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The Lancaster Sound Regional Study

Public Review: Public Prospect

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The Honourable John C. Munro
Minister of Indian Affairs and
Northern Development
House of Commons
Ottawa, Ontario

Dear Mr. Munro,

We are pleased to report on the Public Review Phase of the Lancaster Sound Regional Study and to advise you in the accompanying report of the key issues and concerns raised by Canadians during the fourteen months since the Green Paper, The Lancaster Sound Region 1980-2000, was published.

The first Public Review of the Lancaster Sound Regional Study occurred prior to the publication of the Green Paper. People, Resources and the Environment was submitted to you in the fall of 1981 and contained seventeen recommendations based on a series of community visits and two public workshops. This report reflects, to a large extent, the continuation of the participatory process initiated some three years ago.

The report is written in four parts. The first consists of a brief review of the Lancaster Sound Regional Study. The second focuses on the growing polarity of proposed uses of the Lancaster Sound Region, and the third on the Northern Land Use Planning Program initiated by your Department. Extracts from submissions made during community visits and the public workshop are included in the latter two parts. These extracts are reviewed in the form of summary comments by the Co-Chairmen. The final part of the report focuses on the role of public review and participation in the Lancaster Sound Regional Study, and on the continuing role of the public in the Northern Land Use Planning Process.

As you are aware, implementing a land use planning process in the North was strongly encouraged during public review two years ago. A creative and dynamic land use planning process can succeed in structuring "balanced development" but only if such a process is truly reflective of northern conditions and perceptions. Therefore, the Department is urged to ensure that the structure and form of the Northern Land Use Planning Program will incorporate local and regional public participation and review during all phases of the planning process.

The process of public review launched during the Lancaster Sound Regional Study is quite probably irreversible. Potential benefits in support of public review include a local understanding of, and commitment to, the planning process as well as an active and informed citizenry.

The Department is further urged not to structure a process that disassociates the bio-physical from social, cultural, and economic considerations. What emerged from the public workshops, from written statements by native organizations, and from community meetings was the clear statement that the North is a single entity and cannot be neatly separated into discrete sectors. This, more than anything else, is at the core of public reaction to the Lancaster Sound Regional Study. Any planning process that disassociates socio-economic and cultural factors from their bio-physical context is suspect: more emphatically, a process that does so in the North is bound to be rejected.

The recent workshop held in Pond Inlet provides one tangible example of the need to review the biophysical, social, and economic consequences of strategies for "balanced development" in the North. The likelihood of a growing, healthy, and young Inuit population to continue to support itself in the long run strictly on the basis of a renewable resource-based economy has been challenged by industry and questioned by the Inuit themselves. It is essential that the Department clarify the relationship of current and projected human population in the North to the projected sustainable yield of living resources in the region.

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The recent workshop held in Pond Inlet provides one tangible example of the need to review the biophysical, social, and economic consequences of strategies for "balanced development" in the North. The likelihood of a growing, healthy, and young Inuit population to continue to support itself in the long run strictly on the basis of a renewable resource-based economy has been challenged by industry and questioned by the Inuit themselves. It is essential that the Department clarify the relationship of current and projected human population in the North to the projected sustainable yield of living resources in the region.

If the maximum sustainable yield is equal to, or greater than, the needs of the projected population, then a renewable resource-based economy is a viable, although not necessarily exclusive, option for the Lancaster Sound Region. If the yield is less than the needs of the projected population, an option based exclusively on harvesting renewable resources is not viable. Therefore, additional sources of employment would have to be developed. The proposed studies should form an essential and early part of the planning process being developed that would be based, for the most part, on data acquired during the initial phases of the Lancaster Sound Regional Study.

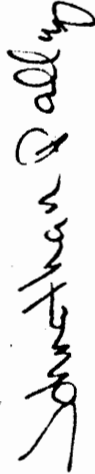
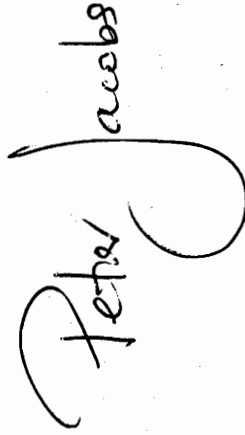
An application by Consolidex Magnorth Oakwood Joint Venture to drill an exploratory well in Lancaster Sound will be submitted to the Department of Indian and Northern Affairs in the very near future. Public review of the entire Lancaster Sound Regional Study has lead to two incontestably clear conclusions: There is a strong support for a northern land use planning process, and there is an equally strong demand that the planning process be effective and representative of northern interests and priorities. In order to build upon the excellent initiatives that have been generated by your Department throughout the public review of the Lancaster Sound Regional Study and in order to respect the clear will and weight of the public review process:

It is recommended that an integrated land use strategy, program, and plan for the Lancaster Sound region be developed and that all decisions with respect to oil and gas exploration in Lancaster Sound be reviewed within this context.

We are convinced that this report fairly and accurately reflects the essence of public review of the Lancaster Sound Regional Study, following the publication of the Green Paper, and recommend the accompanying report for you consideration.

Yours truly,

Peter Jacobs and Jonathan Pallug
Co-Chairmen



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The Lancaster Sound Regional Study was initiated by the Minister of Indian and Northern Affairs in the fall of 1979. An earlier review in 1979 by the Environmental Assessment and Review Process (EARP) panel concluded that meaningful assessment of the environmental and socio-economic impacts of an application by Norlands Petroleum Ltd. to drill an exploratory well in Lancaster Sound could not be made in isolation from the broader issues that affected all other uses of the area.

The regional study of the Lancaster Sound region consisted of four main steps. The first steps consisted of collecting, reviewing, supplementing and analysing available information on and about the Lancaster Sound region. This activity resulted in the publication of a set of background reports and a Preliminary Data Atlas. Much of the information was gathered from extensive consultation with the people of the region and the preliminary atlas was reviewed in detail at public meetings and workshops prior to being published in its final form. A draft Green Paper entitled "The Lancaster Sound Region: 1980-2000" presented a synthesis of the information acquired and asked the question "what do you think would be our best plan for Lancaster Sound?" Four further questions dealing with the possible uses and management of the region were outlined in the draft Green Paper as a means of stimulating public discussion and review.

In a press communiqué distributed at the time of release of the draft Green Paper, the Minister of Indian & Northern Affairs, the Honourable John Munro,

noted that "planning for Lancaster Sound's abundant and varied resources is a crucial and complex issue that demands the fullest possible public input. We need the special knowledge of the people of the region as well as the considered advice of people in government, industry, and academic institutions and the concerned general public".

The second phase of the Lancaster Sound Regional Study consisted of an extensive public review of the draft Green Paper following its release in February 1981. The public review phase began with a series of two-day meetings in each of the four communities in the Lancaster Sound region.

The community meetings were followed by a Northern Workshop held in Resolute Bay, and a Southern Workshop held in Ottawa during the month of May 1981. The report People, Resources, and the Environment that summarized this extensive public review and debate of the draft Green Paper was released in draft form in September 1981 and published in May 1982. People, Resources, and the Environment included seventeen recommendations intended to guide and orient the third phase of the Lancaster Sound Regional Study, the development of a final Green Paper. The Green Paper was designed to reflect the best available knowledge about the region and the widest possible range of public opinion. In fact, during public review of the draft Green Paper, the Department agreed to requests that the final report also be subject to public review in a workshop format similar to the ones held for the preliminary report.

Two additional and inter-related events occurred between the public review of the draft Green Paper and that of the final report. In July 1981, the Federal Government announced a new policy on comprehensive northern land use planning. The Honourable John Munro stated in the Communiqué that "comprehensive land use planning is considered a particularly important step by the Federal Government. We are doing this to respond to the needs of natives, residents, industry, conservationists, and all levels of government so that they may have a say in what happens to the land and resources of Canada's North".

The Lancaster Sound Region: 1980-2000 was released by Mr. Munro, in Pond Inlet, Baffin Island, in July 1982. The report represents the results of almost three years of work. It postulates six options for future use of the Lancaster Sound region, and outlines for each option, the basic premise, rationale, description of activities, and implications. Because most of the reaction to the Green Paper is directed towards these six use options, they are listed below for future reference within this report. Abbreviated titles of the six options for future use are: 1- No new development, 2- Environmental protection, 3- Renewable resource economy, 4- Northwest passage shipping, 5- Balanced development, and 6- Non-renewable resource economy.

Following the publication of the Green Paper but prior to its final review, the Department issued a draft discussion paper in October 1982 on comprehensive environmental conservation that was followed by a conservation policy workshop held in Whitehorse, Yukon. The workshop was designed to formulate the

initial elements of a conservation policy and action plan for the Canadian North. An outcome of this workshop was the formation of a conservation task force whose members have recently been appointed by the Minister. The task force is asked to recommend an appropriate conservation target for implementation of through 1985 and to recommend on the establishment of an ongoing mechanism for a northern conservation program linked to the northern land use planning process. The attempt to formulate a comprehensive conservation policy was not, unfortunately, integrated into the Green Paper public review process to any significant extent and thus did not elicit public comment in the context of the Lancaster Sound Regional Study.

The Green Paper stated that the strong public consensus on the need for effective regional planning was expected to result in the initiation of a planning process for the Lancaster Sound region. Views on the resource options outlined in the Green Paper would assist in determining the overall framework and scope for the regional planning process.

The review of the Green Paper was concluded by a public workshop held in Pond Inlet in May 1983. This paper reports on the public reaction to the Green Paper, "The Lancaster Sound Region: 1980-2000", and on the preliminary reactions to the comprehensive land use planning program to be initiated by the Department of Indian and Northern Affairs throughout the North. Finally, some comments on the enormous effort devoted to the Lancaster Sound Regional Study and, in particular, the public review of the process are offered.

2- RESPONSES TO THE GREEN PAPER

Early letters *

At a press conference held in Pond Inlet on July 30, 1982 on the occasion of the release of the Green Paper, the Honourable John Munro stated: "The fifth option set out in the Paper, namely the balanced development of renewable and non-renewable resources is the type of objective we should be orienting our policies to and has in fact been the policy of the Federal Government now and for perhaps as much as a decade".

Written response to the release of the Green Paper between July 1982 and February 1983 varied considerably although most of those who wrote advocated adopting either the second option of environmental protection (L04, L13, L14), or the fifth option of balanced development (L02, L10). In fact, one analysis of the options pointed out that both these options could, over an extended period of time, lead to renewable and non-renewable resource development within a comprehensive strategy of living resource conservation and within a framework of regional planning (L08). As such, the difference between the two options was one of sequence of events, time span and perception but not necessarily one of substance.

* See appendix A for a summary of the contents of the written responses received.

A few letters (L01, L03, L05) were critical of the lack of perceived progress in implementing one or more of the issues raised during public review of the draft Green Paper. One letter (L01) stressed the need to develop a conservation strategy for the living resources of Lancaster Sound and to establish a regional planning framework prior to making any major decisions about the six options for the future use of the Lancaster Sound region. Another letter (L15) stated that the existing regulatory regime is quite adequate to deal with conservation concerns and that the land use planning process should not be allowed to delay or otherwise hinder development.

A number of letters questioned the assumptions underlying the Green Paper and the six options for future use that were presented. In a letter to his colleague John Munro (L11), the Honourable Jean Chrétien, Minister of Energy, Mines and Resources, notes his concern that "the options contained in the Green Paper are presented in a manner that views environmental protection and resource development as incompatible and apparently ignores environmental protection as an element of resource development planning". This theme was supported in large measure by the oil and gas industry letters (L07, L12). Cominco Limited was sharply critical of the Green Paper stating that it is a study of limited perspectives, particularly, in its treatment of national interest considerations, economic development, the differences between the petroleum and non-petroleum sectors, and a balanced approach to northern development.

Community Visits

The Mining Association (L17) notes that, although choice of lifestyle should properly be left to the individual, there are indications that the Inuit may no longer be able to sustain a traditional lifestyle based on wildlife harvesting of renewable resources for the entirety of their growing population. The association stresses the need to act promptly to develop wage employment opportunities in the North. Another letter suggests that the national interest and the Federal Government strategic objectives in the North are inadequately treated (L16), and in Dome Petroleum's letter (L12) the issue is posed whether or not the bio-physical resources in the Lancaster Sound region are so great that their value exceeds the benefits to be derived from exploiting the oil and gas resources in the region.

One letter (L18) expresses the opinion that beyond the question of Canada's energy future is the need to consider the Lancaster Sound region as one of the last remaining truly great wilderness areas of the world.

Others wrote that the Green Paper has contributed in a number of important ways to an open discussion of the potential conflicts and compatibilities of resource development in the Lancaster Sound region (L09, L12) and that important information has been collected in useful and informative formats (L06).

The inability of the Green Paper to successfully address the issues of northern policy and land use planning (L09) is the subject of further comment within this report.

The public review of the final Green Paper was launched in the four communities of the Lancaster Sound region in February 1983. The meetings were well attended and the participants were quite familiar with the issues and with the objectives of the Lancaster Sound Regional Study.

Discussion and comments in all of the four communities focused on future use - what to do - rather than on management - how to do it. To a large extent those who offered their comments did so as individuals and there were virtually no "official" positions or representations from groups or Inuit bodies such as the community councils or the hunters' associations. In fact, only once did someone comment that he didn't want to express an opinion because the local development review committee was still studying the options.

In Pond Inlet, a number of speakers expressed concern with the possibility of industrial accidents and were worried about the loss of wildlife. One speaker acknowledged the likelihood that development would occur eventually, but suggested that there was a need to improve shipping technology and to increase protective measures with respect to development activities before proceeding beyond option 2 - environmental protection. Most of the speakers endorsed option 2 although not all agreed that the future use of Lancaster Sound should be limited to environmental protection. In fact, at least two speakers indicated that they supported balanced

development because they believed that a cash economy was important to the Inuit and that the traditional life style could no longer be fully sustained.

In Arctic Bay, as in other communities, people expressed their concerns that their comments would be forgotten. They wondered if they exerted any influence at all. Some indicated that they did not understand the six options and others that the Inuktitut translations were difficult to follow. One speaker wondered if the Inuit would be involved in biological studies if option 2 were chosen. All were convinced that much more work was needed in order to understand the behavior of the animals.

A number of speakers in Arctic Bay addressed the issues of a planning board in a direct and concise manner. They rejected any planning body limited to an advisory capacity, and insisted on a board with authority. One speaker recognized the need for planning for new activities as they affect not only the animals but the Inuit as well. The case of changing life styles related to the mining activities at Nanisivik and Rankin Inlet was used to illustrate this point.

In Grise Fiord, clarification of the six options was requested by a few speakers while others expressed support for option 2. Again, one speaker insisted that the studies of the wildlife of the region could not possibly be done over a short three year span and that these studies had to be prolonged if good results were to be obtained.

In Resolute Bay, the concept of a sequence of options for the future use of Lancaster Sound was introduced. The combination of option 2- environmental protection and option 3- renewable resource development, including the introduction of tourism, would occur over the next 5-10 years, subsequently option 5- balanced development might be introduced. This would require a planning board with decision-making powers. One speaker questioned the implicit definition of "balanced development" used in the Green Paper, and suggested that balanced development could only include activities that were compatible with present day life styles. Subsequently, the speaker withdrew his suggestion that the flow from options 2 and 3 to option 5 was desirable, particularly if option 5 would include year round shipping activities through the Sound.

These brief comments on the key issues raised during the community visits do not adequately reflect two or three general concerns common to the four communities that were expressed as much in informal discussions during coffee breaks as during the slightly more formal public sessions.

There remain a number of firm convictions held by the Inuit with respect to the Lancaster Sound Regional Study process. First, the Inuit, unlike the industrial or governmental groups that commented at the June Workshop session in Pond Inlet, do not believe that too much time has been spent on studying and discussing the future uses of the region.

Secondly, the Inuit are no longer willing to participate in this process or any subsequent planning process in a strictly advisory capacity. Other convictions firmly held by the Inuit have been previously reported in People, Resources, and Environment, and therefore are not reiterated here.

There were a number of comments expressed by other Inuit during the community visits that focused on the need to provide opportunities within the context of a wage earning economy. No concessions were made to the effect that environmental protection or the quality of the environment were in any way to be sacrificed to a wage earning economy, but that within this context non-renewable resource development might, in fact, be permitted. Whereas this expression of interest does mark an interesting departure from the more rigid "development" or "no-development" positions of industry and the Inuit organizations, caution must be exercised in interpreting the significance or the representativity of these comments. What was clear, however, is that options 2, 3 and 5 were seen as a sequence of events that might take place over a period of time and that they are not necessarily mutually exclusive. In fact, one of the speakers from Arctic Bay went so far as to discuss the issue of compensation for losses of food and livelihood in the case of an accident and to introduce the principle that such compensation should continue until the affected sea mammal population recovers to its former state.

The recognition of the possibility of moving from environmental protection, to a renewable resource economy, to a non-renewable economy over a period of

time and within the framework of a responsible planning board with some authority to affect the decision making process was a very positive and fruitful outcome of the community meetings. Caution must be expressed, however, that this sequence represents the majority or even a significant minority of Inuit opinion. These expressions did, however, succeed in opening up a number of new planning strategies that were not previously identified.

The Workshop Discussion*

The Pond Inlet workshop was scheduled for the month of March immediately following the successful and promising community visits that were held in the region. Unfortunately, the workshop was postponed by the Department of Indian and Northern Affairs until June. As a direct consequence, much of the interest developed in the region as a result of the community visits dissipated and with it the evolving attitudes and strategies as to how best to plan for the future use and management of the region.

The workshop held in Pond Inlet, accordingly, reverted to a highly polarized setting in which the Inuit argued for option 2- environmental protection at the same time as industry argued for immediate non-renewable resource development, as a component of option 5. One of the

* See Appendix B for a summary of the contents of the written and oral presentations during the workshop session.

workshop participants, Consolidex Magnorth Oakwood Joint Venture (CMO), indicated that they would be filing an application for hydrocarbon exploration in Lancaster Sound as an integral part of their interpretation of the "balanced development" option outlined in the final Green Paper.

Reactions to the Green Paper The Lancaster Sound Region: 1980-2000, at the workshop, varied considerably and reflected all too accurately the polarity of viewpoints expressed throughout the meeting.

The gas and oil companies as well as the mining interests that were present at the workshop supported the concept of balanced development and expressed their conviction that sufficient regulatory controls exist in the region to proceed immediately to develop both the renewable and non-renewable resources of the region.

Petro Canada does not anticipate that first deliveries of gas from the Arctic Pilot Project will occur until 1990 due to the current world economic situation and the associated decline in oil prices and in demand for natural gas. They are of the opinion that the Arctic Pilot Project can proceed in harmony with the goals and objectives of a planning mechanism such as that outlined in the Lancaster Green Paper, and would support option 5 of the Green Paper (T:010).

Dome Petroleum's interests in the Lancaster Sound region include (1) the need to transport oil or liquefied natural gas through the Sound to southern markets, (2) their exploration lands in the Sound, and

(3) their activities as a drilling contractor. Dome wants to ensure that contract opportunities are not lost through lands being removed from exploration.

Dome stressed the belief that the right of innocent passage through the Sound should not be denied to Canadian Oil and Gas producers, and that there are sufficient regulatory mechanisms in place to ensure the environmental integrity of Arctic waters. Dome believes that existing regulatory control and progressive technological developments can resolve perceived conflicts between renewable and non-renewable resource activities (T:019).

Cominco policy supports the concept that the environment and the biological base for renewable resources in all parts of Canada should be protected. Cominco is of the opinion that mineral development which is compatible with preservation of the environment and the social needs of the Inuit is possible now under existing regulatory controls (T:028).

The position of the Northwest Territories Chamber of Mines is that there can be no question that development of northern resources must proceed, and that we have the knowledge and the technical capacity to carry out such activity within acceptable environmental and social parameters (T:036).

Consolidex Magnorth Oakwood Joint Venture sees the assurance of environmental protection as a matter of determining the degree to which available knowledge is being used to manage the biological regime, by

following accident prevention procedures, and by taking steps to minimize impacts. CMO is of the opinion that non-renewable resources should be developed in harmony with the maintenance of a renewable resource economy (T:044).

In stark contrast, George Eckalook (T:069) stated that the settlement of Resolute Bay wants Lancaster Sound to stay in its present state and not be touched at all.

Mr. Oyukuluk and Mr. Williams (T:077) noted that Inuit tradition, culture and life style are directly linked to the environment, especially the marine environment. Any deterioration of this environment would adversely affect the culture and values of the Inuit. The community is of the opinion that implementing a combination of options two and three of the Green Paper, i.e. creation of a renewable resource-based economy, will minimize the social impact on the community.

Mr. Audlaluk (T:085) noted that the community of Grise Fiord is concerned about the future generations of Inuit and would like to assure that they could continue to hunt as part of the Inuit life style.

Maggie Alloo (T:096) stated emphatically that the Pond Inlet Hamlet Council does not want to see development of non-renewable resources at this time. She also stressed the urgent need to provide further education in the region in order that Inuit be able to compete equally for job opportunities and maintain their pride. Mrs. Alloo concluded by insisting that

Lancaster Sound is just too special an area to be used as a guinea pig for land use planning, non-renewable resource development, or year round ice breaking shipping.

Summary Comments

Public reaction to the draft and final versions of the Green Paper has not resulted in consensus although a broad basis of agreement has been reached on a number of key issues. The Federal Government has approved a northern land use planning policy and is now finalizing an agreement with the NWT government and the native organization on a cooperative planning process. A task force has been established to formulate a comprehensive conservation policy and action plan for the North. The Minister, the Honourable John Munro, has indicated that "balanced development of renewable and non-renewable resources... has been the policy of the Federal Government now and for perhaps as much as a decade". Thus many of the key components of a comprehensive northern policy have evolved either directly or indirectly from the Lancaster Sound Regional Study process and from the public review that forms such an integral part of this process.

There remains, however, substantial disagreement as to the definition, interpretation, and application of each one of these policy positions. In particular, balanced development means something quite different to the Inuit than to industry, but neither group proved to be as internally homogeneous as might have been assumed.

The need for preservation of natural environments is contested not so much in terms of location and extent as it is in terms of the timing of implementation. The Inuit clearly wish to conserve first and develop later.

Both the mining and the gas and oil industries are loath to eliminate any significant regions from potential development activities. The Federal Government would seem to be inclined to reserve certain areas of the North for conservation purposes in advance of industrial development. The public launching of the Northern land use policy discussion stated that "Northern Canada possesses unique biological and physical attributes that must be preserved from degradation and protected from any threat of diminution or extinction.

In both these issues, the definition of balanced development and the implementation of a conservation strategy in Northern Canada, the debate has tended towards defining diametrically opposed positions. Neither of these issues need have resulted in such a "Mexican stand-off". That they did may well be a product of how these issues were structured, organized and presented for public review. It appears that more broadly based support might have been generated if the options had been presented to form a potential time sequence rather than as mutually exclusive. In fact, the Canadian Arctic Resources Committee (L-08) suggested that given the declaration by the Minister in favor of the balanced development option, it would have been more productive to present a set of options that outlined different rates and scales of development.

Granted that the Green Paper, as published, is not structured in this manner, subsequent activity within the proposed regional planning process can and should avoid presenting policy, scenarios, strategies, plans or any combination of these elements in formats where one or another of the key actors in the planning process must lose in order that another might win.

Similarly, the perceived opposition of conservation and development options is not necessarily an inherent characteristic of "balanced development" which by most definitions would include both conservation and development objectives.

In fact, the report People, Resources and Environment stressed the need to incorporate a conservation strategy into each of the options presented. Should the regional planning process focus on alternative rates, scales, and means of achieving balanced development in the Lancaster Sound Region, then a conservation strategy would presumably be an integral part of each development scenario as would development be an integral part of each conservation scenario.

Reaction to the draft Green Paper reported in People, Resources, and Environment; to the community visits; and to the workshop held in Pond Inlet, has tended to shift from expressions of concern and of anxiety, to expressions of a willingness to explore possible options offered both by industry and by the Inuit, to expressions of frustration, fatigue, confusion and in some cases utter dismay. Clearly too much time, energy and good will has been invested in the Lancaster Sound

Regional Study to allow the process to expire from benign neglect. The locus of concern must now shift to the Northern Land Use Planning Program proposed by the Department of Indian and Northern Affairs. The policy announced more than two years ago, and the public reaction to it, are the subject of the next section of this report. A dynamic land use planning process in the North can succeed in structuring viable paths towards achieving "balanced development" but only if such a process is truly reflective of northern conditions and perceptions.

The Initial Policy and Public Reaction

Following closely upon the public review of the draft Green Paper, the Minister of Indian and Northern Affairs announced in July 1981 a Northern Land Use Planning Policy (NLUPP) that had been approved by Cabinet.

The policy is designed to help:

- a) avoid or minimize land use conflicts arising from the inability of different land uses... to be accommodated on any area of northern lands;
- b) ensure the integration of the management of northern land resources;
- c) enable northern lands to be allocated and used in an optimum way, taking into account local, regional and national interests and concerns and the physical and biological characteristics of northern lands and the resources they support;
- d) enable public participation in the decisionmaking process concerning allocation and best use of northern lands.

A great deal of support for a truly Northern land use planning process was expressed during the public review phase of the Lancaster Sound Regional Study and the Department of Indian and Northern Affairs indicated a

strong interest in proceeding in this direction. The Canadian Arctic Resources Committee had sponsored a workshop in 1979 that had established seven key principles for the development and protection of Lancaster Sound. During the workshops held to review the draft Green Paper, these seven principles were reviewed and in some cases modified by participants who strongly supported their inclusion as part of the proposed planning process.

The report People, Resources, and the Environment noted that "Adoption of the principle that guidelines for the management of Lancaster Sound were essential to the evolution of the Lancaster Regional Study was virtually unanimous during public review". The report recommended that the final Green Paper incorporate aspects of the land use planning policy paper of July 1981, and illustrate its application to the Lancaster Sound region. The report further noted that "insofar as only the skeleton framework of a northern land use planning process can be developed in a policy paper, much work remains before a viable planning process can be established on an ongoing and operational basis. Not the least of the questions that must be addressed is "how shall we plan?"

The intention of the final section of the report People, Resources and the Environment was not "to dampen enthusiastic support for a regional planning process North of 60°", but rather to suggest that such a venture must be truly adapted to the people and the place for which it is intended".

The final recommendation of the report People, Resources, and the Environment suggested that a two year period be granted to establish an operational planning format in the Lancaster Sound region and that development permits and approvals be suspended until the planning process is established. The two year period has come and gone, but as yet an operational planning format has not been established in the Lancaster Sound Region.

DIAND Initiatives: developing a policy and planning framework

The Department of Indian and Northern Affairs has not been inactive with respect to developing and implementing a northern land use policy and planning process North of 60°. A number of background papers were commissioned by the Department following the announcement of the Northern Land Use Planning Policy in July 1981. An early internal report (1) recommended an organizational and operational approach based on four basic principles:

- comprehensive planning, including the full range of natural resources and social and economic considerations involving all relevant agencies;
- integrated planning, rather than sectoral planning;
- public participation; and
- a formal planning process which would be sequential, iterative and include specific decision points.

The report was based on a detailed analysis of the NLUPP to determine the operational and organizational problems likely to arise, and included a set of criteria for successful planning in Northern Canada as well as a set of organizational alternatives. An implementation approach was developed to permit the Department to proceed with finalizing the planning process.

In October 1982, the Department of Indian and Northern Affairs released a draft publication entitled "Land Use Planning in Northern Canada". This document defined Northern land use planning as "an organized process for determining the uses of land and related resources based upon cooperative decision making by governments, groups, and individuals". It stated further that the primary responsibility for preparing Northern land use plans will rest with Northerners, that public involvement will be encouraged and will be included in the land use planning process, and that Northern land use plans will be prepared on a Land Use Planning Area basis.

The proposal suggests that native claim negotiations and land use planning can and should proceed concurrently. The two initiatives should be integrated to the maximum extent possible to avoid unnecessary delays, and to ensure that all issues are examined in appropriate detail.

In short, the functioning of the land use planning process rests on three basic principles:

- it will be an open and public process;

- it will be done in the North by Northerners, and

- it will be flexible enough to accommodate all legitimate issues, and will permit modifications necessary for dealing with specific concerns.

Reactions to the framework

In the context of the Lancaster Sound Regional Study, reactions to the proposals of the Department of Indian and Northern Affairs can be grouped into three distinct categories. Those that were expressed by industry during the public review workshop held in Pond Inlet, those expressed by the Inuit associations, and those expressed by the community representatives from the Lancaster Sound region.

The Industrial Perspective

It is Dome Petroleum's view that land use planning authority exercised at the regional level should relate primarily to renewable resource use issues, to activities that originate and terminate within the region, and to activities of purely local and regional concern. Regional land use planning should dedicate land units to various uses, either single uses or multiple compatible uses. Where allocation of lands for oil and gas industry use is required, the regional land use plan should accommodate sufficient land areas in locations approved by the federal jurisdiction that is regulating those specific oil and gas industry activities.

Where conservation areas are established exclusively for renewable resource use, the limits of these restricted development zones should in Dome Petroleum's view, be reviewed periodically. The land use plan should contain a definition of the division of jurisdictional and regulatory responsibilities between the regional authorities and the federal authorities. Dome supports DIAND in its efforts to implement a regional planning process within the north, in general, and within the Lancaster Sound region, in particular, and believes that a land use plan that integrates renewable and non-renewable resource uses can proceed during land claims negotiations.

Cominco Limited does not argue against development of a regional plan for Lancaster Sound. The company, however, does not see a demonstrated need to suspend mineral resource development while such a plan is being evolved nor should there be a permanent planning body which controls development.

In Cominco's view, development in the Arctic is costly and the financial risk high. Also there are few economic development opportunities that exist at any given time. Because of these factors, development will proceed gradually even under the current regulatory regimes. The proposed intervention of additional controlling/ planning agencies could have the effect of setting back resource development for years.

Cominco believes that land use policy and planning for the Arctic as a whole and for Lancaster Sound in particular must strike a balance between economic

development and environmental protection. If this balance is achieved and recognized meaningfully in future planning exercises, Cominco's participation will have been productive.

Cominco is emphatic in stating that Lancaster Sound must be kept open to shipping during the Arctic summer and that mineral resource development be allowed to proceed in this region as well as the rest of the Arctic. Current economic activities combined with renewable resource harvesting, in Cominco's view, cannot support the Inuit population which is doubling in less than twenty years. Community centralization, modern education and growing material expectations of the younger generation are all incompatible with living off the land. Non-renewable resource development is needed to satisfy the real socio-economic needs of the population in the near future.

Consolidated Magnorth Oakwood Joint Venture (CMO), the oil and gas consortium that wishes to establish an exploratory drilling program in Lancaster Sound, believes that successful regional planning requires the dynamic consensus of all involved parties. C.M.O. is focusing on consultation with government planners and northern residents in order to develop an effective joint planning and problem-solving forum, rather than to propose specific actions. The consortium's regional planning ideas form a part of its "Resource Management Plan" in which they stress the principles of balanced development and socio-economic planning.

C.M.O. indicates that the cultural and economic goals of the Lancaster Sound residents have been clearly stated at the many public meetings associated with DIAND's Lancaster Sound Regional Study. It is apparent that the common goals of local residents include:

- Maintaining balanced economic development.
- Encouraging traditional Inuit lifestyles.
- Protecting wildlife resources for future generations.
- Participating in resource development decisions and activities.

C.M.O. is committed to respecting the community council decisions on the extent, type and rate of introduction of local involvement so as to maintain the communities' desired economic balance. The consortium has undertaken to consult with the Lancaster Sound community councils on the best ways to encourage the area's traditional Inuit lifestyle while providing business and employment opportunities to interested residents.

The Inuit Associations' Perspective

If the reaction of industry focused on achieving project objectives, Inuit Associations focused on a joint statement of principles to guide the land use planning process in the Northwest Territories that includes the following 8 points:

1. Man is a functional part of a dynamic bio-physical environment and land use cannot be planned and managed without reference to the human community. Accordingly, social, cultural and economic endeavors of the human community must be central to land use planning and implementation.
2. The primary purpose for land use planning in the N.W.T. must be to protect and promote the existing and future well-being of the permanent residents and communities of the N.W.T. taking into account the interests of all Canadians. Special attention shall be devoted to protecting and promoting the existing and future well being of the aboriginal peoples and their land interests as they define them.
3. The planning process must ensure land use plans reflect the priorities and values of the residents of the planning regions.
4. The plans will provide for the conservation, development and utilization of land resources, inland waters and the offshore.
5. To be effective the public planning process must provide an opportunity for the active and informed participation and support of the residents affected by the plan. Such participation will be promoted through means including: ready access to all relevant information, widespread dissemination of relevant materials, appropriate and realistic

schedules, recruitment and training of local residents to participate in comprehensive land use planning.

6. The planning process must be systematic and must be integrated with all other planning processes and operations.
7. It is acknowledged that an effective land planning process requires the active participation of the Government of Canada, the Government of the Northwest Territories, and the regional and territorial organizations representing aboriginal people.
8. It is recognized that funding and other resources shall be made available for the system and be provided equitably to allow each of the major participants, referred to in paragraph 7, to participate effectively.

These general principles have been accepted by the Federal Government and by the Government of the Northwest Territories. In addition, the two levels of government are finalizing an agreement on the definition and purpose of land use planning in the North, on the operational principles that will govern the process, on the structures and process of land use planning, and on the roles and responsibilities of the Government of Canada and the Government of the Northwest Territories within the land use planning program.

The Community Perspective

Much if not all of the negotiation between Government and Inuit organizations with respect to the shape, form, structure and process for land use planning in the Northwest Territories has occurred in a formal and centralized way with little or no feedback from local communities. It is not surprising therefore, that community comments on the planning process during the workshop were limited to a firm insistence that an advisory role was wholly insufficient and that planning should occur before development. The residents fear that this tendency to centralize the planning process may extend to the production of plans for the Northwest Territories, perhaps in Yellowknife. Whether the process is centralized in Ottawa or in Yellowknife is of little concern to the Inuit of the Lancaster Sound region. Neither location is close enough to satisfy their perceived need to participate in their own destiny - a need that has been expressed time and time again throughout the public hearing process.

SUMMARY COMMENTS

In the final chapter of People, Resources and the Environment that reported on the public review phase of the Lancaster Sound Regional Study a challenge was issued to government, to industry and to northern residents. That challenge was to move beyond a planning scenario based on the perceptions of the southern culture of Canada towards a thoroughly considered adaptable future for the Lancaster Sound region. The report noted that "to do so will require

imagination and patience; coherent policy and planning guidelines agreed to by those who have concerns in the region; pilot projects for transportation, research, education; and training to test our ideas. Most important, we need the will to persevere in developing an innovative planning and management process. Industry, government, and northern residents will have to forego adversary roles, while efficiency may have to yield to effectiveness so that we may ensure the cultural differences and heritage of the people who will be most influenced by this growth".

The report noted that "the application of planning methods and techniques derived from southern Canadian experience may well aggravate rather than alleviate problems related to the future use and management of the North". The report noted further that while "northern and southern peoples and traditions are neither inferior nor superior, they are different. If we plan, we must do so with as full an understanding of these differences as possible and with an astute sensitivity to the range of values that underlie these differences".

To a large extent the challenge expressed in People, Resources, and the Environment has not been accepted. To do so - the report suggested - would require "coherent policy and planning guidelines, pilot projects in training and education amongst other concerns, and that all actors forego adversarial roles.

Two years after the release of the report on public review of the Lancaster Sound Regional Study one of the key refrains of northern residents expressed during the workshop was the need for more and better education and training opportunities in the region. As noted earlier in this report, industry and Inuit representatives have moved from positions which, as little as a year ago, were open to discussion and negotiation to diametrically opposed viewpoints on development as expressed during the workshop. Both the Federal Government and the Government of the Northwest Territories are caught somewhere in the middle, neither having developed a comprehensive strategy for northern development - the rates, types, and timing of balanced development proposed by the Canadian Arctic Resources Committee (L-08) - and both appear to be reacting to events rather than anticipating them.

Finally, judging by the reactions of native groups, the draft discussion document on Land Use Planning in the North released by the Department of Indian and Northern Affairs provided for a far too centralized planning system, and accorded far too small a role to northern residents so as to satisfy any of the active participants of the public review process. The mere fact that such a document was not reviewed publicly until spring, 1983 (although released in October, 1982) suggests that it will require some time before an acceptable process for land use planning at the regional level will evolve. The set of principles for northern land use planning developed by the major native organizations and accepted by both levels of

Government shows promise for a start on a northern land use planning process that is adapted to the cultural and physical context of the Arctic.

The process, however, will require a good deal more than statements of principle such as those developed by CARC and modified by public workshops two years ago and those developed subsequently by native organizations related to land use planning. The process requires a strong conceptual basis, an appropriate form and structure, and an operational basis that allows real input from those affected by proposals for growth and development, and the changes associated with both.

Sufficient emphasis has been placed in this report and in the first report on the importance attached by northern residents to real participation in the decision making process. The policy paper states boldly that, "the primary responsibility for preparing northern land use plans will rest with Northerners". Yet Northerners are given little decision-making authority in the development or implementation of such plans. Little wonder that a set of principles for northern land use planning was proposed by native organizations six months after the release of the draft document.

One further flaw is most evident in the draft document - the bio-physical realm is rather brutally dissociated from social, cultural, and economic considerations. This flaw is so critical as to suggest that the entire public review process was either totally misunderstood, ignored, or both. Clearly everything that emerged from

the transcripts of the public workshops over a two year period as well as from written statements from native organizations and from community meetings was that the North is a single entity and cannot be neatly separated into discrete sectors. This, more than anything else, is at the core of public review and reaction to the Lancaster Sound Regional Study. The land, water and ice; the mammals, birds and fish; the people; all form one indivisible whole. Any planning process that dissociates socio-economic and cultural factors from their bio-physical context is suspect: a process that does so in the North is bound to be rejected. This, at the very least, is the message inherent in the set of principles proposed by the native organizations.

An application by C.M.O. to drill an exploratory well in Lancaster Sound raises a host of issues, many of which have been discussed during public review. Departmental review of such an application would necessarily have to consider the effects on ongoing land claim negotiations and on the credibility of the emerging Northern Land Use Planning Program. Application and subsequent approval would, of course, be based on convincing arguments that drilling could proceed safely, and that we now have sufficient knowledge of the region to design an exploration process with proper regard for the biological processes at work in the region. A specific application to drill implies, of course, that the entire Lancaster Sound Region be cleared for exploratory drilling. This in turn raises the need for regional clearance within a regional planning framework. The latter does not yet exist and approval prior to its establishment calls

into question four years of substantial effort by the Department within the context of the Lancaster Sound Regional Study, as well as the role of Northern residents and the general public in the participatory process alluded to in the draft document Land Use Planning in Northern Canada, to wit:

"The primary responsibility for preparing Northern Land Use Plans will rest with Northerners. Public involvement will be encouraged... in whatever ways are found appropriate to meet land use planning regional characteristics and differences."

4- PUBLIC REVIEW: THE LANCASTER SOUND REGIONAL STUDY AND BEYOND

DIAND's Commitment to Public Review

The Department of Indian and Northern Affairs has been congratulated on various occasions during the past four years for its initiative in encouraging public review of the Lancaster Sound Regional Study. Praise is warranted for at least two important reasons. Firstly, the issues at stake in "opening-up" the northern frontier of Canada affect all northern residents and the Inuit in particular, far more directly and far more immediately than those who live in the South. Not to involve those most directly affected would flaunt the most elementary principles of social justice. Secondly, and as a result of recognizing this principle, the Department encouraged and supported public review with transparent good will to an extent that is probably without precedent in the Baffin Region. A continuing series of community visits was organized, virtually from the start of the study, to inform the residents of the four communities most directly affected as to the nature, extent, and consequences of the future development scenarios that might affect the region. Background papers, preliminary and final drafts of the Green Paper, and a detailed data atlas were reviewed at Northern and Southern Workshops by all interest groups concerned with the future of the Lancaster Sound region. The Department engaged independent chairmen for the public review sessions to assure that they received as objective and unbiased a report of public

views as possible. In this and all other aspects the Department respected its commitment to public review to the fullest extent.

Respect and support of the public review process carries with it the obligation to act in a manner that is perceived to be consistent with the results and recommendations of the review or to explain openly where divergence exists. In addition, as industrial representatives indicated, there is a need to proceed in an efficient and expeditious manner. Public review should not be seen as a means of slowing down or otherwise delaying the decision-making process. Finally, a public review and participation process once initiated is difficult to reverse, even assuming that such reversal might be desirable. Each of these three issues, responsiveness, timeliness, and continuity is reviewed in turn as each will affect how the Department will be perceived as new policy, planning, and program initiatives are launched in the North.

The Green Paper Response to Public Review

The report People, Resources and the Environment contained seventeen recommendations that focused on further public review of the Lancaster Sound Regional Study (1-2), various criteria for development of the final Green Paper (3-7), different aspects of the future uses of the region (8-14) and on the need for a northern land use planning process. The final draft of the Green Paper, "The Lancaster Sound Region: 1980-2000", responded to many of these recommendations, however, not all were dealt with directly.

In essence there were five major issues raised during public review of the draft Green Paper. These included:

- (1) the need to more fully analyse future options for the Lancaster Sound region and, in particular, to outline the benefits and costs of each option to northern residents;
- (2) the need to complete land claims negotiations;
- (3) the need to fully develop a possible future scenario based on the sustainable use of the living resources of the region;
- (4) the need to integrate a conservation component into all the proposed options for the use and management of the region, and finally;
- (5) the need to evolve a northern land use planning process.

Of these five issues the Department has actively pursued three. The initial steps necessary to establish a conservation strategy for Northern Canada have been taken and, of course, the Department has developed a northern land use planning policy. The government and the Department are, as well, fully immersed in negotiating land claims settlements and the form, structure, and operational aspects of a northern land use planning process.

The Department was less responsive to the call to analyse more fully the distribution of costs and benefits with respect to northern and southern residents of each of the options outlined in the final Green Paper. Nor did the Department respond to the recommendation that a more fully detailed option based on sustainable use of the living resources of the region be developed for public review. These latter two issues are closely related as many of the Inuit have expressed a strong preference for a renewable resource-based economy as they perceive this option as the one most directly related to their needs, most compatible with their perception of a viable lifestyle.

The support of a growing and increasingly healthy, young Inuit population strictly on the basis of a renewable resource-based economy has been challenged by industry and questioned by the Inuit themselves both during the last round of community visits held in February 1983, and at the public workshop held in June 1983.

In this regard, it is essential that the Department clarify the relationship of current and projected human population in the North to the projected sustainable yield of living resources in the region.

If the maximum sustainable yield is equal to, or greater than the needs of the projected human population then a renewable resource-based economy is a viable, although not necessarily exclusive, option for the Lancaster Sound region. If the yield is less than the needs of the projected population, an option based

exclusively on harvesting renewable resources is not viable; additional sources of employment would thus have to be developed and supported. These studies would form an essential and early part of the projected planning process and would use, for the most part, data acquired during the initial phases of the Lancaster Sound Regional Study. The studies would be based on the background discussion outlined in the report "People, Resources, and the Environment" and, in particular, recommendations 05, 07, and 12 contained therein.

The Timeliness of the Department's Initiatives

As mentioned previously, the Department is involved in land claims negotiations and has initiated policy in the area of northern land use planning. Various steps have been initiated towards evolving a conservation strategy in the North.

Industry representatives during public review of the draft Green Paper in the spring of 1981 expressed the point that "expeditious decisions are required if Canadians are to achieve energy self-sufficiency, a favorable standing in the world marketplace, and the perception of competent management of their own affairs". In the report to the Department issued in the fall of 1981, it was recommended that "a period of two years be accorded... to establish an operational planning format and that approvals for year-round shipping and exploratory drilling for gas and oil be suspended until such time as the planning process is established".

The Department released its northern land use planning policy prior to the recommended two year period of planning preparation. Since that time, however, and despite serious effort, an operational planning framework has not developed that has the support of all the interests involved. Nor has such a framework been initiated in a tangible and practical way in the Lancaster Sound region.

Industry's reaction to the issue of planning in the North at the Pond Inlet Workshop was quite straightforward: land use planning and project development can and should go on in a parallel and complementary way (1:044-055); there is no need for planning to delay development. In fact, industry quoted the Minister of Indian and Northern Affairs to this effect. Two years after the initial release of the recommendation that the approvals process be suspended until such time as the planning process is established, C.M.O. announced at the Pond Inlet Workshop that it intends to apply to DIAND, the Canada Oil and Gas Lands Administration (COGLA), and the Government of the Northwest Territories for the necessary permits to allow the company to drill an exploratory well in Lancaster Sound.

C.M.O. explained that their proposal to drill an exploratory well in 1985 was based on the premise that evaluation of the petroleum potential of the region should not be deferred until the implementation of a planning program for the North. C.M.O. explained that the pace of development, assuming sufficient oil was discovered, would be relatively slow and would occur

over a long period of time. In their view, the knowledge of the presence or absence of oil in the region is an important component of any planning program, and thus the request to drill an exploratory well in Lancaster Sound was compatible with, and even a necessary part of, an evolving planning process.

During the same workshop, Inuit representatives and Inuit organizations were adamant that no development occur prior to establishment of a satisfactory planning process. Clearly, the Department has lost the advantage of the two years grace period. Although some concerted effort has been devoted to the development of a conservation strategy in the North during these two years, this strategy, too, is not sufficiently advanced to help guide and orient development North of 60°.

Insofar as the Minister, the Honourable John Munro, has stated the Department's preference for "balanced development" in the Lancaster Sound region, and given the initial work already achieved - but certainly not completed, it is essential that a conservation strategy be outlined for a balanced development option consistent with recommendation 13 of the first public review report. Furthermore, this strategy must be incorporated as a matter of policy and of program into the proposed planning framework in the Lancaster Sound Region as suggested in recommendation 15. Much of the initiative that the Department generated in these two vital and interdependent sectors has been lost - re-establishing momentum is a matter of utmost urgency if the Department is to maintain its leadership role in the North.

Continuing Public Review and Participation in the North

With the Lancaster Sound Regional Study, the Department launched an important initiative in Northern Canada, a study that from the start included public review as an important component. More recent departmental initiatives in the areas of northern land use planning and the development of a conservation strategy have been timely, although the steps necessary to integrate and render these initiatives operational now lag behind events in the region.

Also of concern is the perceived tendency to focus on existing institutional structures and frameworks to develop important new conservation and planning initiatives. This tendency, if continued and expanded, acts counter to all the productive input achieved during public review of the Lancaster Sound Green Paper. The northern land use planning structure, as initially proposed, shows little evidence or recognition of the important role that the public can play prior to reviewing draft plans developed by planning commissions. As the process was outlined, draft plans would be prepared by professional staff directed by the NWT Land Use Planning Commission in Yellowknife. The tendency to centralize the planning process effectively eliminates any opportunity to develop local or even regional planning expertise or to develop local and regional planning institutions. This coupled with an apparent absence of public input in the acquisition of data, the organization of studies, and the synthesis of these studies into planning

strategies, renders the proposed planning process more and more distant from those who so strongly support the need for planning in the region.

To whom will the "acceptable plans" be acceptable if participation in their preparation is constrained to a few people working in Yellowknife? The Lancaster Sound Regional Study and the experience derived from it indicates that the proposed planning process will either be boycotted or recycled, with the inevitable delays that will result, to include people from the region concerned.

The Department is urged to reconsider the proposed structure and form of the northern land use planning process as to incorporate local and regional public participation and review during all phases of the planning process. The process of public review launched during the Lancaster Sound Regional Study is quite probably irreversible. Potential benefits in support of this strategy include a local understanding and commitment to the planning process as well as an active and informed citizenry.

APPENDIX 1

WRITTEN RESPONSES TO THIS GREEN PAPER THE LANCASTER SOUND REGION: 1980-2000

A RESUME OF SELECTED LETTERS

Note:

All letters, transcripts, and papers referred to in this report and in this appendix are available for consultation from the Northern Land Use Planning Directorate, Department of Indian and Northern Affairs, Ottawa K1A 0H4.

Richard Pratt
Canadian Nature Federation

27-07-1982
2 pp. L-01

The Canadian Nature Federation urges the Government of Canada to maintain a moratorium on both exploratory drilling for gas and oil, and year round tanker traffic in Lancaster Sound until such time as:

1. a comprehensive conservation strategy has been developed and implemented that will reasonably ensure the protection of these important biological resources;
and
2. a regional plan developed through public consultation and including a conservation strategy, has been prepared, approved and implemented.

R.P. Douglas
Vancouver, B.C.

26-08-1982
3 pp. L-02

Mr. Douglas suggests that the non-renewable resource sector offers the best means for developing the North, and that it is the only viable engine for stimulating new productive capacity with the attendant creation of job opportunities for the people of Canada. He further suggests that the renewable resource base in the North is not adequate to meet the needs of the people.

John Williams
Canadian Nature Federation

24-09-1982
2 pp. L-03

The Federation expresses its disappointment in the quality of the Lancaster Sound Green Paper and suggests that it gives only a superficial overview of the issues and

options. The Federation expresses its regrets that the Department of Indian Affairs and Northern Development did not see fit to implement more of the recommendations contained in the report on the public review of the Draft Green Paper. In particular, use options based on the sustainable use of the renewable resources of the region are absent from the Green Paper, as is a conservation strategy for each option.

Wayne Liebau
Fenwick, Ontario

27-09-1982
6 pp. L-04

Mr. Liebau suggests that the risks and costs engendered by the development of non-renewable resources far outweigh the potential value of possible benefits. In his opinion it is becoming obvious that wildlife populations cannot sustain a rapidly expanding Inuit population equipped with the modern weapons of land, soil, and air. He goes on to say that permitting the "imposition of sport hunting by southerners or extra-nationals would only serve to aggravate the problem".

Mr. Liebau concludes that Option 2 wherein "Canada would embark on a program to protect significant parts of the region in perpetuity, and to proceed with land-use planning programs", is to be preferred.

K.A. Brynaert
Canadian Wildlife Federation

15-10-1982
3 pp. L-05

The Federation is of the opinion that the Green Paper fails to provide sufficient direction for future action. The Federation perceives that the only realistic option is option 5, balanced development. The C.W.F. supports this option subject to the following guidelines:

- that resource development proceed in a manner consistent with regional planning;
- that non-renewable resource development be prohibited in areas designated as vitally important to wildlife;
- that conflicts must always favor the protection of wildlife;
- that renewable resource development should be encouraged;
- that regional land use planning should proceed with full public participation.

John Carruthers
Parks Canada

10-11-1982
1 pp. L-06

Mr. Carruthers notes that owing to Parks Canada's interest in the Lancaster Sound region, and in particular the Bylot Island/Eclipse Sound area, extensive use will be made of the Data Atlas. He is of the opinion that the interests of Parks Canada were adequately covered in the Green Paper.

B.M. McVicar
Consolidex Gas and Oil Limited

15-11-1982
2 pp. L-07
+ report

Consolidex believes that emphasis should be on ensuring that non-renewable resource development projects are carried out in a manner that results in maximum social and economic benefits flowing to all parts of society. Consolidex has concluded that exploratory drilling may lead to the establishment of petroleum reserves of great significance to the Canadian economy.

In response to the Green Paper, Consolidex suggests, among other things, that non-renewable resources should be developed in harmony with the maintenance of a renewable resource economy, and that increased government support directed to harvesting of renewable resources should be developed.

In addition, Consolidex suggests that regional planning should be performed by elected bodies and that the review and assessment procedures should lead to timely implementation. Consolidex opposes the setting aside of parks until exploratory drilling has been done.

With respect to the options outlined in the Green Paper, Consolidex believes that a reasonable balance can be maintained between the development of renewable and non-renewable resources in the Lancaster Sound region and that the non-renewable resources of the Lancaster Sound should be developed.

Ken Beauchamp
Canadian Arctic Resources Committee

17-11-1982
3 pp. L-08

CARC is of the opinion that the regional study approach adopted in the Lancaster Sound region is of itself progressive and has been a valuable exercise in policy development. The Green Paper, however, does not take us to the point that we should have reached long ago. In CARC's opinion, only option 2 and 5 which both contemplated forms of balanced development are viable. Given the Minister's declaration in favour of option 5 during the release of the Green Paper in Pond Inlet, CARC expresses the opinion that

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1
The issue, in the view of the company, is to decide whether the bio-physical resources in the Lancaster Sound region are so valuable that their value exceeds the benefits to be derived from exploiting the oil and gas resources in the region.

Donald G. Reid
Calgary, Alberta

01-01-1983
4 pp. L-13

Mr. Reid commends DIAND for its encouragement of public input, and expresses his preference for option 2. Protection of the environment and the biological resources of the Lancaster Sound region should be assured before any development of renewable or non-renewable resources is permitted. He suggests that the federal and territorial governments, in whose powers resources management rests, have moral responsibilities to act as stewards of these resources, to manage the use and sustenance of the resources, and to provide protection where required.

John Shearer and Wayne Neily
Manitoba Naturalists Society

06-01-1983
4 pp. L-14

The Society urges the initial adoption of resource option 2. The Society suggests that a comprehensive conservation strategy, encompassing the concerns of Parks Canada, IBP, and IUCN be drafted and adopted. The drafting process should involve the native populations and be subjected to public review. Appropriate legislative action would then formalize the environmental protection strategy. During this process, no new resource use activities would be permitted.

Once protection of the environment and biological resources have been assured through legislation, the Manitoba Naturalists Society would then support resource use option 5: balanced development. The Society applauds the initiative of the LSRS in making public the planning process for the future of this magnificent region.

J.M. Wilson
Cominco Limited

21-01-1983
1 pp. L-15
+ report

The Cominco report is sharply critical of the Green Paper. The report states that the LSRS is a study of limited perspectives, particularly in its treatment of national interest considerations, economic development, the differences between the petroleum and non-petroleum sectors and a balanced approach to northern development. It adds that there is a persistent refusal to acknowledge the existence... of the current regulatory regime.

The report suggests that the Green Paper attempts a zero base approach to land use planning, and in so doing, it unrealistically ignores the momentum of past and current activities in the region. Furthermore, Cominco is of the opinion that the land use planning process should not be allowed to delay or otherwise hinder development.

M.N. Anderson
Cominco Limited

21-01-1983
2 pp. L-16

Mr. Anderson, on behalf of Cominco, expresses the opinion that although the Green Paper exercise comes to grips with the fundamental interests of the Inuit population in the area and with the concerns of the environmental interest

groups, it does not give equivalent consideration to the national interest and to the Federal Government's strategic objectives for the area.

John L. Bonus
The Mining Association of Canada

24-02-1983
2 pp. L-17
+ report

The Mining Association continues to believe that the mineral sector offers the best means for developing the North, and the Association has previously emphasized that hard rock exploration as well as mining and shipping of concentrates, as is now done in the summer open-water season, need not be incompatible with other uses of the region.

The Association suggests that while the choice of lifestyle should be properly left to the individual according to his own aspirations, there are indications that the traditional way of life of the Inuit may not be possible in the years ahead. The Association believes that many native people in northern areas are desirous of wage employment and the experience of various industrial operations to date indicate this.

Brent Tegler
Njala University College, Sierra Leone

26-02-1983
4 pp. L-18

Professor Tegler expresses the opinion that beyond the question of Canada's energy future is the need to consider the Lancaster Sound region as one of the last remaining truly great wilderness areas of the world. He suggests that establishing a shipping corridor throughout the year in an area of high biological productivity will, inevitably, cause disruption.

Note: The pagination of the transcripts is not continuous and pages 142-300 are missing as are pages 351-379.

APPENDIX 2

THE LANCASTER SOUND REGIONAL WORKSHOP
POND INLET, NORTHWEST TERRITORIES
JUNE 7-8, 1983

A RESUME OF THE WORKSHOP TRANSCRIPTS

GEORGE ECKALOOK

T:008-009

Speaking on behalf of the four communities of the Lancaster Sound region, Mr. Eckalook presented the following major concerns: Land claims must be settled before any new major development is permitted to take place. Lancaster Sound must be totally protected, and no further development of nonrenewable resources should be permitted until such time as this protection can be ensured. The implementation of a planning board is essential to ensure the total protection of Lancaster Sound and controlled development.

GEORGE SINCLAIR

T:010-019

Speaking on behalf of Petro Canada, Mr. Sinclair reviewed the progress of the Arctic Pilot Project from its initial inception to the most recent review by the National Energy Board in 1982. The N.E.B. hearings have been adjourned pending clarification of the markets for liquefied natural gas. Mr. Sinclair noted that first deliveries of gas from the Arctic Pilot Project will be delayed until 1990 due to the current world economic situation and the associated decline in oil prices and the demand for natural gas. Petro-Canada is of the opinion that the Arctic Pilot Project can proceed in harmony with the goals and objectives of a planning mechanism such as that outlined in the Lancaster Sound Green Paper.

MURRAY MORISON

T:019-028

Speaking on behalf of Dome Petroleum, Mr. Morison noted that Dome's interest in the Lancaster Sound region is related to it need to transport oil or liquefied natural gas through the Sound to Southern markets. Dome also has exploration lands in the Sound operated by Magnorth Petroleum, and operates as a drilling contractor. Dome wants to ensure that contract opportunities are not lost through lands being removed from exploration. Mr. Morison noted further that 20 percent of Dome employees are northerners, and that this percentage is likely to increase gradually in the future. Many of these employees have taken advantage of training opportunities at Tuk Tech and have increased their skills and knowledge.

Mr. Morison reviewed the main points of Dome's reaction to the Lancaster Sound Green Paper. The right of innocent passage through the Sound should be granted to Canadian Oil and Gas producers, and that there are sufficient regulatory mechanisms in place to ensure the environmental integrity of Arctic waters. Dome believes that existing regulatory control and progressive technological developments can resolve perceived conflicts between renewable and non-renewable resource activities. Dome noted that the regulation of tanker traffic through the Sound is not a measure that can be controlled by local or regional authorities and that it is misleading to imply as much. Finally, Dome Petroleum does not believe that the development of areas such as the Beaufort Sea is incompatible with land claims and land claim negotiation.

DAVID JOHNSTON

T:028-036

Speaking on behalf of Cominco Limited, Mr. Johnston stated that Cominco agrees with the concept that the environment and the biological base for renewable resources in all parts of Canada should be protected. Cominco is of the opinion that mineral resource development properly carried out is compatible with that protection.

In reviewing Cominco's position with respect to the Green Paper, Mr. Johnston stated that the Green Paper is seriously flawed in not addressing key fundamental socio-economic issues. He suggested that all the options as presented are unrealistic as all would in one way or another, stop minerals and all other non-renewable resource development. The logical option has been ignored. Mineral development which is compatible with preservation of the environment and the social needs of the Inuit is possible now under existing regulatory controls.

Cominco is of the opinion that once a regional plan has been prepared for Lancaster Sound, the task force that prepared it should be disbanded and the existing regulatory agencies charged with seeing that development projects meet the regional plan requirements.

TERRY DANIELS

T:036-044

Speaking on behalf of the Northwest Territories Chamber of Mines, Mr. Daniels indicated that the Chamber recognizes fully that our country will hold us responsible for any harm we might do to the environment. Consequently, we feel

a responsibility for assuring a continuing clean environment. The Chamber believes that wherever possible we must work to improve the well being of the communities in and around which we work, and that the economic benefits which will be generated by non-renewable resource development can lead to improved community facilities, opportunities for northerners, and a reduced dependency on government.

Mr. Daniels stated that the Government has a responsibility to assure that it has in place reasonable and responsible regulatory agencies adequate to assure practical environmental and social objectives. Industry has a responsibility to employ the latest technical and scientific knowledge to assure that the environmental impact of its activities are minimal. Northerners have a responsibility to make sure that their concerns are reasonable, practical, and clearly understood.

In concluding, Mr. Daniels stated that there can be no question that development of northern resources must proceed, and that we have the knowledge and the technical capacity to carry out such activity within acceptable environmental and social parameters.

DON DAAE

T:044-055

Speaking on behalf of Consolidex Magnorth Oakwood Joint Venture (CMO), Mr. Daae submitted a draft of the Resource Management Plan for Lancaster Sound Region Hydrocarbon Development to the workshop. During the audio-visual presentation that followed, Mr. Daae stressed in reviewing

the Green Paper that a no-development option was inconsistent with domestic and international agreements related to the use of, and access to, the region. CMO sees the assurance of environmental protection as a matter of determining the degree to which available knowledge is being put to use to manage the biological regime, by following accident prevention procedures and taking steps to minimize impacts. CMO concludes that developing the renewable resources of the Lancaster Sound region to support the requirements of the local residents is sensible and necessary. In addition, CMO is of the opinion that non-renewable resources should be developed in harmony with the maintenance of a renewable resource economy.

Mr. Daee stated in his presentation that the draft Resource Management Plan was submitted to the workshop to support CMO's contention that the development of petroleum resources in Lancaster Sound is warranted on the basis that the benefits to be derived outweigh any potential adverse effects.

JAMES BRITTON

T:055-063

Speaking on behalf of Mr. Richard Nerysoo, Minister for Energy, Mines, and Resources, and Minister for Renewable Resources of the Government of the Northwest Territories, Mr. Britton reviewed the process that led to the production of the Green Paper. He noted that at this stage we do not know the best uses of Lancaster Sound. He stated further, that we need to take a comprehensive systematic planning approach to investigating, understanding and resolving the

issues in, and around Lancaster Sound. An open co-operative approach is required with involvement by all major affected parties.

Speaking in his own capacity as Regional Director of the Baffin Region of the Government of the Northwest Territories, Mr. Britton expressed his frustration at the long time span that the Green Paper exercise has required and with the confusing objectives towards which the Green Paper is directed. Mr. Britton stated that it was clear to him that only a serious and systematic planning enterprise could bring together the divergent points of view expressed at the workshop.

MURRAY MC COMB

T:063-068

Speaking on behalf of Parks Canada, Mr. McComb reconfirmed that Parks Canada is still interested in establishing a park in the North Baffin Area as outlined in a proposal entitled "Parks Canada's interest in Lancaster Sound" distributed during the workshops held in 1981 in Resolute Bay and Ottawa.

Parks Canada, since that time, has initiated three studies of the Bylot Island - Eclipse Sound area. First, a study on the natural resources was undertaken by the Canadian Wildlife Service in 1982. Secondly, the Department of Fisheries and Oceans provides Parks Canada with information on the importance of the marine area. Finally, the Geological Survey of Canada has initiated a study to assess the non-renewable resource potential of the study area. The results of these studies together with the results of

consultations with local residents and interest groups, industry representatives, the government of the N.W.T. and other federal departments will all lead to the eventual definition of the boundaries of the proposed park. Discussions have also been initiated concerning future park management issues.

Mr. McComb stated that Parks Canada is fully prepared to participate in a regional planning process should one be initiated, and in the interim Parks Canada and the Canadian Wildlife Service are working together to develop a strategy dealing with the protection of conservation lands North of 60°.

GEORGE ECKALOOK

T:069-077

Speaking on behalf of the Resolute Bay Settlement Council, Mr. Eckalook stated that the Settlement wants Lancaster Sound to stay in its present state and not be touched at all. The people of the settlement want to protect the environment, they want to learn more, to consider the possibility of parks, and to wait for the Nunavut land claims settlement. They are concerned about the possible use of icebreaking ships moving through the Sound during the winter and are frightened by the possible explosion of natural gas being carried by these ships.

Mr. Eckalook further remarked on the impacts of development on the social fabric of the community noting that there was already an influx of drugs and alcohol in the region. He also noted that some of the seals caught in the region were inedible and that some of the beluga were sick.

In conclusion, Mr. Eckalook stressed that land claims should be settled, more education and training provided, and that although there is support for the Parks Canada proposal there should not be any development in the area.

MOSES OYUKULUK
GLEN WILLIAMS

T:077-089

Speaking on behalf of the Arctic Bay Community, Mr. Oyukuluk and Mr. Williams noted that Inuit tradition, culture and lifestyle are directly linked to the environment, especially the marine environment. Any deterioration of this environment would adversely affect the culture and values of the Inuit. The community is of the opinion that implementing a combination of options two and three of the Green Paper, environmental protection and a renewable resource-based economy, will minimize the social impact on the community.

Mr. Oyukuluk and Mr. Williams then noted that the number of northern residents who have received training in skilled jobs and long-term careers has been very limited, and they expressed the opinion that there was a need for long-term basic scientific work before creditable impact assessment work could be done in the region.

The Community supports the objective of settling land claims prior to any major development proceeding in the region, and expresses the feeling that the risk of non-renewable resource development to the environment and Inuit culture is too great. The Community does support a renewable resource-based economy and once such an economy

Speaking on behalf of the Development Review Committee of the Hamlet Council of Pond Inlet, Mrs. Allooloo stated emphatically that the Council does not want development of non-renewable resources at this time. Even with planning, heavy controls, and strict regulations, the Development Review Committee feels that activity associated with non-renewable resource development would grow beyond what the environment and the people could tolerate. The Committee is in favour of option two as outlined in the Green Paper, and after land claims are settled, the final decisions on a National Park in the area could be worked out.

Mrs. Allooloo noted that the Inuit population is growing and that there is a need to ensure the existence of enough jobs as one can no longer live entirely off the land. Jobs available to Inuit through oil and mining companies are very limited, whereas commercial harvesting of renewable resources and tourism both have a lot of potential in the Pond Inlet area. With the right controls and proper management these activities could prosper and both would be in keeping with the Inuit lifestyle.

Mrs. Allooloo stressed the urgent need to provide further education in the region in order that Inuit be able to compete equally for job opportunities and maintain their pride. She concluded by insisting that Lancaster Sound is just too special an area to be used as a guinea pig for land use planning, non-renewable resource development, or year round ice breaking shipping.

Speaking on behalf of the Inuit Tapirisat of Canada, Mr. Ootook read their brief to the workshop participants. The brief state emphatically that "northern residents should have rights and powers that citizens in other parts of Canada have with respect to areas where they live".

Noting that development means change and that Inuit have been caught up in a wave of change, the brief suggests that one of the reasons for regional planning is to control the pace and direction of development primarily with respect to the objectives of the people of the region.

The brief further notes that the communities of the Lancaster Sound region do not define "Balanced Development" in the same terms as government (option five) but rather as environmental protection (option two) and the ability to procure, in a sustainable manner, country food (option three).

The brief proposes an interim land use planning process based on eight principles that had been agreed to by various native associations and the federal and territorial governments (May 5, 1983). The planning process proposed by the ITC through a Regional Land Use Planning Commission is described, and the Federal Government is urged not to stimulate shipping routes nor to allow drilling in the Sound until a land use plan is developed. The brief concludes by suggesting that a comprehensive conservation policy be developed now so that it can be addressed in the regional plan.

CANADIAN NATURE FEDERATION

T:115-123

On behalf of the Canadian Nature Federation, the Chair read into the record the CNF's recommendation that the Government of Canada should maintain a moratorium on both exploratory drilling for gas and oil and year-round tanker traffic in Lancaster Sound until (a) a comprehensive conservation strategy which will reasonably ensure the protection of important biological resources has been developed and implemented and (b) a regional plan, including a conservation strategy, has been prepared, approved, and implemented. The full text of the letter is included in the transcripts of the workshop.

CHARLIE INUARAK

T:123-136

Speaking on behalf of the Baffin Region Inuit Association, Mr. Inuarak reviewed the Association's positions with respect to conservation, uncertainty about impacts, and the narrow definition that equates national interest to Canada's energy supply. The key question for BRIA is: do we choose to put the Lancaster Sound Region at risk? In response, BRIA contends that if we are serious about the principle of the maintenance of biological productivity and environmental quality, then no hydrocarbon activities should be allowed to proceed in the Lancaster Sound Region.

BRIA is in favour of option two - environmental protection, and in the long term a renewable resource economy could be established, slowly, and within the constraints of the environmental protection measures agreed to by the Eastern Arctic Inuit. BRIA noted further that the industrial

development proposed in several resource use options could substantially change the environment in manners that are neither sudden nor spectacular. Marine mammals might be disturbed and go elsewhere, seals could be killed in sufficient number to slow down population growth forcing stricter quotas on the Inuit. BRIA contends that these small but cumulative changes could erode the Inuit culture and lifestyle.

CANADIAN ARCTIC RESOURCES COMMITTEE

T:136-138

The Chair read into the record of the workshop CARC's suggestion that the co-chairmen's report recommend to the Minister, the Honourable John Munro, that:

1. the moratorium on exploratory drilling and year round shipping be continued until a satisfactory regional planning process and a northern conservation policy are in place;
2. the establishment of a planning process recognize the political development and land claim initiatives which are now taking place in the Northwest Territories; and
3. all immediate decisions regarding Lancaster Sound be made in line with the general principles that CARC developed in 1979.

LANCASTER SOUND REGIONAL WORKSHOP
POND INLET, NORTHWEST TERRITORIES

OPEN DISCUSSION

June 8, 1983

airlines, for instance don't have Inuit employees and the oil companies say that they will start their activities and then start training the people. We need time to achieve the same educational standards as elsewhere. Development of non-renewable resources should wait until then.

PETER JACOBS, CO-CHAIRMAN

T:301-302

PAUL DAVIES

T:307-310

We will be dealing with a number of questions during the day. To start, I would suggest that the morning session focus on your idea of balanced development.

Why on the one hand do the Inuit say no development and on the other suggest that they are prepared to plan for a pace of development that the Inuit can deal with?

ABE OOKPIK

T:302-303

ABE OOKPIK

T:310-312

Insofar as it is dark from September to March how will Parks Canada operate a National Park on Bylot Island?

Mr. Ookpik commented on the way in which hunting used to be done with dog sleds and 30-30 rifles. He noted that certain communities in Greenland still don't allow ski-dogs for hunting. Greenlanders use kayaks only to hunt narwhal, and the West Alaska Inuit may only use harpoons to kill bowhead whales. He asked what kind of conservation can occur with telescopic sights on rifles, and with ski-dogs and boats that can travel 100 miles in three or four hours.

MURRAY MC COMB

T:303-304

It is not necessary to have visitors to a National Park on a year-round basis. Our interest in the area focuses on its important wildlife resources, its landscape, and its scenery. A National Park can be one aspect of the concept of balanced development.

PHILIP NUNGAK

T:312-313

CHARLIE INUARAK

T:304-307

Mr. Nungak noted that Mr. Ookpik used to go on the hunt with a dog team but now he works for the Oil company. He chooses one way of life but there are still some Inuit that use dog teams.

The Inuit are just now preparing for environmental conservation and for the planning process, but we are on a lower level from the educational point of view. The

PETER JACOBS, CO-CHAIRMAN

T:314-316

In a number of papers presented yesterday it was suggested that the growth of the Inuit population over the next 10 to 20 years would be quite high. With increased health care and a high population growth rate, it is possible that the food resources that support the traditional way of life will not be sufficient to support the entire Inuit population. If this is true, then what are the uses of Lancaster Sound that we can imagine and that we have to plan for now that will help support a growing Inuit population?

If we are dealing with balanced development we may have different ideas as to what that might be, but we have to have a broader idea than simply saying that we want to maintain a situation that may not be possible to maintain.

JIM BRITTON

T:316-318

The NWT Department of Economic Development has estimated that there will be 170 Inuit each year for the next ten years that will be entering the workforce. There have been strong suggestions by industry representatives that a lot of development in the non-renewable resource sector would somehow solve this problem.

The present rate of participation of the Inuit in these industrial developments is so low that even massive development is not going to substantially change the economic situation for the local people. Development of industrial projects would be more palatable if the rate of

participation of local people was 60 or 70 percent rather than 10 percent as it is in Polaris or 22 percent as in Nanisivik.

DAVID JOHNSTON

T:318-320

Inuit participation in Greenex, a Cominco Mine, in Greenland, started out very low about 12 years ago and at this point is at 42 percent. This represents a gradual increase through the years as people learn and are trained on the job.

At Polaris there were 60 Inuit on the payroll last spring. When the sun came up in May, about 45 of them left to go seal and whale hunting. We still have a mine to run, so we were forced to hire more people and we couldn't at that time get Inuit. Our long-term objective is to have a mine like Polaris operated mostly by local people.

CHRISTINE GUENETTE

T:320-321

On the one hand when industry comes to BRIA or the Communities they talk about jobs for the Inuit and how the working conditions can be compatible with the Inuit lifestyle, on the other, when hunting season arrives and the Inuit leave, Industry is surprised.

DAVID JOHNSTON

T:321-323

A SPEAKER

T:326

Our point of view is that there will have to be adjustments from both sides. As one example, we have put the Inuit employees on a six-week on, two-weeks off, rotation whereas the rest of the work force is on a ten-week on, two-week off rotation.

CLIFF FIESEL

T:323

In the CMO presentation that was made yesterday we spoke of the exploration of hydrocarbon resources in Lancaster Sound beginning in 1985. With that activity we can perceive opportunities being available to the Inuit in working on future activities or more immediately on the base camp and in the supply and services connected with the operation.

CHARLIE INUARAK

T:323-325

We cannot agree to any hydrocarbon development and other nonrenewable resource development until our children have a higher level of education.

DON DAAE

T:325-326

What does a higher level of education mean? Does it mean a grade 12 level, and how long a time do the Inuit foresee that it will take to attain this level?

When we say the same level of education we mean that if I go down South with a grade 9 education I would be considered to have grade 8. In jobs with grade requirements in the Northwest Territories the grade requirements are lower than they would be in the South.

DON DAAE

T:327-329

The Inuit have stated that they need time. I would like to explain that there is a difference between the exploration phase and the production phase of our operation. It takes several years to complete the exploration phase. The production phase only begins when you find a commercially viable discovery. The chances are maybe 10 percent or less. It would take at least 10 years from the first discovery before any oil could ever be taken out. So, there will be time for you to plan and time for you to educate yourselves.

DAVID KALLUK

T:329-331

One of the reasons for which we are asking for no development is that whatever the case may be it will be incompatible - designed for the southern environment and not for the North. We know for a fact that we will not go back to the old way of life and we know that our children will be depending on oil for their heating, but that is why we have to be so careful about planning for their future. If we do not use the Sound wisely, we may not be able to share it or may not be able to use it, any of it.

A SPEAKER

T:334-335

BRIAN NICHOLS

T:339-342

Why have the oil and gas companies in Northern Canada particularly in the Beaufort Sea Region not built a pipeline to southern markets instead of shipping the oil and gas through Lancaster Sound?

MURRAY MORISON

T:335-

The basic reason that the oil industry has not built a pipeline or has not begun to deliver oil by tanker to Eastern Canada from the Beaufort Area is that commercially viable oil fields have not yet been discovered.

GLEN WILLIAMS

T:337-338

The communities are only asked to become involved in the exploration or production part of the oil and gas industries programs. We could have more input and probably more understanding if we were involved in all stages of the decision making process.

MR. AUDLALUK

T:338-339

If shipping and hydrocarbon exploration proceed at this time, it will rush things a lot and we will not be prepared. For this reason we do not want to see any exploration being done in Lancaster Sound.

The Canada Oil and Gas Act provides for an Environmental Studies Revolving Fund, specifically for socio-economic studies. Proposals from community groups or from community and industry groups working together would be most welcome. This fund might provide a way of exploring the issue of renewable versus non-renewable resource development. One further note, the environmental concerns or risks associated with exploratory drilling are just as great as with production drilling.

CHRISTINE GUENETTE

T:342-343

A renewable resource-based economy requires wildlife management based on the concept of a maximum sustainable yield - harvesting the greatest number of animals possible without depleting the ability of the group to sustain its population. A recent NWT Science Advisory Board report stated that an adequate data base necessary to support this approach to wildlife management was not available. Given the stated preferences of the communities for a renewable resource economy, a concerted research program should be supported by the federal and territorial governments, by the hunters' and trappers' associations, and by the native organizations.

PETER JACOBS, CO-CHAIRMAN

T:343-346

I suggest that we shift our attention and the focus of discussion from various ideas of balanced development and the requirements and pre-requisites for achieving balanced

development to the respective roles that you believe should be played by industry, the communities, and government in the planning process.

The balance of national, regional, and community based perspectives and their relative importance, mandate, and responsibilities might also be addressed in your remarks.

OLAYUQ NAGITAVIIC

T:347-348

I believe that some of the research work done in Lancaster Sound is not factual, and some of the research work done and the findings are not the same as the Inuit experience.

ELIJAH ERKLOO

T:348-350

We would like to have a Land Use Planning Board set up if three conditions are met. First, the non-renewable industry and the communities should be equally represented. Secondly, the Minister of Indian and Northern Affairs should consult the elected members in the communities before appointing members to the Board, and thirdly, northern members on the Board should be appointed on the basis of their ability and knowledge and not just on a geographic basis.

GEORGE ECKALOOK

T:380-381

If a Planning Board is established I would hope that the associations and community councils in the North would be involved and consulted. I would also like to agree that the best people should serve on the Board.

GAMALIEL AKEEGOK

T:381-382

This meeting and the exchange of questions is good, and it should be followed by further meetings.

JEFF PALLISTER

T:383-385

As a general principle, the industry representatives at the workshop feel that development should proceed along with planning and, that planning is an on-going process. We assume that the objective will be to achieve balanced development which means developing both non-renewable and renewable resources. We see the mandate and role of the planning body as advisory, and suggest that the planning body assess specific projects on an individual basis rather than making sweeping statements about certain types of activities.

CHARLIE INUARAK

T:387-392

As Inuit we cannot separate the people from the environment. On May 5, 1983 representatives of the Tungavik Federation of Nunavut, the Metis Association of

the NWT, The Dene Nation, and the Federal and Territorial Governments agreed to eight principles to guide the land use planning process. (Mr. Inuarak reads the eight principles into the record.) On behalf of the Baffin Region Inuit Association we would like to stress again that no development should take place in Lancaster Sound.

CHRISTINE GUENETTE

T:392-393

In addressing the issue of land use planning in the North, we are dealing with lands that are still under dispute, and we are dealing with aboriginal peoples whose interest in these lands has been recognized by Canadian courts. Although the rights are ill-defined, they are now entrenched in the Canadian Constitution.

JIM BRITTON

T:394-395

The Territorial Government has two important interests, the first is that we would like to see some jobs and some economic vitality introduced into the region. The second is to assure that the aspirations of the people who live here are reasonably achieved. There is obviously a conflict between these two interests and I believe they can only be worked out through a planning process. I also think that planning is an on-going process, a process to resolve the conflicts at work in the region.

HERMAN DIRSCHL

T:396-402

The best definition of land use planning that we have at the present time is: "land use planning is a systematic process of decision-making relating to the conservation, development, management, and use of land". By "land" we include inland waters and coastal offshore waters.

The land use planning process includes the implementation and monitoring of land use plans. These plans will seek to resolve and minimize competing demands or land use conflicts. Social, cultural, and economic interests of the human community are central to the policies that must guide land use planning.

There are five roles that the Department of Indian Affairs and Northern Development intends to play in the land use planning process. Firstly, the Department is facilitating the development of the organizational structures and the processes necessary to implement the planning program. The second role is the projected participation by departmental staff in the preparation of land use plans. The third major role focuses on the joint approval of the Minister of Indian and Northern Affairs and the Minister of Renewable Resources of the Northwest Territories for the land use plans. The fourth role deals with the monitoring of the implementation of the plans once they have been approved. Finally, the Department will be responsible for the implementation of those aspects of the plans that fall within its own jurisdiction.

PETER JACOBS, CO-CHAIRMAN

T:404-405

The last two questions that I propose we deal with in this workshop are: what recommendations would you like the Co-Chairmen to make to the Minister with respect to the public review process as it has occurred over the last three or four years and what recommendations would you like us to make with respect to the planning process that will occur in the future.

CLIFF FIESEL

T:405-406

I have a question of clarification. Is there, in fact, a moratorium with respect to exploratory drilling and year-round shipping in and through Lancaster Sound?

GREG THOMPSON

T:406-407

There is not so much a moratorium as there is an embargo by the Federal Government pending this current public review. I imagine that the Federal Government would state that the matter is in front of the National Energy Board and is currently under review.

CLIFF FIESEL

T:409-410

My comment on the Green Paper process is very simple. The process was too long. Following the termination of this workshop, it is our intention to apply to the Minister for approval to drill in Lancaster Sound and to co-operate in the land use process.

DAVID KALLUK

T:410

When we made our presentation we chose option two "Environmental Protection" and we would like our decision to be recommended to the Minister.

TERRY DANIELS

T:411-412

It seems to me that we were much closer to a meeting of minds on the idea of balanced development more than a year ago than we are now. We are prepared to work with a land use planning process and to co-operate, but we do not want a process that delays development time and time again.

CHARLIE INUARAK

T:413-141

This past four years have not been difficult for us. We have learned many things. Communications and co-operation between the Government and the Inuit have improved.

A SPEAKER

T:415

The last four years have been too short. The Inuit still have the same objections and no agreement has been reached between the Inuit and Industry.

PHILIP NUNGAK

T:417-419

ELIJAH ERKLOO

T:426-427

I believe the four year period wasn't too long because we gave the wildlife species of the Lancaster Sound region and the environment four years longer to live without destruction.

We would like to mention again that land claims must be settled before any development proceeds, and that we want to protect our lifestyle and our traditions.

DAVID JOHNSTON

T:422-423

JONATHAN PALLUQ, CO-CHAIRMAN

T:427-428

We feel that mineral development in this region can be compatible with the use and preservation of renewable resources, and that this will be of benefit to Cominco as a company, to the Inuit as the major people in the area, and to Canada as a whole.

We have understood your comments and presentations and thank you for being with us even though the spring weather is so beautiful.

MURRAY MORISON

T:423-425

I think the Inuit, who have expressed concern with the level of education and training that they have, underestimate their abilities to successfully engage in a number of commercially related activities. For every job created in oil and gas or in mining there are probably a couple of other jobs created in support industries. Many of the people that we deal with in the town of Tuktoyaktuk as contractors who now supply Dome Petroleum with services, have no more formal education than you. These people find the fact that they own businesses themselves as more compatible with their own lifestyles.