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***Report On The Wildlife Harvesting Support
Program Workshop
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PART `A

Reporting Letter to Minister Alloofoo

April 4, 1987

The Hon. Titus Allcooloo,
Minister,
Department of Renewable Resources,
Government of the Northwest Territories,
Yellowknife, N.W. T.

Dear Mr. Allcooloo,

I am writing further to the Harvesting Support Programs (HSP) Wildlife Workshop, held in Yellowknife 2-3 March 1987. This letter, combined with the accompanying materials, constitute the final report on the workshop.

As you are aware, the ability of the Canadian Arctic Resources Committee (CARC) to host the workshop was only possible through the encouragement and financial support of yourself and the officials of your department. Particular thanks are owed to Jim Bcurque and Ron Livingstone in this regard. I am sure that you share my view that special thanks are also due to Joanne Bamaby, who not only chaired the workshop ably, but who also devoted a great deal of time and thought to the planning of the workshop.

As a veteran of many workshops, some memorable and many not, I believe the workshop to have been an unqualified success. Building on the work already done in the feasibility of a comprehensive HSP by the territorial government, the Tungavik Federation of Nunavut, and CARC, the workshop conclusions and recommendations (set out as Part 'G' of this report) supply a practical guide to converting the concept of a HSP into a reality in the Northwest Territories in the not-too-distant future. It would appear that a HSP could be introduced in as early as 18 months; certainly it would be possible within the lifetime of this NWT Legislative Assembly. In a broader context, I was heartened by your opening and concluding remarks, and those

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of your colleagues Messrs. Patterson and Wray, in emphasizing the importance of pursuing an effective strategy of support for the renewable resource economy and of ensuring that the economic, social, and cultural value of the "subsistence" economy are safeguarded.

A number of factors undoubtedly assisted conference participants in arriving at general agreement in support of specific conclusions and recommendations: the willingness of both territorial government and aboriginal leaders to exchange candid viewpoints; the opportunity to review carefully the experience of the northern Quebec Crees in the operation of their unique support programme; and, most importantly, the broadly shared consensus, both within and outside governments, that creative solutions must be found to ensure that limited public sector financial resources achieve the best possible results.

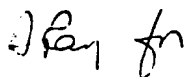
Workshop participants were fortunate to hear first-hand some of the practical problems that may make implementation of a comprehensive WHSP in the NWT difficult within a target number of months. Nevertheless, I sensed that the participants were excited about the possibility of moving as expeditiously as possible.

It is my understanding that your government will be following up directly with the major NWT aboriginal associations to establish the working group referred to in the workshop conclusions and recommendations. Needless to say, CARC would be most keen to assist, in anyway considered appropriate by the working group participants, in following up.

As indicated at the workshop, I shall be distributing a copy of this report to each of the workshop participants.

Once again, CARC would like to express its enjoyment in collaborating with your department in this very important issue.

Sincerely,



John Merritt
Executive Director

JM: ts

PART 'B'

Summary of Workshop Proceedings

Summary of Workshop Proceedings

The following is intended to provide a general summary of the **discussions** at the workshop. In order to ensure a maximum of candour and openness at the workshop, participants were assured by the chairperson at the outset that **comments** would not be attributed to individuals in the **summary**. Accordingly, the summary is not intended to reflect the views of any particular participant or his/her organization.

The summary follows the workshop agenda.

Agenda Item # 1: Why such a Programme?

Introductory remarks:

A number of initial comments were made by Joanne Barnsby, Titus Alloo, and others:

- the challenge is not whether or not to introduce a WHSP, but how and when
- . cooperation between the GNWT and the aboriginal groups is essential
- . the GNWT "Directions for the 1990s" shows the GNWT is serious about a WHSP
- . a 12 - 18 month timetable for implementation might be something to shoot for
- . the workshop should try to come up with concrete recommendations
- . if design of WHSP can be thought through, money can be found

James Bay Cree Programme

The workshop participants **received** a briefing on the experience of the James Bay Cree income support **programme** (see remarks proposed by Ms Monique **Caron**, Part 'E' of this report). The following points emerged:

- . Cree population has gone from ~~6,000~~ to 10,000 in 12 years, there are now about ~~2,000~~ beneficiary families
- . the basic principle of the programme is "time in the bush is time paid for"

- . eligibility criteria turn on the main activities of the head of the family; hunting must be the main activity to be eligible
- . eligibility is difficult to define; you are really defining "away of life" ; minimum 120 days annually in the bush is the test of eligibility; **120** day tests must be met each year
- . benefits **based on annual** income; payments made 4 times per year
- . **there is a per diem payment** for up to 240 days per year; this may be supplemented by additional payments depending on total family income
- . last year \$11.9 Million paid out to beneficiaries, 89% **in the form of per diem; about** 1/2 families get a supplement
- . average family payment in 1988 **about \$10,000**; this seemed about the minimum level needed to allow people **to stay on the programme**
- . **examples** were given of Payment calculations (see the appendices to the 1988 CARC report)
- . originally there was a cap of **150,000** total person-days; this has been bumped up on several occasions and now is 350,000 person days; in one year the limit was exceeded and there had to be retroactive cuts in payments; this was very unpopular
- . the programme is regulated by a separate board made up of 3 Crees, 3 Quebec appointees, with a rotating chairmanship; the mandates of members are set by the appointing bodies
- . the board is established by legislation and can regulate its own internal affairs; it **has** 15 employees, at least one of them is in each community, 10 of whom are Crees; the head office is in Quebec City, but the employees are not public servants; administrative structure has not changed in 12 years
- . the cost of administration in 1988 was **\$660,000**; this is 5.4% of total programme costs
- . most administration takes place at the local level; field workers keep a file for each participant, fill out forms, **etc**; participants are interviewed 4 times per year

- . abuse of progr- is low due to community pressure
- . 2 major changes in past twelve years: with more young **people** entering **programme**, hunting patterns are changing; and the participation rate varies according to seasonal work available (largely construction)
- . while participation rates have gone as high as 40% of population, it is now about 35%
- . there have been some recent changes to allow consorts to receive 50% of benefits directly; there is now also maternity leave
- . the problems of Cree **communities** in the early 1970s were similar to those in the NWT
- . with introduction of the programme, social assistance payments **had** dropped (can-t collect welfare and be in programme at same time)
- . the Income Support Board is quite separate from the wildlife management structures
- . benefits are **indexed** according to the Quebec Pension Plan adjustments
- . the beneficiary unit is essentially the "nuclear" family

TFN Proposal

- . the proposal submitted in federal governments land claims negotiations was described; the TFN proposal had been preceded by three years of research and community consultation (for a description of the TFN proposal see the appendix to CARC's 1988 report)
- . it was emphasized that a WHSP should be established within one to two years
- . a WHSP in the **Nunavut** area should be linked to land claims negotiations
- . TFN might consider making a partial contribution to the costs of a WHSP depending on its levels of compensation through a claims settlement
- . a Cree-type programme was favoured because of its guaranteed income features; there would need to be appropriate modifications to suit eastern arctic conditions

- . these needs to be a joint government/Inuit board to administer a WHSP; the Nunavut Wildlife Management Board might be **considered** as playing a role
- . communities should determine eligibility criteria
- . cut-off point for assistance should be \$22,000 per year (**various** examples of benefit calculations were distributed - see Part 'F' of this report)

CARC Report of April 1988

- . CARC's 1988 report was **summarized**, with emphasis placed on **CARC's** overall conclusion that a WHSP was "desirable and feasible in the NWT", and on the **additional** findings set out in CARC's letter to Titus Allooloo of April 22, 1988 (see Part 'D')

GNWT Initiatives

- . in addition to work by CARC and TFN, the GNWT had been moving towards "design phase" work
- . a WHSP would recognize the social as well as the economic value of "living on the land"
- . the policy statement in "*Direction for the 1990s" is important
- . a working group reporting to the Deputy Ministers Committee on Social Welfare Reform is looking at how to move from piece meal programmed to comprehensive ones
- . there will be further review of current programmed with local and regional hunters groups
- . it is important to see how much the federal government is willing to contribute

Agenda Item # 2: Design Problems/Options and Regional Differences

The following were seen as factors to be taken into account:

environmental/ecological issues
 cultural differences
 economic differences
 progr- delivery preferences
varying land claims settlement conditions

There was also considerable discussion on the need to acquire more knowledge regarding regional variations in hunting costs. It was suggested that the NWT Bureau of Statistics be advised early of the need to accumulate information so as to come up with a kind of **community hunting** cost index. It was also felt that there needed to be more **research** on definitions of "families" especially in the Mackenzie Valley.

Relationship to Existing Programmes

The following points **were** discussed

- . the possibility of collapsing current programmes into a unified WHSP; existing government programmes and mandates should be reviewed accordingly
- . the need to **re-define** social programmes to achieve clear economic goals
- . the possibility of WHSP benefits in kind as well as in cash
- . the timing of WHSP payments, annually, **seasonally**, or monthly
- . the feature of the Cree programme that stipulates that benefits **must** be higher than social assistance

Relationship to Land Claims

- . there was a review of statements made by federal land claims negotiators as to the "negotiability" of WHSPS
- . there was considerable discussion about the problems of "timing" and "sequencing" of land claims negotiations
- . there could be mutual **GNWT/aboriginal** group benefits in having federal WHSP contributions guaranteed through claims
- . a "universal" WHSP, with eligibility open to everyone, would be difficult to deliver through claims
- . it would be possible to "guarantee" WHSP-type programmes through claims, without actually setting them up through claims; for **example**, guarantees could be given with respect to independent WHSP administrative boards, equal aboriginal involvement, statutory guarantees, etc

- there could be an aboriginal financial contribution calculation to WHSP through **compensation** money, but total claims **compensation** would have to be calculated so as to include the additional financial burden on aboriginal beneficiaries

Subsistence/Commercial Aspects

- "subsistence"* should have priority over "commercial" use, although there are problems in trying to distinguish these areas too clearly
- if public sector budgets are squeezed, subsistence uses should also be given priority attention in allocation of support; this isn't necessarily the case at the moment
- a WHSP can serve as part of a broader economic strategy that includes such things as shrimp boats, tanners, etc.
- if a WHSP is **linked** carefully to a wildlife management structure with a clear conservation mandates, there is no reason to think a WHSP will pose threats to sound conservation

Agenda Item # 3: Financial Aspects

Much of this discussion had already been touched upon in the previous agenda item. It was stated that some things are known already about costs of a WHSP in the NWT.

it is not likely to be prohibitively expensive (\$10M to ~~\$30M~~ of annually, likely amount ~~\$20M~~)

a WHSP would likely require beneficiary unit payments of ~~\$10,000~~ per year

these will offset savings in government expenditure (the 1980 CARC report assessments **are** probably low in this regard)

administrative costs are not likely to be unreasonable

More needs to be known about the following:

- community variations in hunting costs and family units
- harvest levels in the Mackenzie Valley

- likely participation rates on the part of potential beneficiaries
- cost savings in other government programmed, especially "hidden" savings in such areas as municipal services, police costs, etc.
- hidden costs e.g. education in outpost camps

Potential fundings sources were identified within the federal government, **the GNWT, and through** aboriginal land claims settlements and aboriginal **self-government** initiatives. There was also discussion of allocating a slice of non-renewable resource revenue to the renewable resource economy.

Agenda Item #4: Follow-up

In this part of the workshop, time was devoted to a re-cap of the earlier discussions and a consideration of the kind of conclusions and recommendations that could be said to have a broad consensus among workshop participants. After the debate, the conclusions and recommendations as set **out in** Part 'G' of this report were developed.

In the final hours of the workshop, NWT Government Leader Patterson and NWT Economic Development Minister Wray joined the workshop, with Minister Alloo also re-joining the group. The territorial government ministers of social services, aboriginal rights and constitutional development, and finance had also been invited to the workshop but were not **able** to attend.

PART 'C"
WORKSHOP AGENDA

AGENDA

Wildlife Harvesting Support Programme Workshop
Yellowknife, N.W. T.
2-3 March 1989
(9am - Spin)

Room D Legislative Assembly Building

1. Why such a Programme?

- . opening remarks and introduction
- . the James Bay Cree programme
- . TFN proposal
- . the CARC report of April 1968
- . the GNWT initiative

2. Design Problems/Options

- . regional differences
- . relationship to existing programmes
- . relationship to land claims
- . distinctions between subsistence and commercial aspects

3. Financial Aspects

- . what do we know about costs and what we do not know?
- . potential cost savings
- . potential revenue sources (federal, territorial, land claims)

4. Follow-up

- . establishment of an on-going working group?
- . responsibilities within organizations
- . time frames/research/resources
- . discussions with federal government
- . press release, press strategy?

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PART 'D'

Materials Distributed to Workshop Proceedings
(CARC letter to Minister Alloofoo of
April 22, 1988 and summary of CARC
April 1988 report, "**Keeping** on the Land")



Canadian Arctic Resources Committee

22 April 1988

The Hon. Titus Allooloo
Minis ter
Department of Renewable Resources
Government of the Northwest Territories
YELLOWKNIFE, NWT

Dear Mr. Allooloo:

Enclosed please find a copy of our report, entitled, "Keeping o_n the Land: A Study of the Feasibility of a Comprehensive Wildlife Harvest Support Programme in the Northwest Territories". Consistent with the terms of the financial assistance supplied by your department towards the preparation of the report, CARC is also sending you an additional 25 copies. In order to ensure wider circulation, a soft-cover bound version is now being-prepared. CARC expects this to be available in the near future.

We hope you are as pleased with the report as we are. As originally contemplated, the report was going to be a more modest affair. As enthusiasm for the work increased, a greater volume of materials was generated. In the final stages of report writing, it was decided to add appendices dealing with the James Bay Cree Hunter Income Support Programme now in operation, and the Tungavik Federation of Nunavut background papers for a Wildlife Harvesting Support Programme, as" prepared by TFN for on-going land claims negotiations. Through the addition of these appendices, we are confident that the complete report exceeds project intentions and provides a single volume base case study on the utility and practicality of a wildlife harvest support programme covering the entire NWT.

There are a great number of points contained in the report. The overall conclusion of the report, however, can be easily summarized: a comprehensive Wildlife Harvest Support Programme (WHSP) for the NWT is both desirable and feasible.

This overall conclusion is based on the following findings:

- (1) there are probably up to 4,200 households, containing 5,500 hunters, who participate significantly in the hunting, trapping, and fishing economy in the NWT; as subsistence harvesting must be understood as a social as well as an economic system, it is important to consider the household as the unit of production;

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- (2) there is adequate rough' data now available (if not readily accessible) through regional harvest studies for areas north of the treeline to determine more precisely how many households in these areas could qualify for any reasonable variant of a WISP; there is no information from harvest studies for areas south of the treeline;
- (3) harvesters are generating, based on a conservative assessment, about \$10,000 worth of wildlife food production annually, per harvester; subsistence activity is concentrated in the smaller communities in the NWT;
- (4) aggregate food production alone across the NWT has an estimated equivalent value of approximately \$55 million;
- (5) annualized capital and operational costs for serious harvesting households are about \$10,000;
- (6) the cash generated by harvesters from the sale of wildlife products is probably less than 10% of the value of food production; this has created enduring vulnerability on the part of harvesters to disruptions in cash flow;
- (7) vulnerability to cash flow problems has been exacerbated in recent years by the collapse of seal pelt prices, the downturn of oil and gas activity, the increased level of competition for wage employment due to population growth, and other factors;
- (8) while the welfare system has supplied a partial cash flow backstop, welfare is not well suited to serve the minimum cash flow requirements of the harvesting economy; apart from questions surrounding the adequacy of welfare payments, social assistance is designed primarily to guarantee levels of consumption of foodstuffs brought in from outside, not to sustain the production of food from local resources; welfare also tends to erode, not buttress, cultural values bound up in the subsistence harvesting economy;

- (9) the assumption that harvesting can "take up the slack" during cash flow disruptions is an unfounded one; on the contrary, because harvesting equipment must be paid for in cash, lack of cash inhibits the ability to harvest and tends to reinforce and aggravate problems;
- (10) based on northern prices and the harvesting programme operated by the James Bay Cree, the annual cost of a WISP in the NWT might be expected to run in the range of \$10 million to \$30 million, depending on the number of participants and the design of the programme; benefits would have greatest impact on the smaller communities in the NWT;
- (11) the annual cost of a WHSP could be expected to be offset by significantly lower costs under other current government programmes; an annual offset of \$8 million to \$12 million appears possible; cost savings in the longer term, particularly of an indirect nature, might be much greater (more detailed research would need to be done with respect to the general economic stimulus of such a programme and its effect on expenditure patterns and government revenues);
- (12) based on a TFN-type model, a WHSP is feasible from a design point of view; a WHSP could readily be made consistent with Canadian precedents regarding production support programmes (particularly agriculture) and social support programmes; careful attention would need to be paid to the relationship of a WISP to other government programmes;
- (13) A WHSP could be justified as an economic development programme; it could be used to make an already productive, if vulnerable, part of the NWT economy a more prominent and stable feature of northern economic life;
- (14) issues of eligibility, benefit structure, delivery, and method of financing would all affect the net cost of a WHSP;
- (15) there would be considerable design advantages in establishing WHSPs through land claims, or at least guaranteeing certain features in that way; a WHSP could

also be set up in conjunction with or outside land claims settlements;

- (16) the viability of a WHSP depends on the recognition of the intrinsic social importance of community-based subsistence, and the need for a sense of social as well as economic security;
- (17) the viability of a WHSP depends on sound policies for the conservation of wildlife and on recognizing the primacy of subsistence harvesting over other uses; there may be an inverse relationship between the success of a WHSP and an extensive degree of "commercialization"; and
- (18) a WESP, coupled with harvest information and other economic data, could be of considerable assistance in resolving larger issues of harvester compensation in the event of environmental disturbance, personal injury, loss of equipment, etc.

Based on these conclusions, we are of the opinion that policy-makers in general, and the NWT Cabinet in particular, are now in a position to consider "endorsement in principle" of a comprehensive WESP in the NWT. We encourage them to do so.

We also suggest that any such endorsement in principle result in the following:

- (1) further research with respect to: the analysis of harvest study data (and the assembling of additional data for the Mackenzie Valley); the economics of harvester households; the level of harvester interest; alternate design features; the costing of various options; legal and administrative requirements; the extent to which a WHSP can be structured and administered on a territorial, regional, or community basis (it is to be kept in mind that a WHSP might actually be made up of a number of regionally or locally structured and flexibly co-ordinated WHSPS); and the precise relationship of a WHSP to other economic and social programmes;

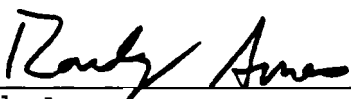
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- (2) the development of a comprehensive system of accounts, linked to the territorial economic accounts, giving necessary recognition of the importance of the subsistence sector (initial work on this point is now being undertaken jointly by CARC and the Department of Economic Development and Tourism);
- (3) a process of extensive consultation with harvester organizations and the major land claims groups; and
- (4) inter-governmental and intra-governmental discussions regarding possible cost-sharing of a WHSP, either through land claims or otherwise.

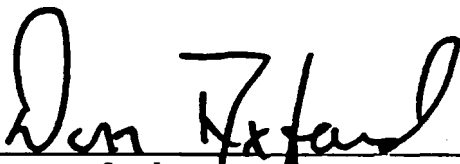
In the event that a political decision to proceed is made, CARC would like to play a role in the next phase of work. CARC will supply the territorial **government** with a detailed proposal along these lines in the very near future.

We would close by stressing our belief in the importance of a WHSP and our satisfaction at being involved in the work to date. Please accept our sincere thanks for your help, and that of departmental officials Jim Bourque, Ron Livingston and Jamie Bastedo, in making the enclosed report possible.

Sincerely,




Randy Ames



Don Axford



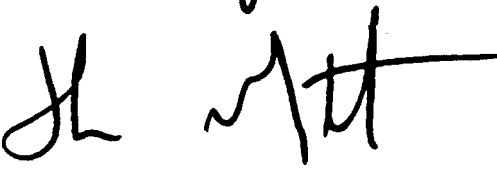
Peter Usher



Ed Weick



George Wenzel



John Merritt

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Encls .

EXECUTIVE SUMMARY

The renewable resource economy in the NWT is alive but struggling. Reliance on increasingly expensive technologies, the declining markets for wildlife products, lack of job opportunities, rising costs of settlement living, and inadequate government support, have contributed to the financial hardship experienced by harvesters in recent years. In spite of these economic difficulties, it is estimated that northern harvesters produce approximately \$55 million worth of country food a year. This figure includes neither the value of other wildlife products used domestically or marketed by individual harvesters, nor the revenues generated by sport and ~~commercial~~ operations. And it does not take into account the social, cultural and nutritional well being derived from a harvesting way of life.

The biggest problem faced by harvesters today is a lack of cash. Harvesting is expensive. The costs of a complete hunting, trapping, and fishing outfit can reach as high as \$20 000, and operating costs can run to thousands of dollars annually. Much of the money invested in harvesting comes through government and industry. Diminishing employment opportunities and access to cash will mean a future decline in harvest production and increased social assistance expenditures.

Unemployment in the North is high, and the average annual wage earned by native people is low. The total labour force in

1984 comprised 68 per cent of the territorial population, of which 54 per cent were native people between the ages of 15 and 64. In 1981, the average income of part-time native workers-71 per cent of the native work force-was \$1833, while the average income of full-time native workers in the same year was \$13 055. Fur trappers in 1984-85 generated \$3.295 million. Between 1981-82 and 1983-84, sealskin revenues for the NWT fell from \$476 999 to \$76555.

In 1986 the total territorial population numbered 52 215, of which 29 880 were native people. This translates into just over 6000 native households, 4200 of which are located in native **communities** outside the five major regional centres, where there is less dependence on wildlife. In 1981, the average size of native households in the **communities** was 5.4, and 3.5 in the regional centres. In the same year, average household income outside of the regional centres, excluding "non-cash harvest income, was \$17 329 in the Inuit communities and \$15 669 in the Dene/Metis communities. Social assistance for many families forms a significant portion of household income. Actual social assistance payments amounted to more than \$13 million in 1985-86.

Food costs are high. The northern food price index for 1982 showed that food cost 39 per cent to 79 per cent more in the Baffin region than in Yellowknife, 27 per cent to 61 per cent more in the Keewatin region, 52 per cent to 81 per cent more in the Kitikmeot region, and 22 per cent to 74 per cent more in the

Inuvik region. In the same year, food prices in Yellowknife were 25 per cent to 30 per cent higher than in Edmonton. Nutritional health and access to food are directly related: total health care expenditures by government in 1985-86 amounted to \$134.2 million.

Monies allocated by the GNWT in 1986-87 to assist hunters and trappers (excluding commercial fisheries) amounted to \$3.1 million. Expenditures approved in 1987-88 for Special ARDA contributions (federal and territorial) for primary producers amounted to \$2.4 million. Contributions under the Renewable Resource Subsidiary Agreement (which includes forestry) of the 1987 Canada-Northwest Territories Economic Development Agreement will amount to \$5 million over four years. At best, government contributions in support of the subsistence economy are approximately \$6.7 million a year on average (this includes administrative costs and the costs of other programmes oriented toward the commercial use of resources).

Annual capital and operating costs for harvesting vary from region to region and have not been well documented. But it is clear that \$6.7 million or less a year—approximately \$1218 for each of the estimated 5500* subsistence harvesters who may be eligible under a WNSP—is an inadequate level of support. It becomes even clearer when support levels are measured against the lack of job opportunities and markets for wildlife products, as well as the high costs of living and harvesting in the North.

* This is the maximum number of harvesters who may be eligible under the programme. .

Government support for harvesters and harvesting combines matters of social policy and economic objectives. A healthy renewable resource economy benefits both government and its constituents. But a renewable resource policy that delivers unco-ordinated and under-funded programmes, no matter how well-intentioned, is of little or no benefit to the people it is meant to serve. Moreover, programmes that generate little or no economic return are a drain on government resources. Meaningful economic support for harvesters and the renewable resource economy could overcome these problems.

Social problems and cultural disruption are tied in large measure to lack of economic opportunity, unemployment, and dependence on welfare. People caught in this dependency cycle make little economic contribution and merely perpetuate the problem. In order to break the cycle, and to develop attitudes essential to the formation and delivery of appropriate harvesting support policies and programmes, there must be official recognition that harvesters are "employed", and that harvesting is an occupation.

In this respect, a wildlife harvest support programme (WHSP) would be beneficial. Harvesting allows people to use the skills they possess and do work they enjoy. WHSP would promote the economic independence of harvesters and enhance the renewable resource economy. Unlike the non-renewable resource economy with its "boom and bust" cycles, the renewable resource economy can

provide a stable economic base. Greater economic independence would reduce reliance on social assistance. Likewise, getting people back on the land would reduce social problems associated with settlement living, along with the costs of programmes that deal with these problems.

Earvesting also provides access to nutritious foods, which reduces dependence on costly store-bought foods and improves the health of native northerners. Improved health leads to lower health care costs. Cultural values integral to subsistence and traditions of food sharing and distribution ensure that the larger collective welfare is maintained. By putting more cash in the hands of harvesters, a WESP can generate local economic activity and benefits. Thriving local renewable resource economies could stimulate the development of markets for wildlife products, and reduce the need for other forms of economic assistance.

Concerns might be raised about the effect of a WHSP on the renewable resource base, but these concerns should be put in perspective. The resource base is healthy. Northern food staples—caribou, moose, seals and fish—are abundant. The Inuvialuit Final Agreement and the Dene/Metis and Inuit Wildlife Agreements-In-Principle (the future systems of wildlife management for the entire NWT), require that the use, allocation, and management of wildlife resources be handled on the basis of sound conservation practices. Not everyone will want to harvest

full-time; nor will everyone be eligible for such a programme (current estimates suggest that about 2000 families may qualify). And it is possible that future non-renewable resource development may draw harvesters away, temporarily, from the programme, thus relieving some of the pressure on the resource base.

In any case, reaction by the non-harvesting public to a programme that supports the subsistence use of wildlife is likely to be less severe than public reaction to programmed encouraging commercial wildlife exploitation. Public attitudes toward the commercial exploitation of wildlife are largely to blame for the deficiencies in the harvesting economy. It must be remembered, however, that commercial renewable resource use is also underfunded, and suffers from a dearth of markets.

Alternatives to a WESP might include commodity price supports, a harvester unemployment insurance programme, and the commercialization of renewable resources. Commodity price supports (such as the Sealskin Subsidy Programme) would require the disposal of currently unmarketable products. The development of a harvester unemployment insurance programme would require that the "employer" be identified, that unemployment and wage loss be defined, and that a system for collecting premiums and dispensing benefits be developed. In this respect, the WHSP "wage" could be helpful in gauging benefits. But reliance on unemployment insurance encourages short-term solutions rather than long-term economic development strategies.

Programme development and delivery involve government decisions as to programme clientele, the problems to be addressed, resources to be allocated to the programme, the manner in which programme services are to be delivered, and the way in which the programme will be evaluated. A WHSP could be made available to all NWT residents, or it could be provided as part of land claim settlements. A programme applicable to all NWT residents could be more expensive because of the greater potential number of beneficiaries.

A WHSP could be funded solely by the territorial government or cost-shared with the federal government. It could be funded by National Health and Welfare (as an innovative income maintenance programmed), by the Department of Indian Affairs and Northern Development (because of its responsibilities for northern development), or by the Canada Employment and Immigration Commission (as a job creation programmed). On the other hand, the WHSP could be provided through land claims settlements. This would reduce the potential number of beneficiaries, require the federal government to foot all or part of the bill, and allow for tailor-made programmed that meet the unique cultural, economic, and harvesting needs of the different claimant groups. However, a WHSP for the Inuvialuit would have to be developed by special arrangement, since they have already settled their claim.

The Tungavik Federation of Nunavut (TFN) has proposed a WHSP as part of the Nunavut claim, and two income support programmes are currently operating in northern Quebec. Both of these were negotiated as part of the James Bay and Northern Quebec Agreement. The TFN proposal is modelled on the James Bay Cree programme, which provides an income supplement to families on a per diem basis. TFN proposes that support payments be made on a seasonal basis. Both programmes target the family as the beneficiary unit. Preliminary investigations suggest that targeting families as the beneficiary units is culturally, socially and economically appropriate.*

The Northern Quebec Inuit programme does not provide benefits to families, but instead pays hunters to provide food for the communities and covers the purchase price of harvesting equipment. The James Bay Cree programme has had both positive and negative effects, but it appears to have been a success overall. Both northern Quebec programmes are paid for by the province.

Depending on the number of participants and the level of support provided, it is estimated that a territorial WNSP will cost between \$10 million and \$30 million a year. Monies might be found by collapsing certain existing harvest support programmes obviated by a WNSP. In addition, since the programme could

* The organization of economic production units (families) is different in Inuit and Dene/Metis societies. These differences must be taken into account in the definition of beneficiary units and in programme delivery.

reduce reliance on social assistance and improve the health of beneficiaries, any savings in social assistance and health care costs could be reallocated to the programme. A \$20 million programme could provide 2000 families (representing approximately a third of the native population) with \$10 000 each a year.

In other respects, a WHSP could help with the determination of compensation awards for interference with harvesting activities. Per diem or seasonal "wage" payments could be used by the courts or arbitrators as a measure of the "occupational" worth of harvesting. This would place a value on the time spent on the land. This value, coupled with information on harvest returns recorded in harvest studies, would allow for a fair assessment of damages. And if harvest studies were to incorporate the costs of capital purchases, damage to personal property could be accurately assessed. Recording operating as well as capital costs in harvest studies would allow for the development of a more accurate economic profile of harvesters and harvesting, and provide government with meaningful economic data on which to base its levels of support.

Before a WHSP can be implemented certain information and research gaps must be filled. If a WHSP is to deliver appropriate levels of support, there must be more accurate information on household economics and on harvesting costs across the NWT. A more refined assessment of programme costs must be made before a final dollar value can be determined. In order to

do this, the number of beneficiaries must be determined, and this, in turn, requires clarification of categories like "harvester", "family", and "household". Levels of "income" must also be assessed.

There is a lack of harvest data for the Mackenzie Valley. When harvest studies are undertaken, they should also be used for the collection of economic data relating to harvesting costs. Existing harvesting studies for areas north of the tree line should be standardized and better co-ordinated. In addition, protocols for the use of harvest study information must be developed.

There is a range of political and administrative issues to be addressed as well. These include questions of mandates, policies, programmed, administrative costs, and so on. Finally, community consultation is required to determine the most effective means of programme delivery.

* * *

This report is divided into four chapters. Chapter One deals with the socio-economic aspects of harvesting. It contains information on the productivity of harvesters, the value of country food production, and the costs of harvesting. The authors explain why the household is the appropriate beneficiary unit for a WHSP, and consider some of the social and cultural implications of the programme. Estimates are provided for the

number of households and individuals currently engaged in harvesting in the NWT, as well as for the numbers that might qualify for benefits under the programme.

Chapter Two examines the case for a WHSP in the context of the renewable resource economy overall. It begins with a review of the setbacks experienced, in recent years, in the renewable resource economy, and outlines trends (rapid population growth, uncertain markets for wildlife products, government restraint, and a slower industrial growth rate) that jeopardize the future of the harvesting sector. The author points to the importance of this sector as the main source of food for native northerners, and shows how a WESP could contribute positively to other economic sectors. The chapter considers the impact of a WHSP on government budgets: it is estimated that a portion of programme costs might be met through a reallocation of current harvesting programme monies, and through monies saved by eventual reductions in welfare, health care and other government social programme costs.

Chapter Three outlines the political and administrative issues involved in the establishment of a WHSP. The programme is set in the context of a theoretical framework for the design and implementation of social programmes. It is then compared with existing guaranteed income schemes and proposals for their reform. The TFN proposal for a Wildlife Harvesting Support Programme is used as a reference, and various political

considerations related to its development are identified and applied to the concept of a WHSP for the entire NWT. In addition, the author suggests a policy framework for coordinating a WHSP with other federal and territorial policies and programmed.

Chapter Four addresses the issue of compensation for harvesting interference, and the practical assistance a WHSP might provide in making compensation determinations. Available legal remedies are discussed from the perspective of the practical problems faced by harvesters in pursuit of their livelihood. The author argues that the range of circumstances to which compensation remedies could be applied, and therefore the practical effect of a WHSP, would be broadened considerably by approaching compensation as a matter of social policy.

PART 'E'

Information Prepared by Ms. Monique Caron
with respect to the Quebec Hunters
and Trappers Income Security Programme

WILDLIFE HARVESTING SUPPORT PROGRAM WORKSHOP. YELLOWKNIFE. NWT.

March 2 & 3. 1989

CREE HUNTERS AND TRAPPERS INCOME SECURITY PROGRAM

INTROIXJCTION

I was asked "to make a presentation on the Income Security Program established for the Cree hunters and trappers of Quebec. I will start with a brief description of the Program, including the rules of eligibility and calculation of benefits. Most of the presentation however will focus on the administration of the Program: who does it: how it is done: how we monitor it and the costs. I would also like to bring to your attention the recent modification made to the Program.

1.0 HISTORICAL BACKGROUND

The Cree Hunters and Trappers Income Security Program originates from the James Bay and Northern Quebec Agreement signed in November 1975 between the Crees, the Inuit, the Governments of Quebec and Canada. the James Bay Energy Corporation, the James Bay Development Corporation and Hydro-Québec. Section 30 of this Agreement describes in detail the

Program. its objectives. the rules for eligibility and for the calculation of benefits and provides for its administrative structure. The provisions of the agreement were later confirmed in provincial legislation.

The Income Security Program was set up in the fall of 1976 when the first payment of benefits was made and had a retroactive effect to November 11, 1975 date of the signing of the James Bay and Northern Quebec Agreement.

The main objective of the Program, as described in the Agreement is:

'To provide an income guarantee and benefits and other incentives for Cree people who wish to pursue harvesting activities as a way of life.'

2.0 BENEFICIARIES OF THE PROGRAM: THE JAMES BAY CREES

This Program was created exclusively for the James Bay Crees who are beneficiaries of the James Bay Northern Quebec Agreement. Other programs were provided for the Inuit and the Naskapis.

. The total Cree population is slightly over 10,000 people divided among 9 Cree Communities living in the Abitibi and James Bay regions of Quebec. There are:

The inland communities of: Mistassini. Oujé-Bougoumou, IJaswanipi and Nemaska in the Abitibi area, and

the coastal communities of: Waskaganish, Eastmain, Wemindji, Chisasibi and Whapmagoostui in the James Bay area.

The Cree population is a young population. It has grown from approximately 6,000 people to over 10,000 in the last 12 years. Consequently, over 50% of the population is under 20 years of age. This is an "important factor to consider because it effects not only the present situation but is also critical when considering changes to the Program. Young people coming into the Program do not necessarily have the same attitudes, patterns or needs as their elders.

Nonetheless, the Program is and will remain a program for hunters and trappers who wish to carry out hunting, fishing and trapping as a way of life. The Program uses the term harvesting activities in order to include not only hunting, fishing and trapping but all related activities such as the making or repair of materials and equipment, the upkeep of traplines.

transportation, selling of products. making of handicrafts. management of the fauna, traveling, etc.

3.0 DESCRIPTION OF THE PROGRAM

I would now like to give you a brief summary of the main rules on eligibility and calculation of benefits. In considering both. it is important to remember what was mentioned before: that the Program is for people who practise out a way of life.

The Program provides an income to families (beneficiary units]. However the eligibility of the unit is dependent upon the head of the family who is defined as 'the Cree beneficiary who, taking into account native customs, is considered to provide for the needs of his family or who is an unattached individual 18 years of age or over.'

3.1 ELIGIBILITY RULES

The eligibility criteria were designed in order to identify persons for whom the practice of hunting, fishing and trapping constitutes a main activity. First, in order to be eligible, the heads of the beneficiary units or families must spend more time in the practice of traditional activities than in wage employment. The Program requires a minimum of a 120 days. This

requirement must be met during the year preceding the application for enrollment and consequently it creates a qualification year during which no benefits are paid.

The heads of the beneficiary units must meet the same requirements each year in order to qualify the unit for the following year. Certain exceptions are provided in unusual cases such as illness.

3.2 CALCULATION OF BENEFITS

Benefits under the Program are calculated as an annual income and are divided into 4 payments a year. Monies are usually paid to the head of the beneficiary unit. Methods used in the calculation of benefits payable also reflect the objective of the Program. Benefits paid are primarily function of harvesting activities since the major part of the monies takes into account the number of days spent in the bush by the adult members of the family. Consequently, income of families of same size may vary. The calculation of benefits takes into account the following parameters:

- The amount of time spent in hunting, fishing and trapping;
- the annual income of the unit and
- the size of the family.

More specifically the calculation of benefits is made in two stages. Firstly, an amount of money is paid for each day spent in the bush by the head and the spouse in the practice, of harvesting and related activities. The same amount is used for the activities of both the head and spouse. However, there is an individual limit of 240 days payable per adult for any given year. The basic rule is that time in the bush, time paid. However, if a beneficiary is receiving monies from an "other source during the time that he is in the bush, for example, seasonal wage employment, unemployment insurance or income replacement indemnity, the Program does not pay for those days spent in the bush even though they are counted for eligibility.

Secondly, a supplementary amount based on the size and income of the unit may be added to the per diem. When I say may, it is because this amount will depend on the size of the family and its general income. By income, we mean all amounts paid to the unit including the per diem paid under the Program.

In 1987-08 a total of 11,955,263\$ was paid of which 10,609,240\$ was paid for time spent in the bush. This represents 89% of the total amount. The rest of the amount, or 1,346,123\$, was paid in basic amount. Usually, we estimate that about half of the families receive a supplementary amount that we call the basic amount.

Again if we look at the figures of 1987-1988, when there was approximately 1,180 families on the Program, we notice that the average benefit to a family was approximately 10 000\$.

As mentioned previously. the income of families of the same size could vary depending on their activities. For example. a family of two adults and two children could have the following incomes. depending on whether the adults spend 120. 160 or 200 days each in the bush. I'm also using this example with an income from other sources of approximately 5 000\$. in each of the above cases. the income would be:

120 days per adult: 10 739 \$

160 days per adult: 12 212 \$

200 days per adult: 13 685 \$

The parameters used for the calculation of benefits are indexed annually.

3.3 MAN-DAY LIMIT

I have mentioned that the annual limit of days payable is 240 for each adult. However. there is a global limit on the Program of 350,000 man/days. This limit which was 150.000 in the JBNOA was raised to 286.000 in 1979 and 350,000 in 1984. This provision has been the object of many discussions between the parties over the years.

1976-1977 :	272.061	
1980-1981 :	260 633	
1981-1982 :	284.726	
* 1982-1983 :	338.017	Limit suspended
* 1984-1985 :	349.578	360.480 (6 days cut)
* 1987-1988 :	345.488	+ 27% over 1976-1977

The global limit is a difficult provision to administer. When it is exceeded in any given year (e.g. 1984-1985), it results in a cut of days payable to all beneficiary units. This affects not only the income of beneficiaries on the Program but in our opinion takes away the incentive measures built into the Program. "Time in the bush. time paid" is no longer true.

The Government has not agreed to remove it even though alternate control measures have been suggested. The only concession has been to provide that instead of freezing the limit in the Act. it would now be possible to increase it by order of the Government after consultation of the Board.

4.0 ADMINISTRATION OF THE PROGRAM

4.1 GENERAL,

The administration of the Program is the responsibility of the Cree Hunters and Trappers Income Security Board. It is composed of 6 members, 3 of whom are named by the Government of Quebec and 3 by the Cree Regional Authority. The members of the Board are not employees and they act as a Council Board or Board

of Directors. The duration of their mandate is at the discretion of the authority responsible for their appointment. However, the chairmanship and vice-chairmanship alternate each year between the members named by the government and those designated by the Cree Regional Authority.

The mandate of the Board is to administer the Income Security Program for Cree hunters and trappers including among others the review of Program operations, the procedures established therefore, the evaluation of results, the examination of complaints and demands, the estimation of costs and the preparation of budgets. For such purposes, it has certain regulatory powers, both for its internal management and the establishment of administrative procedures and criteria necessary for the application of the Program. The Board is a corporation and as such is autonomous.

To fulfill its mandate, the Board has 15 employees of whom 9 work in the various Cree Communities and 6 at the head office. The majority of the employees of the Board are James Bay Crees and none of us are members of the Civil Service. It is the Board which determines by by-law the staff requirements, remuneration standards, scales and other conditions of employment of its employees.

4.2 ADMINISTRATION OF BENEFICIARIES' FILES

As mentioned previously, the Program tries to ensure a guaranteed income to hunters and trappers who practise harvesting activities as a way of life. It is an annual income divided into four payments made on the following dates:

- September 1 - January 1 - April 1 - June 30.

These dates were chosen in order to adapt as much as possible to the calendar of activities followed by the hunters and trappers. For example, most of the trappers are in the communities during the summertime and usually leave in September for the goose hunt. They spend the winter on their traplines and return to the communities in the spring, again for the goose hunt. Therefore, the dates for the distribution of cheques and inquiries were chosen to correspond to periods when most of the beneficiaries are in their communities.

I would like now to underline the various steps followed during the year for each beneficiary's file:

1.0 The process starts with the annual inquiry in July. All beneficiaries who wish to be on the Program for any given year (July 1 to June 30) must make a request before July 31. The forms to that effect are usually filled out by the Local

Administrators in the presence of the head of the beneficiary unit who answers questions pertaining to:

His family situation, including the number of dependant children;

The number of days spent in the bush by him and his spouse and the periods:

The income earned from all sources;

The amounts received from transfer, payments; and

For Income.

In addition. they also indicate what they are expecting to do in the coming year in terms of number of days that they will spend in the bush and income that they are expecting from other sources. These forms will be used as the basis for calculating the income for the coming year.

2.0 Once the annual inquiries have been done in each community. all employees gather at the head office for a period of three to four weeks to review all the files. Using the annual inquiry. we review the past year to determine whether the payments made were accurate or whether they should be

adjusted and we establish an estimated income for the coming year.

3.0 The next step is the issuance of the first quarterly payment in September. Payments are made directly to the beneficiaries. When they come to the local offices to collect their cheque they are interviewed on their activities for the past three months. At the same time, Local Administrators inquire as to what they are expecting to do in the coming months.

Once the interviews are completed, they are sent to the head office. We then review each one of them to determine if adjustments should be made for the next payment of benefits. For example, if there has been a change in the family, the basic amount will be adjusted accordingly. If a beneficiary has worked for a period of time that he had not anticipated when interviewed in July, this information is also entered into the calculation. This process is repeated in January and in April.

Since the establishment of the annual income at the beginning of the year is based essentially on the intention of the beneficiaries, the periodical inquiries serve as a monitoring process to adjust if necessary the income for the year.

Moreover, because beneficiaries are met at least four times a year, it allows them to see when and why changes are made and to have a constant access to their file. Explanations are given personal in and the fact that all employees in the communities are Cree allows for a better communication with the beneficiaries.

4.3 ENROLLMENT IN THE PROGRAM

Before we discuss the costs of administering the Program, I would like to bring to your attention certain figures on the enrollment in the Program:

1976-1977	979 units	or	4046 persons
1981-1982	929 units	or	3134 persons
1987-1988	1194 units	or	3302 persons
1976-1977	6348 Cree population		64% participation
1981-1982	8060 Cree population		39% participation
1987-1988	10288 Cree population		35% participation

Many factors influence the participation in the Program. Firstly, the age of the population. As was mentioned previously, the Cree population is a young population. More and more of the heads of beneficiary units are between the ages of 18 and 25. This influences the composition of the units and the total participation.

A second major influence is the economic development of the region. Over the years we have seen an increase in the local economy particularly as a result of construction in the Cree villages. This has had a direct impact on the Program:

beneficiaries either spend less time in harvesting activities than in previous years. For example, the average number of days payable per unit has varied from

278 in 1976-1977:

306 in 1981-1982: to

290 in 1987-1988.

beneficiaries withdraw from the Program for a number of years and return later on to the practice of harvesting activities as a way of life. For example in the 30 to 40 year age group there are proportionately less families enrolled than for the other age groups.

4.4 ADMINISTRATIVE COSTS

As mentioned previously, the Board has 15 employees of whom nine work in the various Cree villages. The operating expenses connected with the head office and the 8 local offices represents approximately 5.4% of the total expenses. In 1987-1988. the cost was 666 719\$.

5.0 RECENT MODIFICATIONS TO THE PROGRAM

After almost 10 years of operation. the Income Security Board made recommendations in 1985 to the Quebec Government and the Cree Regional Authority to review the Program. The objectives followed were:

- a) to try to replace the global limit by other means of control : and
- b) to update the Program.

As mentioned previously. the Government did not agree to remove the limit. The parties did however meet a number of times to review the Program and came to an agreement in the fall of 1988 (Complementary Agreement No.8). The Act was modified accordingly in December 1988.

The modifications agreed to have the effect of:

First. correcting certain rules that. over the years. had proven to be unfair or unmanageable: and
second. including provisions that reflect changes in the socio-economic aspects of the region.

I would like to underline some of the major changes made:

1. Payments to spouses

The previous provisions did not allow for the payment of benefits to the spouse. All monies were paid to the head of the family. The Act now stipulates that if a spouse so

requests. she will receive .half of the amounts payable. In addition the Board has the discretionary power to distribute half or all the monies to the spouse in exceptional cases where in its opinion. the welfare of the unit would be better served.

This change was requested by the beneficiaries themselves.

2. Maternity leave

The Act now allows the payment of maternity benefits. The details will have to be outlined in a regulation of the Board (subject to the approval of the Government).

3. Local committees

If a community so chooses, it may set up a local committee whose main function will be to establish a list identifying the persons who, according to community custom, are practicing: harvesting and related activities as a way of life. If such a list is made it will have a direct impact on eligibility to the Program. An applicant to the Program will first have to be on the list to be considered for eligibility. The other criteria and requirements will apply (e.g. 120 days).

This new provision has the effect of involving directly the communities in the monitoring and control of the Program. For example, even if a person meets the general requirements of the

Act. he or she will not be eligible to the Program if he is not considered by the community as practicing harvesting as a way of life.

When discussing means of controlling access to the Program, it was felt that it would be better to involve the communities rather than try to develop stricter eligibility requirements that would not reflect the reality or take into consideration the differences between the various communities.

These amendments in our opinion, reflect some of the social changes that have occurred in the Cree communities over the last 10 years.

MC/tsc

Monique Caron
Secretary General

PART 'F' "

TFN Examples of Eligibility and Seasonal
Payment Calculations (as calculated at workshop)

WILDLIFE HARVESTING SUPPORT PROGRAMME

EXAMPLES OF ELIGIBILITY AND SEASONAL PAYMENT CALCULATIONS

These examples, including all specific **figures**, are for the purpose of illustration only.

In community X, the local HTO has divided the year into the following harvesting seasons:

Summer (Auja)	July-August
Late Summer (Ukiaqsaq)	September
Fall (Ukiaq)	October-November
Winter (Ukiuq)	December-February
Early Spring (Upingaqsaq)	March-May
Spring (Upingaq)	June

For purposes of illustration, we will take five families of five, each family consisting of a harvester (as recognized by the HTO), spouse, and three dependents. The families wish to enrol for the **Fall season**.

Assume that the Basic Annual Family Harvesting Income for a family of five is \$15,000. , and assume also that the local HTO has allocated 13% of the yearly amount, or \$2000., as the Seasonal Family Harvesting Income for the fall season.

We can use the following short forms for convenience:

- BAFHI = Basic Annual Family Harvesting Income (see sect. 8). The 12-month period covered begins at the start of the previous winter season (beginning of December), and finishes at the end of the fall season (end of November).
- SFHI = Seasonal Family Harvesting Income (see sect. 8). This covers the fall season, or October and November.
- 0.1. = **Other** Income, or net income from all sources other than the sale of products of or handicrafts made from the products of wildlife harvesting
- O.W.1.= Other wildlife income, or proceeds from the sale of products of or handicrafts made from the products of wildlife harvesting.
- HSP = Harvesting support payments, or **all** payments received from the programme in the previous five seasons.
- PNWI = Previous net wildlife income, or the other wildlife income in previous seasons minus the \$3000 exemption.

Section 6 - Eligibility Calculation

A harvester who has met the criteria in 6.1 (i) and 6.1 (ii) would be eligible to enrol in the fall season if

$$\underline{\text{BAFHI} - [4(\%) \text{ of } 0.1.] - [40\% \text{ of } (0. \text{ W. I.} - \$3000)] - \text{HSP} > 0}$$

Family 1

$$\begin{aligned} \text{BAFHI} &= \$15000 \\ 0.1. &= 0 \\ \text{O.W.I.} &= 0 \\ \text{HSP} &= \$5000 (\text{W}) + \$3000 (\text{ES}) + \$1000 (\text{SP}) + \$3000 (\text{S}) + \$1000 (\text{LS}) \\ &= \$13000 \end{aligned}$$

$$\begin{aligned} \$15000 - [40\% \text{ of } 0] - [40\% \text{ of } (0 - \$3000)] - \$13000 &= \\ \$15000 - 0 - 0 - \$13000 &= \\ \$2000 \end{aligned}$$

The result is greater than zero, so the harvester is eligible. In this case the harvester is eligible for the full \$2000 in the fall season.

Family 2

$$\begin{aligned} \text{BAFHI} &= \$15000 \\ 0.1. &= \$5000 \\ \text{O.W.I.} &= 0 \\ \text{HSP} &= \$5000 (\text{W}) + \$3000 (\text{ES}) + \$1000 (\text{SP}) + \$1000 (\text{S}) + \$1000 (\text{LS}) \\ &= \$11000 \end{aligned}$$

$$\begin{aligned} \$15000 - [40\% \text{ of } \$5000] - 40\% \text{ of } (0 - \$3000) - \$11000 &= \\ \$15000 - \$2000 - 0 - \$11000 &= \\ \$2000 \end{aligned}$$

The harvester is eligible to receive the full harvesting support payment of \$2000 for the fall season.

Family 3

$$\begin{aligned} \text{BAFHI} &= \$15000 \\ \text{O.I.} &= \$10000 \\ \text{O.W.I.} &= \$4000 \\ \text{HSP} &= \$4600 (\text{W}) + \$3000 (\text{ES}) + \$1000 (\text{SP}) \\ &= \$8600 \end{aligned}$$

$$\begin{aligned} \$15000 - [40\% \text{ OF } \$10000] - [40\% \text{ OF } (\$4000 - \$3000)] - \$8600 &= \\ \$15000 - \$4000 - \$400 - \$8600 &= \\ \$2000 \end{aligned}$$

The harvester is eligible to receive the full harvesting support payment of \$2000 for the fall season.

Family 4

BAFHI = \$15000
O.I. = \$25000
O.W.I. = \$1000
HSP = \$5000 (w)

$$\begin{aligned} & \$15000 - [40\% \text{ OF } \$25000] - [40\% \text{ OF } (\$1000 - \$3000)] - \$5000 = \\ & \$15000 - \$10000 - 0 - \$5000 = \\ & 0 \end{aligned}$$

The harvester is not eligible to enrol in the programme for the fall season.

Family 5

BAFHI = \$15000
O.I. = \$21000
O.W.I. = 0
HSP = \$5000 (w)

$$\begin{aligned} & \$15000 - [40\% \text{ OF } \$21000] - [40\% \text{ OF } (0 - \$3000)] - \$5000 = \\ & \$15000 - \$8400 - 0 - \$5000 = \\ & \$1600 \end{aligned}$$

The harvester **is eligible** to enrol in the programme for the fall season, but can receive a maximum payment of \$1600 in that season.

PART 'G*

Workshop Conclusions and Recommendations

COMPREHENSIVE WILDLIFE HARVESTING SUPPORT PROGRAMME WORKSHOP

YELLOWKNIFE, N.W.T.

MARCH 2-3, 1989

Conclusions and Recommendations.

Through their discussions, workshop participants have developed the following conclusions and recommendations.

1. The traditional subsistence economy, involving some 4200 harvesting households and producing some \$55 Million of country **food** annually, is of immense economic, social and cultural value to the N.W.T.
2. Due to rising harvesting costs and uncertain fur markets, the traditional subsistence economy is threatened.
3. While existing government programmed, such as the outpost camp and community hunt programmed, have supplied badly needed assistance, there is a need to seek more comprehensive solutions.
4. The comprehensive income support programme that has been instituted in Quebec Cree communities, through the James Bay and Northern Quebec Agreement and accompanying Quebec legislation, provides a successful conceptual model that could, with appropriate modifications, be applied in the N.W.T. The work by TFN and by **CARC** supply further evidence **of this point** .
5. While more work needs to be done, initial research indicates that the costs of introducing a comprehensive wildlife harvesting support programme (WHSP) in the NWT, need not **be** prohibitive. Costs would be offset by substantial savings in other government programmed, notably social assistance and health expenditures.
6. The introduction of a WHSP, that is linked to wildlife management **structures**, in order to ensure sound wildlife conservation/management. Similarly, while introduction of a WHSP must be founded on the proposition that subsistence harvesting has priority in terms of both access to resources and allocation of public sector money, there is room to " support both a WHSP and promising commercial opportunities. The implementation of WHSP does **not** undermine the potential for undertaking commercial ventures for significant economic gain.

7. A WHSP **should** support and subsume both the social and economic objectives of renewable **resources** development.
8. A COMPREHENSIVE WHSP IS BOTH **DESIRABLE** AND FEASIBLE FOR THE N.W.T.
9. AWHSP SHOULD BE INTRODUCED ON A PRIORITY BASIS. A PRACTICAL TARGET DATE FOR ENACTMENT OF LEGISLATION AND **COMMENCEMENT** OF BENEFIT **PAYMENTS** IS 18 MONTHS. (**FALL** 1990)
10. Due to the responsibilities of the federal government with respect to aboriginal peoples, Crown lands, marine areas and resources, regional development within Canada, sovereignty and other matters, it is incumbent upon the Government of Canada to contribute to the cost of financing a WHSP in the N.W. T.
11. Given the precedents established for both the Cree and Inuit beneficiaries of the Jam Es Bay and Northern Quebec Agreement, and also the Naskapis of Quebec through their land claims settlement, it is appropriate that the aboriginal peoples of the N.W.T. receive guarantees with respect to WHSP through land claims final agreements. It is understood that, while the Inuvialuit have already concluded their land claims negotiations, **WHSP** benefits must also be extended to Inuvialuit communities through an appropriate vehicle.
12. It would be appropriate for Dene/Metis, TFN, Inuvialuit and GNWT Executive council leaders to meet with responsible federal ministers, as soon as possible, to determine the means of financing a WHSP.
13. Regardless of the scope and pace of commitments to a WHSP secured through land claims negotiations, it appears **advisable** that any WHSP in the N. W.T. have the following features:
 - a) a legislated base, understanding that aboriginal groups shall assist in the development of appropriate provisions;
 - b) regional variability, in all **probability** conforming to the **Nunavut**, Denendeh, and Inuvialuit regions (indeed, while the term WHSP is being used in the singular, there may be, in reality, multiple programmed with broadly similar features) ;
 - c) independent boards to administer benefits, made up of equal numbers of government and aboriginal group appointees (this does not preclude non-

beneficiaries from being eligible for WHSP benefits); the wildlife management structures established in land claims settlements may be appropriate for these roles, thereby avoiding administrative overlap; and

- d) variation in benefit levels conforming to differences in community hunting costs.

14. A joint aboriginal group/GNWT Working Group on the **Establishment** of a Comprehensive Harvesting Support Programme should be established **immediately**. it should be made up of:

- a) one nominee from each of the Dene/Metis, Inuit and Inuvialuit;
- b) an equal number of senior representatives appointed by the Executive Council; and
- c) a chairperson agreeable to everyone.

15. The Working Group shall, address critical issues of research gaps, design options, financing, possibilities of phasing in, and other matters identified in schedule 'A', to assist GNWT and aboriginal leaders in ensuring that WHSP is implemented in the time period desired.

16. The Working Group shall report to the major aboriginal groups and the Executive Council. Within 90 days it should report on:

- a) the relationship of a WHSP to land claims in light of the response of the federal government to the efforts described above; and
- b) a detailed workplan to ensure implementation of a WHSP by **fall** 1990.

17. The Executive Council should be invited to meet, the cost of an initial meeting of the Working Group. **The Working Group** shall address its further financial needs.

SCHEDULE A

MATTERS REQUIRING FURTHER RESEARCH AND CONSIDERATION

investigation into the design of appropriate models for the three settlement regions;

population and demographic growth projections;

review and evaluation of existing government programs;

examination of cost savings to Government due to the WHSP;

additional cost projections associated with the WHSP;

review and evaluation process for the WHSP;

estimates of administrative costs;

potential financing-sources;

costs of harvesting across the NWT;

costs of living and household economies;

definition of beneficiary units and eligibility criteria for program entry; and

social/economic patterns of resource use.

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