spent in the Western Division, Northern Stores, based in Edmonton, I have been primarily responsible for the company's Western Arctic food purchasing function. Northern Stores has two other divisions: Central, based in Winnipeg and responsible for Manitoba and the Keewatin Region and Eastern, located in Montreal and responsible for the Eastern Arctic, particularly Baffin and Labrador. Within this context and through discussions with my co-buyers in the other two

divisions, I present our views on the northern food industry.

The words marketing and distribution are closely related, and can be defined as the activity of getting a commodity from the producer to the consumer.

In most cases, this is being done by using the distribution network system of a wholesaler, who in turn will resell the goods to its affiliated stores, as well as to independent stores, hotels, restaurants, and other food service related retailers.

### **THE PRODUCT**

First, let us take a look at the primary products for which marketing and distribution are required.

#### **1. Fish (Commercial Fishing):**

Whitefish

Pickeral

Northern Pike

Trout

Inconnu

Arctic Char

## 2. Red Meat (Game):

Caribou

Reindeer

**Musk-Ox**

Buffalo

Having identified the products, you will note that some of these products are unique to the Canadian North, such as arctic char, reindeer, caribou, and musk-ox.

These items, as common as they are to northern Canada, are specialty items for most customers south of the 60th parallel, and even more unique to potential buyers south of the Canadian border, and indeed, to people overseas.

### PRODUCTION AREA - NORTHERN FOOD PRODUCTS

Let us have a look at the immediate production area, the Northwest Territories.

The total area of the Northwest Territories is approximately 1.3 million square miles of land and water combined; fresh water accounts for approximately 51,000 square miles. The NWT is about one third of the total area of Canada.

From the latest statistics available, the total population stood at 51,000 people living in the 'arctic' region of Canada.

Before marketing and distribution of northern foods can begin, the main production areas must be pinpointed. For example, the prime production areas for caribou and reindeer are found at Baker Lake and Tuktoyaktuk. Similarly, Coppermine, Cambridge Bay, Gjoa Haven, Spence Bay and Baffin are home to the Arctic Char, while Hay River is renowned for its commercial fishing. It has been estimated that over 6 million pounds of whitefish and trout a year are processed at the fish plant in Hay River.

Most production areas are very sparsely populated. For that reason, retail sales would be minimal resulting in production being higher than consumption. Therefore, the majority of fish and game harvested in these areas would have to be shipped to centres where the demand is greater to sell the surplus product.

#### **TRANSPORTATION**

Moving the harvested fish and game from remote production areas to 'collection points' can be very costly. From several locations, these shipments could only be made by air freight, while elsewhere, land transport could be utilized to move the product to larger centres for processing.

Freight charges have to be considered in marketing northern food products since, **if** they are too high, a high retail selling price will apply which could possibly cause customer resistance.

Depending on volume, special freight rates might be negotiated with some carriers, as most flights south carry little cargo.

A study would determine the most economical mode of transport for the product to the larger centres.

### COLLECTION CENTRES FOR NORTHERN FOOD PRODUCTS DISTRIBUTION CENTRE

Having solved the question of freight, the next consideration would be to establish three 'collection centres' for northern foods to be distributed to the larger centres.

One collection centre should be north of the Mackenzie River while the other would be south of this same river. For servicing the northside, the town of Inuvik comes to mind with Yellowknife or Hay River as the counterpart for the south (fish processing plant already in Hay River). Likewise, Iqaluit acting as the collection centre for the Baffin region.

Each distribution centre should have facilities for processing both red meat (game) and fish.

### MARKETING AND DISTRIBUTION

The focus of marketing and distribution of northern food products must be directed towards the south if any quantity is

to be sold, and thereby making it economically viable.

This can be achieved by:

1. Establishing liaison with a meat/fish wholesaler/distributor in major centres like Vancouver, Edmonton, Winnipeg, Toronto and Montreal.
2. Produce colourful posters promoting northern food products.
  - A. For promotional activities in stores.
  - B. Develop recipes for northern foods which can be used in stores for promotional use.
  - c. Advertising and promoting northern food products **in** newspapers and magazines, directed to the more affluent customer - (The "**Yuppie**" Market).
3. Promotional activities with major hotel chains as well as with convention centres across Canada.
4. Restaurants in major Canadian department stores could also be approached to promote northern foods.
5. Exploring and increasing the export market.
  - A. United States of America
  - B. Pacific rim countries (mainly Japan)
  - c. Continental Europe, including the British Isles

Export at one time was for most producers only a dream. With



today's fast and efficient air cargo service, Europe, Asia and the United States are only hours away. If we can bring jet-fresh pineapple from Hawaii to Edmonton within hours for distribution as far north as Inuvik and Spence Bay, it is conceivable that northern food products could also be exported overseas in the same efficient manner.

#### HUDSON'S BAY NORTHERN STORES DEPARTMENT

##### (FOOD RETAIL STORES IN THE NORTHWEST TERRITORIES)

The Hudson's Bay Northern Stores Department operates about forty stores with food departments in the Northwest Territories, scattered from the Western Arctic to the Eastern Arctic.

In most locations where the Hudson's Bay Company has a store, a prime production area for northern foods can be found. This means that caribou, fish, etc. is readily available, at a lesser cost, to the local consumer resulting in his doing his own hunting and fishing.

Even if some of these northern foods were transported from small settlements to larger centres, it would have to be done, almost exclusively, by air. Factors determining this would, of course, be location and the season of the year (whether it is freeze-up or break-up). Transportation cost would often be high, which in turn, would adversely affect the **selling** price and consequently, consumers' reluctance to purchase the product.

Even if all forty Hudson's Bay Northern Stores carried and sold northern food products, the total tonnage would be very small.

Let us look again at the total population of 51,000 people for the whole of the Northwest Territories. Total consumption of northern food products through Hudson's Bay Company and all other retail outlets in the NWT would be minimal and unlikely to support a viable commercial enterprise.

**RATIONAL PRICING OF NORTHERN FOOD (WHOLESALE RETAIL)**  
**FOOD COST PRICING STRUCTURE FOR THE PRODUCER**

Example: **Caribou and Reindeer**

The cost of producing caribou and reindeer would include such factors as rounding up the herd, slaughter, storage and processing, as well as shipping/transportation rates.

Let us look at processing. Caribou and reindeer are being slaughtered, dressed out, and frozen, and then shipped by truck/trailer south for processing - approximately 400 reindeer carcasses per trailer - the 'processing'<sup>n</sup> is basically to cut the frozen carcasses into 4 primal cuts.

- 1) Reindeer loin
- 2) Reindeer rack (also known as saddle)
- 3) Reindeer leg
- 4) Reindeer square cut shoulder

Dressed out weight per animal is approximately 100 - 125 lbs. This method is quick, efficient, and has proven itself to be, to some degree, acceptable by the retail meat industry, more so for food service. The acceptance level could, however, be increased significantly if the product was to be sold boneless or semi-boneless and 'ready for **use**' in both the food service and meat retail businesses.

With the high cost of freight, why ship bones? The same concept is already in use for beef boneless and semi-boneless and is known as 'block-ready-beef'.

A frozen product (carcass) is not suitable anymore for processing. If thawed out, the meat will lose its appearance, liquid, colour, and should not be frozen again.

To come up with a better monetary return on red meat (game), the caribou and/or reindeer carcasses should be immediately, after slaughter, cooled down to 29 degrees Fahrenheit. When body heat is out, the carcasses should be kept cool at 32 degrees Fahrenheit. At this point a trailer with rails, as used to transport beef, must be used to transport the carcasses to the nearest processing plant, which could be in the immediate area or as far south as Yellowknife/Hay River or Edmonton.

I would suggest that to start with, ten carcasses of reindeer

and/ or ca z i bo u should be shipped south to do what is known, in the meat industry, as a "Test-Cut".

The ten carcasses could be cut up in ten different ways to find out what cuts would provide the best chance for effective marketing, such as reindeer cutlets, reindeer fondu meat, reindeer burgers, reindeer stew, etc.

How many pounds of caribou/reindeer "**Schnitzel**" cutlets are there in a carcass, or for that matter, any other cut such as boneless rolled breast of reindeer or caribou roast? The trimmings of both caribou and reindeer could be used to manufacture a breakfast sausage (reindeer trimmings mixed with pork/beef trimmings).

A properly processed carcass of reindeer or caribou can yield alot more better cuts which are more marketable than a chopped up frozen carcass.

Cost of processing will depend on how far the carcass is broken down. For example; only into primal cuts, retail ready cuts, bone-in or boneless cuts. Processing costs can run anywhere between fifty cents to \$1.50 per pound at today's cost of labour in the meat industry.

The radioactive fallout from the accident at the Chernobyl

nuclear plant has contaminated large areas of the reindeer feeding grounds in Scandinavia's central highlands. Estimates range from 30% to as high as 80% of reindeer being affected by the fallout in Sweden and Norway.

This translated into business means that the European import market is more than ready to buy Canadian chemical-free reindeer meat.

Considering all aspects and with "on-side" Federal Department of Agriculture meat inspection, we can't help but increase our export of northern foods.

Demand and supply will of course dictate the wholesale/retail price on any commodity. As long as we can supply a good quality product, price will play a secondary role.

If we can import lamb from New Zealand and boneless beef from Argentina and Australia, then we should also be able to export reindeer meat to foreign markets.

Reindeer is a much less competitive commodity than any other meat. This alone will guarantee a good monetary return.

Let me end this paper by returning to the Hudson's Bay Company once again.

You may ask, what have we done in regards to the stocking and promotion of northern foods? I am sorry to say - very little. About three or four years ago, we sold canned char and frozen reindeer and char filets in our Inuvik store, but with little success. Why?, small demand due to a co-op down the street and **unreliability** of supply. Currently, our Iqaluit store **is** our only northern outlet, and in fact, our only HBC store selling any northern food at all - in this case, whole arctic char.

Why is there this state of affairs? To the best of my knowledge, the Hudson's Bay Company has never been approached to sell northern food products. This doesn't mean that we are not somewhat guilty. However, we are now, more than ever, interested and willing to market northern products and hopefully through this conference, establish contacts and develop more mutually advantageous commercial relationships in northern foods.

- NOTES -

CARIBOU, common name for undomesticated reindeer (q.v.) of North America. Caribou, also **called** New World Caribou, range in height from 40 to 60 in. at the shoulder and weigh 200 to 700 lbs. They are divided into two principal groups. Barren Ground or Arctic caribou and Woodland caribou. The Barren Ground caribou, which are named for the so-called Barren Grounds of northern Canada, are native to the tundra regions of northern Canada from Greenland to Alaska, as far north as the Arctic islands. The natives who live in the Arctic region depend on these caribou for survival; they utilize every part of the body for food, implements, and clothing. The best-known species is Rangifer arcticus, noted for a white winter coat that the caribou sheds in the summer, growing a new summer coat of gray **or** light brown hair. This species is also well known for its migrations in winter from the tundra regions south to the warm Canadian forest areas, migrating back to the tundra in the spring. Of less economic importance is the Woodland caribou, R. caribou, native to Newfoundland and southeastern Canada. **This** species is darker and stockier and has heavier antlers than the Arctic species. At one time Woodland caribou were common from Maine to Montana, but they have been exterminated in most parts of the United States.

CHAR or CHARR, common name of a fish of the genus *Salvelinus* of the Salmon family related to the trout. The mature char weighs from 2 to 8 lbs. The char has smaller scales than the true trout (**Salmo**), differs in the structure of the vomer, and has red instead of black spots, especially during the breeding season. The colour is grayish or green above, the lower parts red, especially in the male, the lower fins are anteriorly margined with white. Its sides are marked with round red spots, and its back is not marbled. This species has a wide distribution, occurring in cold lakes and mountain streams of central and northern Europe, of northeastern America, and probably also in Siberia. It is extremely variable, and has consequently received a host of specific names, such as "**saibling**", "**Salbling**", "**ombre chevalier**", and "**Greenland trout**". The chars are by far the most active and handsome of the trout, and live in the coldest, clearest, and most secluded waters. They weigh up to 100 lbs. The best known of the distinctively American chars is the brook trout, or speckled trout; but trout of the Rangeley Lakes, in Maine, is somewhat nearer the European type.



REINDEER, common name applied to any of several forms of Rangifer tarandus belonging to the Deer (q.f.) family. Reindeer are native to the subarctic and arctic regions of Eurasia. Unlike other deer, both the male and female bear antlers. The antlers of the male are long, branched, and slightly flattened at the tips; the brow tines are well developed. The antlers of the female are smaller and simpler. Reindeer have large and spreading hoofs, which enable the animal to travel on snow-covered areas. They feed on vegetation, such as grasses, leaves, mosses, and lichens, which the animals often obtain by scrapping away several feet of snow with their antlers and hoofs. Reindeer have been domesticated for many centuries in northern Europe and Asia, where they have been trained to wear a harness and draw sleds. The deer are remarkable for their strength, speed, and endurance in drawing sleds over snow, and they are also valuable for their milk, flesh, and hides.

The habitat of the reindeer ranges from Norway into northern Asia. After it *was* introduced as an economically valuable animal into Alaska in 1887, it thrived so well that reindeer were later introduced into Labrador and northern Newfoundland. Reindeer are sturdy, short-legged animals, having a brownish coat, which **is** dark **in** the summer and light in winter; the long hairs under the neck, the fur just about the hoofs, and the region about the tail are almost white. The stag measures about 6 ft. in length and is about 3 ft. tall, measured at the shoulder; the doe is somewhat smaller. American sub-species of reindeer are called caribou (q.v.).



NORTHERN FOOD CONFERENCE

POSITION PAPER

SESSION SEVEN

REGULATORY ENVIRONMENT

"PROTECTING THE CONSUMER'S WELL-BEING"

CHAIRPERSON

Michael Pontus  
Assistant Deputy Minister  
GNWT Health  
Yellowknife, Northwest Territories

February 19, 1987

The topic for this session is Regulatory Environment - 'Protecting the Consumer's Well-Being'.

The regulatory environment in food legislation **in** which we find ourselves is really a product of what has occurred in the past, what is being demanded of today, and what is being perceived as the need for the future.

Believe it or not, the genesis of the Federal Food and Drugs Act goes back to the early days of Confederation when intemperance was an important social problem. It seems there was a great demand for alcohol, with no control over its production. Much of the alcohol was then adulterated and the Government was pressured into standardizing the quality of liquor. Thus, in 1875, the 'Inland Revenue Act'<sup>w</sup> started the protection of the consumer in food, drink and drugs.

The Federal Food and Drugs Act **is** now the current Federal act and applies to all products produced and sold in Canada. In addition, the Territorial Public Health Act applies to those products produced and sold in the Northwest Territories.

The Public Health Act, at present, does not deal specifically with many of the native foods produced. New regulations on food marketing are **in** the final stages.

Other Federal acts that touch on the production of food are the Federal Fisheries Act and the Agricultural Act. The Food and Drugs Act is administered co-operatively between Health and Welfare Canada and Consumer and Corporate Affairs. In the Northwest Territories, the Public Health *Act is* administered by Health and Welfare Canada officials, with the exception of the Baffin Region which *is* administered by the Government of the Northwest Territories.

Other regulations in force in the Territories apply to marine mammal products, such as muktuk, seal and walrus, and deal with trade within the Territories, but not exported out of the Territories as there is no legal provision under the Fisheries Act.

However, the Northwest Territories Wildlife Act and its Regulations allow for commercialism of muskox, polar bear and caribou by quota, and unlimited commercialization of beaver, muskrat, lynx, arctic hare and snowshoe hare. The Northwest Territories Wildlife Export Regulations allow the superintendent to export, under the authority of an export permit, the following:

1. meat of caribou, polar bear and muskox, with a commercial tag attached; or

2. meat of arctic hare, snowshoe hare, muskrat, beaver and lynx for the purposes of feeding patients in hospitals and students in hostels; or
3. the holders of a **licence** to deal in meat may export, under permit, meat taken under authority of commercial tag (i.e. caribou, muskox and polar bear).

Reindeer is exported under a Federal Reindeer Export Permit. The Federal Agricultural Act places restrictions on the importation of meat for human and pet consumption into the provinces. The meat has to be certified by a veterinarian under the Health of Animals Regulations of this Act.

It is interesting to note that the interests of the consumer have now spanned beyond the protection of the production of liquor to include advertising of food products, nutritional claims, food additives, labelling, food standards, food enrichment, commercial food transportation, commercial food harvesting, handling, storage, retailing, preparation and, last but not least, control of pathogens and **mycotoxins**.

What gradually has happened is that where harvesting, packaging, transportation, etc., has stepped beyond the discernible abilities of the average person, regulations have been introduced to relieve the individual of the necessity of being

educated to the point of being able to determine product quality. At this point in time, that would be now an impossible task with all of the food additives and preservative products in food. It also reassures consumers to an extent that they will not be falling prey to unscrupulous people who will market anything.

Even though safeguarding health has now become the primary principle of food legislation, because of the development of the food industry, social awareness and increased risks as a result of the new techniques, many people still feel that it is restrictive.

The current trend toward deregulation applies also to health matters in relation to the food industry. Deregulation is not as extensive in the food industry as it is in other regulatory areas.

Our regulations are a product of our times because:

1. Increased consumer awareness of their health and the causes of illness have pushed for greater protection.
2. The consumer is unaware in most cases of how food is handled prior to purchase at a retail outlet or as a prepared meal.

3. The fact that food poisoning is preventable.
4. Perhaps to a degree that business ethics have changed, there is more reliance on Government regulations to set the standard.

It has been said that this **is** too socialistic an approach and that the marketplace should dictate which companies and products survive. In the area of food legislation, Canadians are not ready to make the leap of faith necessary to permit this approach. One of the reasons for this, even with the strict regulations, is that some 400,000 people a year become ill because of food-borne illnesses and, occasionally, some die. In our current environment, with the help of media, this information becomes quickly known across the country.

There are various types of food-borne illnesses:

1. **Bacterial Food Infection.** The food is contaminated with large numbers of harmful bacteria which when eaten will cause symptoms such as violent upset stomach, diarrhea and abdominal pains. The time between consumption of the food and the appearance of symptoms varies with the quantity and type of microorganism consumed but can be as short as five hours or as long as three weeks (typhoid **fever**).<sup>1</sup> Examples of potential sources in the North is the consumption of



improperly cooked poultry, using unwashed cracked eggs, raw milk, processed meat products - smoked fish, sausages, eating improperly heated leftovers or food that has been left at room temperature for too long.

2. Food Intoxication. 'The bacteria in this group *grow* in the food and produce toxic byproducts. The bacteria themselves are not harmful, just their toxins. Sometimes the bacteria may have been killed, e.g. by heat, after toxins have been produced and illness may still result if the food is consumed. This will depend on whether the toxin is heat resistant or not. Symptoms vary but they are usually very acute and occur rapidly after eating, from half an hour to thirty-six **hours.**"<sup>2</sup>

The most well-known of this type is botulism. The well-known sources in the North are fermented seal, walrus and muktuk. Under-processed, home canned low acid foods are another source. Botulism can be fatal. It can be prevented if food products are prevented from being contaminated, prepared under sanitary conditions and cooked at high temperatures for adequate periods of time.

3. Non-bacterial or chemical poisoning such as poisonous mushrooms, natural inorganic occurring chemicals such as mercury and other pollutants present in the environment such as **PCB's.**

4. Parasitic Infections. Trichinosis is probably the best known of this type. Parasitic larvae exist in the muscle of wild animals such as polar bear, caribou, muskox, etc. It is also found in northern dogs. Pork is the best known source. Trichinosis is spread in the North by one wild animal eating another or eating garbage containing scraps of infected meat. Humans get it by eating raw meat. "If Trlchinella cysts are eaten they will develop into small, round worms in the person's intestines. They will cause a gastrointestinal illness. Later they migrate into the muscles of the person, to form cysts and cause muscle pain."<sup>3</sup>

In this regard, regulations are a marketing asset. Consumer demand will be higher, when they are assured that the product is safe, and that it permits the true taste and nutritious value to remain. Regulations permit those claims to be justifiably made.

Regulations are a product of what we perceive the future to hold. The increasing use of pesticides, food additives and preservatives makes us wary of the other manipulations being proposed for the storage and preservation of food.

Given this type of thinking, you can perceive that Government sees that one of its responsibilities is to protect the public from health hazards of food and to deal with food quality.

The consumer is not totally knowledgeable of all the contents of the food **he/she** buys. Therefore, the consumer places a great reliance upon the setting and meeting of standards that are known to be safe.

To that end, we in the Northwest Territories have been preparing food marketing regulations to cover all aspects of commercial food production and in support of being able to sanction or support the claims being made by people who wish to market the food, that it is truly safe and nutritious. Therefore, we feel that what we are doing is not only in the interests of the consumer, but of the industry. It also protects businesses from unnecessary litigation that can follow, as an example, cases of food poisoning.

The Northwest Territories finds itself having to do a balancing act, protect the public, yet not impose such stringent regulations as to thwart business initiatives and continued use of native food. The large span of the Northwest Territories, its various cultural groups, limited processing and/or butchering facilities and the need to stimulate the economy, all have to be put into perspective.

We are confident that, if the liquor industry can survive the regulations of the late 1800's and go on to be a thriving business, then the food stocks of the North can survive the Food

and Drug regulations and go on to be a thriving business.

In summation then, regulations are a necessary evil to the businessman, but a warm, cozy blanket to the consumer.

I will now invite members of the panel to present their views **in** an address and then open the floor for questions, discussions and recommendations to be put forward from this conference.

1,2,3 National Sanitation Training Program, Canadian Restaurant and Food Services Association.

**SECTION VI**

**MINISTER'S ADDRESS**

NORTHERN FOOD CONFERENCE

**MINISTER'S ADDRESS**

**SPEAKER**

Honorable Tagak **Curley**  
Minister  
GNWT Economic Development and Tourism  
Yellowknife, Northwest Territories

February 18, 1987

Mr. Chairman, thank you again for your introductory remarks.

Ladies and gentlemen, we import annually approximately 130 million dollars worth of agricultural products into the Northwest Territories. If we are successful in developing this industry we will reduce this need because quite simply, we will be able to meet some of the demand with our own people using our natural resources. I know this will give us pride because as a people we will be more self reliant.

We are at a critical point in the development of a northern country food industry **in** the Northwest Territories. We have resources, caribou, fish, muskox, arable land, and yet we have not fully done much to realize their full economic potential. And the question is why?

I believe the reasons are twofold; one, northerners have often lacked the information required to fully develop a particular renewable industry and secondly, government, and I include both the Federal and Territorial Governments in this, have not done enough to create the right environment that would encourage development.

Let me elaborate by giving you specific examples.

Marine fisheries developments in the eastern Arctic have been

discussed for a long time and we know the resources are there; in particular, shrimp and halibut in Davis Strait as well as shrimp in Hudson Strait. Indeed commercial fishermen from southern Canada have been exploiting these resources for some time. So why not us? One, because people in the **Baffin** Region have not been generally aware of the extent of the business opportunity *nor* on how to go about taking advantage of the opportunity. Secondly, Department of Fisheries and Oceans through their Northern Fishery Advisory Committee allocate quotas but do so only if certain conditions are satisfied, including owning or chartering a Canadian owned vessel. This in turn has meant people in the Baffin must first raise the capital needed to obtain the vessel or find a Canadian ship for charter, which interestingly enough are not often available. By this action Department of Fisheries and Oceans have made it difficult for a shrimp fishery in the eastern Arctic to get underway. However, I fully intend on meeting with the Federal Minister of Fisheries and doing everything in my power to change this situation or to assist groups in finding suitable vessels.

Exporting caribou and muskox, this too **has** been discussed for many years by northerners and again not much has occurred. I believe here too there has been a lack of information and a lack of government commitment. For example, at Expo 86 we fully intended to make caribou available **in** our Icicles Restaurant and we arranged with a northern supplier for a long term purchase to



ensur e an adequate supply. However we soon discovered that our supplier could not meet Agriculture Canada inspection requirements without having costly field abattoirs and Federal inspectors on site during the slaughter of the animals. Even when we asked for a special exception, this was not considered. However, here we feel we can overcome these problems. Our Government fully intends to introduce funding for field abattoirs and for an inspection service. There are yet two other problems related to the export of wild meat. One has to do with our own Territorial Wildlife Act which does not allow for the export of wild meat for commercial purposes, Expo was a special case. We will have to introduce new legislation to allow for this, and two, there is in some quarters the belief that to export wild meat might very well hurt the aboriginal people's reputation as careful hunters and trappers; indeed by exporting meat, some believe would be to play into the hands of the animal rights lobbyists. The simple answer to that is that we as aboriginal peoples are changing and evolving from a subsistence economy to a cash economy. What is the difference between selling our furs in the south or selling the meat? Indeed **it** only makes sense to do both.

An egg industry in the North! Two years ago who would have thought that possible, yet we are now on the verge of seeing that become a reality. And how tough a job that has been. Again here we faced government obstacles and on our part a good

deal of ignorance. For instance, when we first discussed the idea of an egg quota for the Northwest Territories so a production facility could be started in Hay River, we were told by the Canadian Egg Marketing Agency, CEMA, that we had not been signatories to the original agreement between the provinces and the Federal government that established the agency and so were ineligible for a quota. Needless to say CETFA's position did not make us happy and we took the appropriate legal action which brought us limited success. CEMA has now agreed to settle out of court and to give us an adequate quota, which we are now currently negotiating. I would also point out that as we negotiated with CEMA we became more knowledgeable about the industry as a whole and became aware of other related opportunities. We could for instance develop a poultry and turkey industry and we are as a jurisdiction uniquely positioned to take advantage of Federal feed grain freight assistance that would make these industries highly profitable. I certainly expect in the years ahead to see the Territories exporting eggs, poultry, turkeys and likely other agricultural products. In preparation for this, I have instructed my department to draft legislation for an Agricultural Commodities Board to regulate both production and marketing of products.

Lastly, I would like to say something about secondary processing. On my trip to Scandinavia last spring, I was able to see first hand how these countries had not only developed a

industry but had managed to process, package and  
products for sale all across Europe. For example, smoked  
fish were in abundance everywhere, and  
consumers knew they were properly processed, inspected,  
and reasonably priced they were readily bought by the  
I certainly believe we can do the same in the

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the northern food industry now is right and our  
is looking forward to the recommendations that come  
from this conference. I cannot over-emphasize our  
commitment to the food industry.

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SECTION VIII

EXHIBITORS

SECTION VII

DELEGATE LISTING

## DELEGATE LISTING

| <u>Name</u>     |               | <u>Organization</u>                    |
|-----------------|---------------|--|
| Alagalak        | David         | Eskimo Point                           |
| Alexander       | Keith         | Freshwater Fish Marketing Corporation  |
| Allen           | Carol         | Inuvik General Hospital                |
| Anderson        | Dr. Len       | Agriculture Canada                     |
| Anderson        | Don           | Conference Coordinator                 |
| <b>Baile</b>    | <b>Marg</b>   | Arctic Art Gallery                     |
| Balm            | Harry         | CESO Consultant                        |
| Beaubier        | Susan         | Northern Nutrition Association         |
| Beaulieu        | Henry         | Yellowknife B Band                     |
| Bloomfield      | Stuart        | Fort Providence Settlement Council     |
| <b>Bobinsky</b> | Patrick       | Fisheries and Oceans Canada            |
| Braathen        | Eric          | Entrepreneur                           |
| Brackett        | David         | GNWT Renewable Resources               |
| Braden          | <b>George</b> | GNWT Economic Development & Tourism    |
| Britton         | Jim           | <b>Nunasi</b> Corporation              |
| Bundgaard       | Maureen       | Northern Frontier Visitors Association |
| Cadieux         | Don           | North Country Foods                    |
| Cadieux         | Cecile        | North Country Foods                    |
| Chang           | Tony          | T.C. Enterprises Ltd.                  |
| Christensen     | Jill          | Christensen & <b>Dupuis</b>            |
| Cobb            | Peter         | Yellowknife Inn                        |
| Crawford        | Mack          | Mackenzie Delta Regional Council       |
| Cumming         | Dorothy       | Native Communications Society          |
| Daniels         | Ernie         | N.W.T. Metis Development Corporation   |
| <b>Davidge</b>  | Chuck         | Ptarmigan Inn                          |
| Davis           | Jim           | <b>DIAND</b>                           |
| Dawe            | Anne Marie    | Consumers' Association of Canada       |
| Douglas         | Andrew        | Canadian Hotel & Restaurant Magazine   |
| Drobot          | Alex          | Freshwater Fish Marketing Corporation  |
| Dube            | Jean          | Madame Dee's                           |
| Erasmus         | Joe           | Hamlet of Rae Edzo                     |
| Esau            | Peter         | Inuvialuit Game Council                |
| Evalik          | Charlie       | GNWT Economic Development & Tourism    |
| Evans           | Laurence      | DIAND                                  |
| Evoy            | Glen          | Health & Welfare Canada                |
| Fitzpatrick     | Judith        | Health & Welfare Canada                |
| Fricke          | Gerd          | GNWT Economic Development & Tourism    |
| <b>Gillan</b>   | Dr. G.        | Agriborealis Ltd.                      |
| <b>Gillan</b>   | Dr. A.        | Agriborealis Ltd.                      |
| Gravelle        | Norm          | Thebacha College                       |
| Greenfield      | Ben           | Territorial Farmers Association        |
| Griffith        | Ray           | Native Training Centre                 |
| Hachey          | Eugene        | GNWT Economic Development & Tourism    |
| Haist           | <b>Greg</b>   | Potato Farmer                          |
| Harper          | Kenn          | Arctic Ventures Ltd.                   |
| Hayward         | Terry         | Agriculture Canada                     |
| Hilworth        | Randall       | Yellowknife Inn                        |
| Hubert          | Ben           | Boreal Ecology Ltd.                    |
| Huda            | Maz           | GNWT Economic Development & Tourism    |
| Hudson          | Ken           | Fort Smith HTA                         |

**Name****Organization**

|                |                 |  |
|----------------|-----------------|--|
| Ingen-House    | Maarten         | Resource Management Consultants        |
| Iredale        | D.G.            | Fisheries and Oceans Canada            |
| Isidorou       | <b>Sid</b>      | West Side Meats                        |
| Kadjuk         | Anthyme         | Chesterfield Inlet                     |
| Kaludjak       | Paul            | <b>Kal's</b> Country Foods             |
| Kenny          | Mike            | GNWT Economic Development & Tourism    |
| Kirwan         | Syd             | GNWT Economic Development & Tourism    |
| Klengenberg    | Jonah           | Kitikmeot HTA                          |
| Kohut          | Kathy           | News of the North                      |
| Kristofferson  | Allan           | Fisheries and Oceans Canada            |
| Kronstal       | Joe             | Agriborealls Ltd.                      |
| Kusugak        | John            | Keewatin Wildlife Federation           |
| <b>Lakhani</b> | <b>Altaf</b>    | EDA Secretariat                        |
| Lauzon         | Robert          | Explorer Hotel                         |
| Lempke         | Peter           | Rae Edzo Dene Band Corporation         |
| Lloyd          | Kevin           | GNWT Renewable Resources               |
| Long           | Bob             | Baffin HTA                             |
| Loomis         | Monica          | Mackenzie Valley Hotel                 |
| Lumley         | Jim             | Sun-Rype Products                      |
| Lyall          | Bill            | Ikalukputiak Co-operative              |
| MacEachern     | Mickey          | Hog Farmer                             |
| Mackenzie      | Barbara         | Quality Fish Products                  |
| Mahe           | Marcel          | Kamotiq Inn                            |
| Marks          | Paul            | <b>Ulu</b> Foods                       |
| Marks          | Sandra          | <b>Ulu</b> Foods                       |
| Maser          | Donna           | Don Ference & Associates               |
| Mayo           | Jane            | Commercial Fisherman                   |
| McCann         | Jean Bristow    | Treeline Planning Services Ltd.        |
| McCann         | David           | Treeline Planning Services Ltd.        |
| McLeod         | Nancy           | Up Here Magazine                       |
| McLeod         | Ken             | Yellowknife Inn                        |
| McMahon        | Pat             | Northern Frontier Visitors Association |
| Merritt        | John            | CARC                                   |
| Mertz          | Frank           | Mertz Farms                            |
| Mertz          | Fred            | Mertz Farms                            |
| Mongeau        | Sandy           | Iqaluit Enterprises                    |
| Muirhead       | David           | Burns Meats Ltd.                       |
| Murphy         | Sheilagh        | DIAND                                  |
| <b>Natsik</b>  | <b>Simionie</b> | Repulse Bay                            |
| Nom            | Irvin           | Yellowknife B Band                     |
| Ootes          | Jake            | Northwest Explorer Magazine            |
| Pattimore      | John            | <b>Qaujisaqtit</b> Associates Ltd.     |
| Persaud        | Jai             | Enokhok Development Corporation        |
| Picard         | Lise            | Health & Welfare Canada                |
| Pontus         | Michael         | GNWT Health                            |
| Poole          | Louise          | Health & Welfare Canada                |
| Powell         | Byron           | West Side Meats                        |
| Proctor        | Colleen         | Foodworks North Inc.                   |
| Puech          | Jeanette        | Airporter Restaurant                   |
| Qarpik         | Peteroosie      | Baffin HTA                             |

**Name****Organization**

|                     |              |   |
|---------------------|--------------|---|
| Rlchlnger           | Elaine       | Arctic Ice Water Ltd.                   |
| Richinger           | G.           | Arctic Ice Water Ltd.                   |
| Rink                | Elsie        | Shihta Regional Council                 |
| Roth                | Klaus        | Travel Industry Association of the ,NWT |
| Schaefer            | Dr. Otto     | Honourary Professor                     |
| Scott               | Pat          | Deh Cho Regional Council                |
| Simon               | <b>Diddo</b> | Kingfisher Sales Inc.                   |
| Simpson             | Larry        | GNWT Economic Development & Tourism     |
| <b>Skavinski</b>    | Grace        | Our Place Cocktail Lounge               |
| Smith               | Derek        | Touche Ross & Co.                       |
| Smith               | Gordon       | Mackenzie Delta Regional Council        |
| Staples             | Klm          | Inuvik Native Band                      |
| Stavdal             | Gall         | Ptarmigan Inn                           |
| Steckle             | Dr. Jean     | Health & Welfare Canada                 |
| Stewart, Jr.        | Don          | NWT Fishermen's Federation              |
| <b>stoll</b>        | Charles      | Agriculture Canada                      |
| Sturm               | Dr. Robert   | Agriculture Canada                      |
| Trudeau             | Robert       | GNWT Economic Development & Tourism     |
| Turney              | Laurence     | GNWT Renewable Resources                |
| Vaughan             | Alan         | GNWT Economic Development & Tourism     |
| Vogel               | Audrey       | GNWT Justice                            |
| von <b>Lipinsky</b> | Peter        | Hudson's Bay Company                    |
| Walker              | Jack         | Yellowknife Inn                         |
| Warner              | Glenn        | Conference Chairperson                  |
| Warner              | Trish        | Bathurst Inlet Lodge                    |
| Watt                | Jeff         | Agricultural Economist                  |
| Watt                | Erik         | Yellowknife                             |
| <b>Weicker</b>      | Ted          | Don Ference & Associates                |
| Wheaton             | <b>Al</b>    | Mackenzie Delta Regional Council        |
| Wooley              | Bob          | GNWT Renewable Resources                |
| Wouters             | Mark         | Yellowknife Correctional Institute      |
| Yakeleya            | Carl         | Shlhta Regional Council                 |
| Zieba               | Rick         | GNWT Economic Development & Tourism     |
| Zoe                 | Ernie        | Rae Edzo Development Corporation        |



**SECTION VIII**

**EXHIBITORS**

## EXHIBITORS

The following exhibitors are thanked for their participation. Their displays provided that additional and necessary dimension to the conference.

1. Baffln Hunters & Trappers Association  
Peteroosle **Qarpik**, Bob Long and Larry Simpson
2. Freshwater Fish Marketing Corporation  
Alex Drobot and Keith Alexander
3. GNWT Economic Development and Tourism  
Markus Burkhard, Karl Huffman, Dlddo Simon and  
Explorer Hotel Kitchen Staff
4. Kal's Country Foods  
Paul **Kaludjak**
5. Madame **Dee's**  
Jean Dube and Bernice **Daniels**
6. **Ulu** Foods  
Paul Marks, Sandra Marks and Peter Esau
7. Arctic **Art** Gallery  
Margaret Baile
8. Puulik Art  
Daniel Boychuk and Juliana Boychuk
9. Travel Arctic  
Margaret Imrie, Frona Scott, Barb Dillon and Steve Vallillee