

REPORT OF THE COMMITTEE ON THE DEVELOPMENT
OF RECREATION IN THE KATIVIK REGION

THE INUIT OF QUÉBEC

AND

THE DEVELOPMENT OF RECREATION

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Ministère du Loisir, de la Chasse et de la Pêche

Direction régionale du Nouveau-Québec

February 1989 .

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FOREWORD

The Honourable Gaston Blackburn
Minister
Ministère du Loisir, de la Chasse et de la Pêche

Sir,

In March 1989, responding to a request from Mr. C.W. Watt, President of the Makivik Corporation, Mr. Yvon Picotte set up a committee to identify prospects and avenues for the development of recreation in the Kativik region.

The committee is pleased to submit its findings to you today, along with its recommendations to support the development of recreation in the Inuit communities of Nouveau-Québec in the near future.

We are first submitting this report to you for your special attention. Within the next few weeks, it will be given to the authorities of the various departments and agencies in the area who could form a partnership with our department in the development project.

The committee has every hope that its considerations and recommendations will help the agencies involved to take concrete steps, as soon as possible, to ensure the smooth development of recreation for the Inuit population of Nouveau-Québec.

Yours sincerely,

Claude Despatie, Chairman
Committee on the development
of recreation in the Kativik region.

MEMBERS OF THE WORKING COMMITTEE

Mr. Claude Despatie	President, Ministère du Loisir, de la Chasse et de la Pêche, Direction régionale du Nouveau-Québec
Mr. Pierre Gagnon	Secretary, Université du Québec à Trois-Rivières, Département des services du loisir
Mr. Michael Barret	Kativik Regional Government
Mr. Roger Bédard	Ministère des Affaires municipales
Mr. Allan Brown	Kativik School Board
Mr. Paul-R. Bussièrès	Makivik Corporation
Mr. Guy Desrosiers	Ministère du Loisir, de la Chasse et de la Pêche, Direction des Programmes municipaux
Mr. Jean Dupuis	Makivik Corporation
Mr. Daniel Larocque	Ministère du Loisir, de la Chasse et de la Pêche, Service des Relations avec les Autochtones
Mr. Louis Mercier	Makivik Corporation
Mr. Philippe Nadeau	Secrétariat aux affaires autochtones
Mr. André Ouellet	Ministère du Loisir, de la Chasse et de la Pêche, Direction régionale du Nouveau-Québec
Mr. Jean-Marc Turgeon	Office de Planification et de Développement du Québec

PRELIMINARY NOTES

Social and Political Organization in the Kativik Region

The creation of political institutions in the Kativik region is the result of the James Bay and Northern Québec Agreement and various other complementary agreements passed in 1975, and of the Act respecting Northern villages and the Kativik Regional Government (Kativik Act, 1978). The four main institutions are the following:

(1) Northern Village Corporations

North of the 55th parallel, villages are located on Category 1 lands and established as municipalities managed by northern village corporations, whose operations are subsidized by the ministère des Affaires municipales du Québec.

The powers of the corporations, similar to those of other municipalities, have been defined by law and sometimes apply directly to the organization of recreation. Among other things, each corporation may

- (a) assist in the undertaking and furtherance, in the municipality and elsewhere, of works of charity, education, scientific, artistic or literary culture, youth training, and generally of any social welfare enterprise of the population;
- (b) assist in the organization of recreational guidance centres and public places for sports and recreation. (Kativik Act, 1978, sect.18, par. 2 (a) and (b))

The powers of taxation of the northern village corporations had been established with respect to water supply, lighting, heating and electricity. An amendment to the Act now empowers the corporations to impose a general service tax. Actually, the ministère des Affaires municipales pays the taxes levied on all government buildings, for which a maximum rate has been set; Inuit lessees or owners are not taxed as individuals.

(2) **Kativik Regional Government (KRG)**

The Kativik Regional Government was legally constituted under the Act respecting Northern villages and the Kativik Regional Government (RSQ, c. V-6.1) in August 1978.

The Kativik Regional Government has jurisdiction over the entire territory located north of the 55th parallel in the Province of Québec, except for the lands described in the James Bay and Northern Québec Agreement and in the Kativik Act.

At the local level, it will act in the same way as a northern village corporation where the territory is not established as a municipality (SQ, 1978, c. 87, s. 243).

At the regional level, the Kativik Regional Government has jurisdiction over the territory as a whole and all its inhabitants irrespective of ethnic origin. According to the Kativik Act, the latter's usual regional competence is restricted to the "following matters: (a) local administration; (b) transport and communications; (c) police; and (d) manpower training and utilization" (Ibid., s. 351).

Other laws have entrusted it with responsibilities relative to social programs, health, the environment, and economic development. (CRD - regional development council)

It has been said of the Kativik Regional Government that: "it responds to local needs and has become an important cog in Québec's decentralized administrative structure."

Finally, to fulfill all its responsibilities, the Kativik Regional Government relies on the subsidies it receives from the Québec government, mostly through the ministère des Affaires municipales.

(3) The Makivik Corporation

Among the Inuit, the Makivik Corporation corresponds at once to the James Bay Native Development Corporation, the Board of Compensation of the Cree Regional Authority and the Grand Council of the Crees (of Québec), with the important difference that no link or obligation ties it to the Kativik Regional Government. The Act assigns it certain responsibilities regarding social, economic and cultural development but the corporation actually fulfills them by exercising its ["double role: a political role by representing Inuit interests in the social, cultural and economic fields before upper levels of government; and an economic one by developing the compensation for the benefit of the economic promotion of the Inuit."]

The corporation can, again by the Act by which it was constituted and by respecting its provisions, use or distribute the revenues from the investment of the compensation, as well as a portion of the indemnity for community purposes (SQ, 1978, ch. 91a, s.8, par.c).

(4) The Kativik School Board

Managed by the Inuit, the Kativik School Board was created by the James Bay and Northern Québec Agreement in 1975 to serve the population of the 14 villages of the Québec Arctic north of the 55th parallel. In 1978, pupils, teachers and property from two previous school systems — one federal, the other provincial — were officially handed over to the Kativik School Board.

The Kativik School Board is governed by the Education Act. The Québec government (75%) and the federal government (25%) finance the activities of the board; Québec channels all these funds and the school board administers them.

Following the difficult mandate assigned to it, the Kativik School Board must in particular prepare programs and educational materials, and provide elementary and secondary instruction in Inuktitut, English and French; train Inuit teachers in compliance with provincial standards; and prepare curriculums that respect native traditions, language and culture.

The school board is headed by a Council of Commissioners elected in each community.

INTRODUCTION

1. Origin and Mandate

In the spring of 1988, the Direction régionale du Nouveau-Québec of the ministère du Loisir, de la Chasse et de la Pêche, in cooperation with the Kativik Regional Government, conducted an initial study on the development of recreation among the Inuit people.

In a letter addressed to Mr. Yvon Picotte, Mr. C. W. Watt, chairman of the Makivik Corporation, informed the former minister of Recreation, Fish and Game, that his organization intended to inject \$10 billion within the next five years to develop recreational facilities. To rationalize these investments, Mr. Watt then asked the minister to form a working committee comprising various government departments concerned with recreation, and local organizations. In March 1989, Mr. Picotte set up this committee with the mandate to:

- analyse the situation concerning the development of recreation among the Inuit;
- set out the problems after analysing the situation;
- identify the prospects and avenues of development;
- file a report with the MLCP that includes the three preceding points.

Mr. Claude Despatie, Director of the Direction régionale du Nouveau-Québec at the MLCP was named president of the working committee, which groups representatives from both the Inuit people and the Québec government.

2. **Committee Activities**

The committee held four intensive work sessions between August and November 1989. During these sessions, which took place in Québec City, Kuujjuak and Montréal, the committee members studied existing documents that might shed light on the general problems of recreation in the Kativik region. The committee also met with the people primarily responsible for government recreation programs and with representatives from associations involved in the recreation sector in Québec to assess possible means of action with respect to the future development of recreation among the Inuit.

3. **Summary of Report**

The final report of the working committee on the development of recreation in the Kativik region is divided into four parts:

- on the basis of the physical and socioeconomic description of the Kativik region and that of the situation of organized recreation in that area, Part One presents the general problems facing recreation in the Kativik region;
- Part Two of the report consists of a statement of future direction and a model of development emphasizing the participation of the Inuit partners to reveal an operating strategy;
- Part Three contains the recommendations of the working committee;
- Part Four proposes an implementation timetable and an estimate of the necessary funds.

Part One

RECREATION PROBLEMS IN THE KATIVIK REGION

Having analysed existing documents, as well as the advice and opinions of local people and organizations likely to be involved in the development of recreation in the Kativik region, the members of the working committee used the following descriptive elements to better describe the general problems of organizing recreation in the Kativik region.

1.1 Brief Description of the Kativik Region

- The Kativik region is located north of the 55th parallel of the Province of Québec. See Appendix 1.
- Nearly 7,000 people (6,789) now live north of Québec's 55th parallel, ranging over fourteen (14) Inuit villages. See Appendix 2.
- Native Inuit people form 89% of the region's population. They are very young and radically different from the Québec population: those under 20 years of age constitute at least 56% of the overall Inuit population, whereas in Québec they make up 31% of the entire population. Individuals 60 years of age and over represent 13% of the Québec population, but only 4% of the Inuit of the region.
- The non-Inuit population of the territory represents 11% of all the people. It is centred in Kuujuak and falls within the 25 to 34 age group.
- The notion of "isolation" applied to the Inuit environment must be viewed under several aspects. First of all, with respect to the large administrative centres of the south,

it is an isolated area, which affects the exchange of information and, more generally, the level of development and regional organization. But the internal isolation of the region must also be considered, that is, the distances separating the villages from one another and from regional centres.

- Although the result of physical constraints, the isolation of Inuit villages must also be tied to the special characteristics of Inuit culture. The result is a society in transition, for which no reference to any existing model can be found and which seems torn between adherence to its cultural roots and the need to develop new capabilities.
- One obvious factor that continually surfaces in discussions on organizing recreation is the low population density of the villages (126 to 1,350 inhabitants). Distances make intermunicipal cooperation and sharing impossible.
- As regards schooling, the Inuit population is lagging behind: 60% of the territory's population has less than nine years of schooling; in 1984, the adult population had attended school an average of four years. The consequences of under-education are a higher rate of both unemployment and under-employment, as well as the growing dependency of the population on transfer payments and imported skilled labour.
- In Inuit territory, the place of public and para-public administration as employer north of the 55th parallel is almost excessive. This sector alone provides 70% of the jobs compared to 8% for Canada as a whole. In times of budget cuts, the job situation among the Inuit quickly turns into a catastrophe. It is estimated that 41.5% of all salaried jobs are actually held by skilled workers from outside the territory. The unemployment rate among

the Inuit population stands at more than 45%: one person out of two, fifteen years of age and over, is therefore unemployed or inactive.

- The James Bay and Northern Québec Agreement stipulates that the Inuit of New Québec can now have access to all the services and programs offered by the Canadian and Québec governments. These governments are therefore under the same obligations to Inuit communities as they are to all Canadian and Québec citizens.
- In terms of organizational structures, the Inuit territory has a regional government (KRG), a regional school board, a Conseil régional des services sociaux et de santé (CRSSS - regional social services and health council), a regional development council, and a private development corporation (Makivik) in charge of managing the compensation granted under the James Bay and Northern Québec Agreement. At the local level, each of the fourteen municipalities is managed by a municipal corporation created under the Act respecting Northern villages and the Kativik Regional Government.

The operation of municipal services in northern villages is financed by subsidies from the ministère des Affaires municipales (\$6,276,800 in 1989) and by taxes collected on all residences owned by private or public organizations. The major taxpayer is the Société d'Habitation du Québec.

1.2 Present Organization of Recreation in the Kativik Region

- Among the Inuit, there is no regional structure as such dealing with organized recreation; no regional recreation council such as are found in the various Québec regions;

and none of these regions bordering on New Québec extends its services to Inuit communities. Nor is there any regional disciplinary organization whatever, either athletic or sociocultural, such as exist in Québec's regions.

- ° At present, organized recreation in Inuit communities is not coordinated by any structure. None of the fourteen municipalities manages a municipal recreation service. Nor is there any "local recreation committee" mandated to coordinate all organized recreation in the community and recognized as such by the municipal council. These two model organizations, normally found in Québec municipalities, do not exist in Inuit communities.
- ° This does not mean that organized recreation among the Inuit is completely unstructured, far from it; we have observed the presence of several recreation committees in the various communities visited; their number depended on the size of the communities. In all cases, these recreation committees are designed for a specific task (for instance: youth committee, women's committee, boy scouts and girl guides, community radio station, etc.); most of them have no legal status (incorporation).
- ° If we were to illustrate to what degree organized recreation in Inuit communities is structured, we could compare it to recreation in small Québec communities twenty-five years ago: municipalities were not in charge; no coordination of activities existed; initiative, found among untrained volunteers, was sporadic; human, physical and financial resources were at a minimum; there were enormous felt needs, especially on account of a very young population (we need only remember the inflow of young people from our "baby boom" which, beginning in the mid-1960s, led to the

organizing of recreation structures in our Québec municipalities). Again, we could describe this situation as actually "normal" if we refer to the context and the history of Inuit villages. However, things cannot remain the same in the future. This lagging behind in the structuring of organized recreation, especially with respect to the coordination of activities, will have to be remedied if we intend to develop recreation.

- The supply of recreation services and activities to the people of the Inuit communities lacks "variety" and "permanence". This state of affairs is due to the number and quality of existing recreational facilities, but mainly — at least, that is what we believe on the basis of our observations — on the lack of structuring and coordination in organized recreation. As regards recreation, we also wish to point out that collaboration between school and municipality is poor.
- Over the past few years, various delegations have taken part in games, either the Arctic Winter Games, the Québec Games or the recent School Games. Among the Inuit, "regional" games, such as those found in the regions of southern Québec, ^{and N.W.T.} do not exist. Actually, Inuit representation in the various games does not stem from any regional joint action but from the initiative of certain individuals in some communities.
- Overall, recreational facilities found in the Inuit communities of New Québec, although "typical" of those found in small Québec municipalities, suffer from some very severe shortcomings: owing mainly to the lack of coordinating structures, existing recreational facilities are as a rule poorly developed and in poor condition, except for school-related facilities; Kuujuarapik, which has a coordinator, is the exception to the rule. Again due to the lack of coordinating structures, there is very little

concerted action between schools and municipalities as to the use and development of existing or future recreational facilities. Much remains to be done, therefore, to improve the actual state of the buildings and light equipment actually existing in Inuit communities in order to provide these communities with adequate basic facilities (gym, community centre, playground, outdoor skating rink and ball field).

- At the local level, the means of financing organized recreation in Inuit communities are varied. User fees and local bingo profits are the two most frequently used sources of financing; then there is sponsorship (financing by a company; for instance: Air Inuit, The Bay) or help from an organization (for example: the Kuujjuarapik social club). Finally, there is direct financing by the municipality. With the exception of Kuujjuarapik, where involvement by the municipality in organized recreation is very substantial for a municipality of that size (13.7% of its total spending budget in 1987), the Inuit municipalities of New Québec allocate on the average only slightly more than 2.45% of their budget to organized recreation. See Appendix 3.
- We find that MLCP recreation assistance programs have had no real impact to this day on Inuit communities. These programs do not take into account the special cultural characteristics of the Inuit, or the costs of building facilities. Thus, over the past two years, among the 12 applications for the PADEL program, 2 projects have been accepted, among which the Inukjuaq arena, subsidized to the tune of \$250,000, from the OPDQ budget.

Part Two

OPERATING STRATEGY FOR THE DEVELOPMENT OF RECREATION IN THE KATIVIK REGION

The slow development that marks the organization of recreation among the Inuit, compared to the southern communities, results from an obvious lack of human, physical and financial resources: the development stage of these resources does not actually permit the adequate individual or collective practice of recreational activities.

For recreation in Inuit communities to develop effectively, therefore, the action of the organizations concerned, that is, the Inuit municipalities, the Kativik Regional Government, the Makivik Corporation, the Kativik School Board, to name but the major ones, and obviously the ministère du Loisir, de la Chasse et de la Pêche, must be structured coherently around previously defined objectives and priorities.

2.1 General Operating Principles

To be effective in terms of developing recreation, the operating strategy of the partners in the development of recreation in the Kativik region must be structured around the following principles:

- (a) The development of recreation among the Inuit, like that of New Québec, has its own problems, which are different from those of the south: one must look at the "northern" situation in general and the Inuit environment in particular with different "eyes". The "rules of the game" in the south do not apply in this situation: any action therefore must necessarily be adapted.

- (b) Any action must be seen in the medium and long terms (3-5 years) . Given the present state of the development of recreation among the Inuit and of the human, social and geographic characteristics of this environment, any operation, to be effective, must be well planned. "Limited" actions will always be "band-aid solutions" without any significant effect on development.
- (c) For development to be harmonious, the action of the MLCP must be accomplished in close collaboration with other parties in the region, especially local and regional Inuit organizations, so the Inuit themselves can take charge of their own development.
- (d) The right of recreation, as recognized by the White Paper and understood as the right for all Québec citizens to a better quality of life and to a place where the "creative dynamisms of persons and groups" (Québec, 1979:30) can express themselves, actually takes on its full meaning in the social dynamics of the Inuit communities. This right must be given them explicitly to prevent their becoming "second-class" citizens in Québec.
- (e) The recognition of the special character of the environment, where recreation and the right to its expression through consultation, coordination and participation mechanisms that are proper to this environment are integrated.
- (f) Respect for the rate at which the communities take charge of their own organizations.
- (g) Encouraging autonomy and participation among the communities in carrying out projects adapted to their means and possibilities.

2.2 Operational Objectives

2.2.1 Regarding Structures

- encourage the northern municipalities of the Kativik region to accept their responsibilities with respect to recreation by developing coordinating structures;
- recognize and assist financially, for a five-year period, a regional organization of concerted action and leadership within the Kativik Regional Government;

2.2.2. Regarding Resources

- human: foster the stability and training of paid staff and/or volunteers working at the local and regional levels;
- physical: ensure that the infrastructure of the recreational facilities of each community responds to needs; to accomplish this, it is necessary to:
 - (1) ensure, by means of an investment catching-up program, that each community has access to an adequate gymnasium and adequate community hall, an outdoor skating rink, a ball field and a well developed playground;
 - (2) encourage the Kativik School Board and municipal corporations to enter into agreements to maximize the use of gymnasiums or other potential recreation quarters integrated with the schools;

(3) depending on the needs expressed, subsequently foster the improvement of existing facilities and the introduction of new ones;

- financial: to provide, through the programs of the various government departments, adequate assistance for joint financing with the Inuit to set up a local organizational structure and build recreational facilities, with the understanding that the municipalities will gradually incur the total operating cost of their organizational structure as well as the operating costs of their recreational facilities.

2.3 Partners in the Operation

The members of the working committee prefer an operational model where the Inuit communities are responsible for the development of recreation in the Kativik region.

On this score, it is the municipal council of each community that will be responsible locally for the development of recreation. Considering the lack of a tax system based on real property, the modest income of these communities, the difficulties of communicating between non-Native and Native people, special cultural characteristics and the complete lack of experts in the organization of recreational programs, we believe the communities must be supported in their development by a regional coordinating and support structure set up and backed by the Kativik Regional Government. This agency, created by act of the Québec government, supported by the ministère des Affaires municipales as to its general administration, already manages several programs of other government departments. Its political structure ensures that

the communities are well represented, since all the municipalities are invited to participate. The creation of a recreation committee within it would contribute to group action for the development of recreational activities between the local communities, the Kativik Regional Government, the Makivik Corporation and other Inuit parties. In its development project, the Direction régionale du Nouveau-Québec would be responsible for coordinating the participating government departments, services and agencies.

Other Inuit institutions of the Kativik region (Makivik Corporation, Kativik School Board, Avataq Corporation), Québec government departments (Loisir, Chasse et Pêche, Affaires municipales, Affaires autochtones, Éducation and the Office de la planification et de développement du Québec), as well as organizations involved in recreation in Québec (Regroupement Loisir-Québec, Sport Québec, Société des jeux du Québec, sports and sociocultural federations, etc.) shall support this development with technical and/or financial assistance.

The following is a diagram of the development model proposed for recreation in the Kativik region. The next section on operational priorities specifies the role of each partner with respect to the specific development objectives to be reached.

OPERATING STRATEGY FOR THE DEVELOPMENT OF
RECREATION IN THE KATIVIK REGION

REGROUPEMENT
LOISIR - QUÉBEC

- Sport Québec
- Sport étudiant
- Sport culturel

COMMUNICATIONS
COORDINATION

CULTURAL AND
SPORTS
FEDERATIONS

TECHNICAL SUPPORT

Conference of Regional
Recreation Organizations

Technical support

KATIVIK REGION

KATIVIK REGIONAL GOVERNMENT

MAKIVIK CORPORATION

Regional Coordination and
Technical Support

Financial Assistance

M U N I C I P A L I T Y

PROJECT MANAGER

KATIVIK SCHOOL BOARD

AVATAQ CORPORATION

 Technical Support

 Technical Support

Ministère du Loisir, de la Chasse et de la Pêche

DIRECTION RÉGIONALE DU NOUVEAU-QUÉBEC

 Coordination of Government Actions

OTHER BRANCHES

 Technical and Financial Assistance

Ministère des Affaires municipales

 Technical Support

Ministère de l'Éducation

 Technical and Financial Assistance

Office de planification et de développement du Québec

 Financial Assistance

Secrétariat aux affaires autochtones

 Technical Support

Part Three

OPERATIONAL PRIORITIES

Taking into consideration the principles and general operational objectives enumerated in Part Two, as well as the general problems of organized recreation in the Kativik region, the members of the working committee are agreed it is important to formulate recommendations based on specific objectives.

These recommendations and specific objectives have been grouped by level of action, namely, the local, regional, provincial and international levels. The recommendations take into account the role of the various parties in reaching the objectives.

3.1 AT THE LOCAL LEVEL

Specific Objective	Recommended Measures
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- 3.1.1. Develop an operating recreation strategy at the municipal level:
- selection of an operational structure
 - method of financing
 - defining directions and priorities
 - preparing a program.
- Recognize the municipal council of each Inuit community as the "project manager" in charge of developing an operating recreation strategy at the local level. In this respect, the municipality becomes responsible for the planning, organizing and financing of recreation in its community

- Provide technical support of Inuit municipalities to organize their operating strategy. This shall be the task of the Kativik Regional Government through its regional coordinating and support structure in recreation.

- Provide municipalities with technical support to set up methods of financing. This shall be the task of the ministère des Affaires municipales and the Kativik Regional Government.

Provide financial assistance to Inuit municipalities. This shall be the task primarily of the MLCP by adapting its existing assistance programs to northern reality and/or by grouping them into a special comprehensive package for Inuit communities. To this end, the MLCP should present a memorandum to the Cabinet.

- 3.1.2. Provide each community with a permanent specialist in recreation.
- Hire a permanent specialist in recreational activities. The municipal council of each community will be responsible for the hiring.
 - Provide municipalities with technical support. This shall be the task of the Kativik Regional Government through its regional coordinating and support structure in recreation.
 - Provide financial assistance to municipalities. This shall be the task of the MLCP by means of its recreation program, and of the Makivik Corporation.
 - Create a training program for specialists in Inuit recreational activities — the same kind of program as the one existing for teacher training in this region. The Kativik Regional Government, through its professional training programs, shall launch this project. The Kativik School Board should manage it. As project manager, the Board may obtain the outside expertise needed to set up such a training program.
- (Appendix 6)

- 3.1.3 Prepare the people elected to municipal office so the municipality can take charge of recreation.
- Create an awareness and information program designed for the Inuit elected to municipal office by their communities. This shall be the task of the Kativik Regional Government through its regional coordinating and support structure in recreation.
- 3.1.3 Train volunteers in recreational activities at the local level.
- Create training programs for volunteer administrators of recreational activities. This shall be the task of the Kativik Regional Government through its regional coordinating and support structure in recreation.
- Set up training programs for volunteer monitors in recreational activities. The Kativik Regional Government shall launch and coordinate these programs. The Kativik School Board could manage them at the local level.

3.1.5 Provide Inuit communities with heavy and light recreation facilities.

- Determine priorities at the local level. This, as well as managing and operating recreation facilities, shall be the task of the municipal council.
- Coordinate local priorities in the Kativik region. This shall be the task of the Kativik Regional Government through its regional coordinating and support structure in recreation.
- Provide municipalities with technical support to help them plan and organize their recreation facilities. This shall be the task of the Kativik Regional Government.
- Adapt the PADEL program of the MLCP to make it more accessible to the needs of Inuit communities.
- Prepare a "catching-up" program to financially assist Inuit municipalities regarding recreation facilities. This program shall be launched by the MLCP and include the OPDQ financially, as well as the Makivik Corporation.

- 3.1.6 Foster municipality-school cooperation with respect to recreation.
- Recognize the municipal council as project manager of any joint undertaking in recreation.
 - Provide municipalities with technical support to set up school-municipality memoranda of agreement in recreation. This shall be the task of the Kativik Regional Government through its regional coordinating and support structure in recreation, in cooperation with the Kativik School Board.

3.2 AT THE REGIONAL LEVEL

- 3.2.1 Organized a regional coordinating and support structure in recreation in the Kativik region.
- Set up within the Kativik Regional Government a regional coordinating and support structure in recreation. This organization should ensure the participation of the principal Inuit partners, namely, the Kativik School Board and the Makivik Corporation. The role of this regional coordinating and support structure in recreation is described in Appendix 4 of this report.
 - Provide financial assistance for the creation and maintenance of this regional coordinating and support structure in recreation. This financial assistance would be assumed jointly by the Kativik Regional Government, the MLCP and the Makivik Corporation.
 - Inform the organizations involved in recreational activities so they can provide the regional coordinating and support structure in recreation in the Kativik region with technical support to allow this organization to exercise its functions. The MLCP should play this role through its Recreation branches.

- 3.2.2 Offer encouragement so regional athletic games can be held in the Kativik region.
- Set up and coordinate a schedule of regional athletic events adapted to the needs and reality of the Kativik region. The Kativik Regional Government through its coordinating and support structure shall ensure the coordination of such events, with the participation and support of the municipalities involved.
 - Provide technical assistance so these games can be held. This support should be given primarily by the Kativik School Board (facilities, human resources in physical education) and Sport-Québec (technical expertise through sports federations).
 - Provide financial assistance so these events can be held. This support should be given mainly by the Makivik Corporation and the MLCP through its sports programs.
 - Given the special geographic and social characteristics of Inuit communities, adapt the MLCP's sports programs to make them more accessible to these communities.

- 3.2.3 Offer encouragement so that sociocultural events can take place in the Kativik region.
- Set up and coordinate a schedule of regional sociocultural events adapted to the needs and reality of the Kativik region. The Kativik Regional Government through its regional coordinating and support structure in recreation should ensure the coordination of such events — with the participation and support of the municipalities involved.
 - Provide technical assistance so these events can take place. This support should be given primarily by the Avataq Corporation (expertise, facilities) and the groups representing specific sectors within the Regroupement Loisir-Québec (technical expertise through sociocultural federations).
 - Provide financial assistance so these events can be held. This support should be provided mainly by the Makivik Corporation, and the MLCP through its cultural programs.
 - Given the special geographic and social characteristics of Inuit communities, adapt the MLCP's sociocultural programs to make them more accessible to the needs of these communities.

3.3 AT THE PROVINCIAL LEVEL

- 3.3.1 Foster the integration of the regional coordinating and support structure in recreation in the Kativik region with the Conférence des organismes régionaux de loisir du Québec.
- Ensure the participation of the regional coordinating and support structure in recreational activities of the Kativik Regional Government in the activities of the CORLQ. Financial assistance for this participation should come from the comprehensive package allocated to the Kativik Regional Government by the MLCP and the Makivik Corporation to operate the regional coordinating and support structure in recreation.
 - Provide technical support for the integration of the Kativik Regional Government with the CORLQ. The MLCP should act as go-between in this matter.

- 3.3.2 Improve communications between the organizations involved in recreation in Québec (sports and sociocultural federations) and the recreation organizations in the Kativik region.
- Ensure the dissemination of information from the provincial recreation federations in Inuit communities. This coordinating role should belong to the Kativik Regional Government through its regional coordinating and support structure in recreation.
 - Ensure the needs of Inuit communities regarding information on the services provided by organizations involved in recreation in Québec. Here again, this shall be the task of the Kativik Regional Government through its coordinating and support structure in recreational activities.
 - Inform the organizations involved in recreation in Québec of the regional coordinating and support structure in recreation in the Kativik region. The MLCP should act as facilitator at this level, just as do the groups representing specific sectors (sports, sociocultural, socioeducational, outdoor activities, etc.) within the Regroupement Loisir-Québec.

- 3.3.3 Encourage the participation of the Kativik region in the provincial finals of the Québec Games.
- Coordinate, with the Inuit community authorities concerned, the participation of a delegation of Inuit athletes in the provincial finals of the Québec Games. This role would be played by the Kativik Regional Government through its coordinating and support structure in recreation, with the support of Sport-Québec.
 - Provide technical support for the training of the Inuit delegations. This support, coordinated by the Kativik Regional Government, should be provided mostly by the sports federations concerned. The MLCP should act as facilitator in this matter.
 - Provide financial assistance to Inuit delegations participating in the provincial finals of the Québec Games. This assistance should be assured primarily by the Makivik Corporation, and the MLCP through its sports programs.

- 3.3.4 Foster the participation of the Kativik region in school sports events in Québec.
- Coordinate, with the Inuit community authorities, the participation of a delegation of Inuit athletes in school sports events in Québec. This would be the task of the Kativik School Board, with the support of the Kativik Regional Government.
 - Provide technical support for the training of Inuit delegations. This support, coordinated by the Kativik School Board assisted by the Kativik Regional Government, should be provided primarily by the sports federations concerned. The MLCP should act as go-between in this matter.
 - Provide financial assistance to Inuit delegations participating in school sports events in Québec. This assistance should be assured primarily by the Makivik Corporation, and the MLCP through its sports programs.

3.4 AT THE INTERNATIONAL LEVEL

- 3.4.1 Foster the participation of the Kativik region in the Arctic Winter Games.
- Coordinate, with the Inuit community authorities, the participation of a delegation of Inuit athletes in the Arctic Winter Games. This should be the task of the Kativik Regional Government through its regional coordinating and support structure in recreation, assisted, if necessary, by the Kativik School Board.
 - Provide financial assistance to Inuit delegations participating in the Arctic Winter Games. This assistance should be assured mainly by the Makivik Corporation, and the MLCP through its sports programs.
 - Provide technical support of the Inuit delegations participating in the Arctic Winter Games. This support should be assured jointly by the MLCP and the ministère des Relations internationales.

3.5 FOLLOW-UP OF
RECOMMENDATIONS

- 3.5.1 Ensure a follow-up of the recommendations of the working committee on the development of recreation in the Kativik region.
- Organize an annual meeting with the major partners to study the follow-up of the recommendations. The Kativik Regional Government, through its coordinating and support structure, should ensure the coordination of such meetings. The current parties in the working committee should take part in these meetings.

The chart on the following page sums up the role of each partner regarding the specific objectives to be reached.

Role of the partners regarding recreational development objectives to
be reached in the Kativik region

Partners

Objectives

LOCAL level	3.1.1	Operating strategy at the municipal level
	3.1.2	Hiring of a specialist in recreation
	3.1.3	Informing the people elected to municipal office
	3.1.4	Training of volunteers in recreation
	3.1.5	Planning recreational facilities
	3.1.6	School-municipality cooperation
REGIONAL level	3.2.1	Regional coordinating and support structure in recreation
	3.2.2	Regional athletic games
	3.2.3	Cultural celebrations
PROVINCIAL level	3.3.1	Conférence des organismes régionaux du Québec
	3.3.2	Communication with organizations involved in recreation
	3.3.3	Participation in the Québec Games
	3.3.4	Participation in school sports
INTERNATIONAL level	3.4.1	Participation in the Arctic Winter Games

FOLLOW-UP OF 3.4.2 Recommendations follow-up committee
RECOMMENDA-
TIONS

INUIT COMMUNITIES

Municipal council	Kativik Regional Government	Kativik School Board	Makivik Corporation	Avataq Cultural Institute
[3.1.1] Project manager	Technical support			
[3.1.2] Commitment	Technical support	Training	Financial assistance	
[3.1.3] Participation	Program implementation			
[3.1.4] Participation	Program coordination	Program implementation		
[3.1.5] Project manager at the local level	Technical support and regional coordination		Financial assistance	
[3.1.6] Project manager	Technical support	Technical support		
[3.2.1]	Setting up organization	Participation	Participation and financial support	
[3.2.2] Participation	Coordination	Technical support	Financial assistance	Technical support

[3.2.3]	Coordination	Technical	Financial	Technical
Participation		support	assistance	support
[3.3.1]	Participation		Financial	
			assistance	
[3.3.2]	Coordination			
[3.3.3]	Coordination	Technical	Financial	Technical
Participation		support	assistance	support
[3.3.4]	Technical	Coordination	Financial	Technical
Participation	support		assistance	support
[3.4.1]	Coordination	Technical	Financial	
Participation		support	assistance	
[3.4.2]	Coordination	Participation	Participation	

GOVERNMENT DEPARTMENTS

MLCP (DRNQ)	MLCP (other branches)	OPDQ	Affaires municipa- les	Education	Affaires autoch- tones
[3.1.1] Coordina- tion of govern- ment actions	Financial assistance		Technical support or financial assistance		
[3.1.2]	Financial assistance				
[3.1.3] Coordina- tion of govern- ment actions	Technical support		Technical support		
[3.1.4]					
[3.1.5] Coordina- tion of govern- ment actions	Financial assistance	Financial assistance		Financial assistance	
[3.1.6]	Technical support				

[3.2.1] Financial
Coordina- assistance
tion of
MLCP
actions

[3.2.2] Financial
Coordina- assistance
tion of
MLCP
actions

[3.2.3] Financial
Coordina- assistance
tion of
MLCP
actions

[3.3.1] Financial
Coordina- assistance
tion of
MLCP
actions

[3.3.2] Facilitator
Facilitator

[3.3.3] Technical
Coordina- support
tion of and
MLCP financial
actions assistance

[3.3.4] Technical
Coordina- support
tion of and
MLCP financial
actions assistance

[3.4.1]	Technical Coordina- tion of govern- ment actions	Technical support and financial assistance		Technical support
[3.4.2]	Participa- tion	Participa- tion	Participa- tion	Participa- tion

ORGANIZATIONS INVOLVED IN RECREATION

RLQ	CORLQ	FEDERATIONS
(groups representing specific sectors)		
[3.1.1]		
[3.1.2]		
[3.1.3]		
[3.1.4]		Technical support
Technical support		
[3.1.5]		
[3.1.6]		
[3.2.1]	Technical support	
[3.2.2]		Technical support
Technical support		
[3.2.3]		Technical support
Technical support		
[3.3.1]	Technical support	
[3.3.2]		Technical support
Technical support		
[3.3.3]		Technical support
Technical support		
[3.3.4]		Technical support
Technical support		
[3.4.1]		Technical support
Technical support		
[3.4.2]		
Participation		

Part Four

Implementation Timetable and Budgeting

4.1 Timetable

The working committee favours the setting up of a recreation infrastructure extending over a five-year period beginning in fiscal year 1990-1991 on the local, regional, provincial and international levels. The chart showing the main strategy offers guidelines. Project managers at all levels are responsible for the application of these actions. Implementation depends on financial assistance from the major partners.

4.2 Five-year Budget

It was impossible to determine the exact costs of some activities contemplated in the setting up of the recreation infrastructure, especially those dealing with regional sports events, the Québec Games, school sports and participation in the Arctic Winter Games. Since these programs have been postponed for a few years, they will eventually be dealt with within the MLCP's existing financial assistance programs.

As regards the budget, the committee has focused on three aspects of the five-year plan, two at the local level and one at the regional level. Three priorities were agreed upon: support for a regional infrastructure taking into consideration the complete lack of recreation staff in 13 out of 14 communities, the need to inform people elected to municipal office, and support for volunteer organizations working in the region. It is recommended that Year 1 of recreation among the Inuit be launched by assisting the Kativik Regional Government, whose primary mission will be to support and promote municipal involvement in recreation.

MAKIVIK CORPORATION

Community Development Fund
Projects related to Youth activities
and
Community Events

1986, 1987, 1988 & 1989

1986-87

Aupaluk	Student exchange with Cree students	2 000 \$
Kuujjuarapik	Quebec Winter Games	500
Salluit	Inuit traditional Dancers	1 000
Umiujaq	School award system	1 337
All Communities	Christman Games	3 000
All Communities	Easter Festivities	3 000
	Sub-Total:	<u>8 337 \$</u>

1987-88

Aupaluk	O & M Social Center	1 000 \$
Kangirsujuaq	Student exchange	1 500
Kangirsujuaq	Summer Music Festival	9 000
Kuujjuaq	Guide training-outfitting	10 000
Kuujjuaq	Canada Day Festivities	500
Inukjuak	Youth Work Project - Arena	13 910
Inukjuak	Children Center	1 060
Inukjuak	Social Center	5 000
Inukjuak	Student exchange - Rupi Jeji	2 000
Inukjuak	Sponsoring Hockey Team	1 500
Inukjuak	Summer Camp Project	5 000
Kuujjuarapik	Community Center	17 940
Salluit	Particip. Cape Dorset Music Festival	3 000
Salluit	Student exchange	1 000
Salluit	Kangirsualujjuaq Summer Festival	4 950
Umiujaq	School award system	5 394
All Communities	Ikpik Youth Camp N.W.T.	1 000
All Communities	Christman Games	3 427
All Communities	Easter Festivities	3 000
	Sub-Total:	<u>90 181 \$</u>

1988-89

Akulivik	Recreational activities\School Gym	5 000 \$
Akulivik	Hockey tourn. Ivujivik	500
Aupaluk	Hockey tourn. Kuujjuaq	1 207
Inukjuak	Sponsor Hockey team (13-16 yrs)	500
Inukjuak	Traditional Skills camp	5 000
Inukjuak	Sponsor Hockey team (7-12 yrs)	500
Inukjuak	Purchase equip. Girls Highland dance	4 050
Inukjuak	Winter Traditional Skills Camp	21 510
Kangirsualujjuaq	Hockey Team	500
Kangirsualujjuaq	Hockey tourn. Kuujjuaq	2 226
Kangirsujuaq	Hockey tourn. Kuujjuaq	4 050
Kangirsuk	Hockey tourn. Kuujjuaq	3 098
Kuujjuarapik	Renov. Community Ctr.	7 500
Kuujjuarapik	Quebec Winter Games - Matane	1 100
Kuujjuaq	Recreation Committee	200
Kuujjuaq	Boy Scouts, Cubs & Girl Guides	8 000
Quaqtaq	School Inauguration activities	500
Quaqtaq	Hockey tourn. Kuujjuaq	5 000
Salluit	Student exchange	500
Salluit	Hockey tourn. Cape Dorset	3 705
Tasiujaq	Hockey tourn. Inukjuak	5 000
Kativik School	Elementary Drug &	
Board	Alcohol Awareness Program	116 000
All Communities	Christmas Games	8 000
All Communities	Easter Festivities	7 500
One selected person	Int'l Youth Conference	2 000
	Sub-Total:	<u>213 146 \$</u>

Air Inuit Ltd

Direct contributions for travel to attend Regional competitions

1987	21 000 \$
1988	37 884 \$
1989	41 886 \$
	Sub-Total: <u>100 770 \$</u>
	<u>GRAND TOTAL:</u> 412 434 \$

Note: This list does not include recreational infrastructure construction projects.

APPENDIX 8
BUDGET PROJECTIONS 1990-91

Source: Kativik Regional Government

Budget Projections 1990-91

Community Recreational Animators

7 full time Community Recreational Animators in:

- Kangisualujuaq
- Kuujjuaq
- Kangirsujuaq
- Salluit
- Povungnituk
- Inukjuak
- Kuujjuaraapik

Costs Estimates for full time Community Recreational Animator

Salary:	20 000 \$
Cost of living differential:	5 434
Employer Contribution (9%):	2 289
Fringe Benefits (5,5 %):	1 399
Travel:	2 000
Travel Courses:	10 000
Telephone, etc.:	2 000
Office:	3 600
Materials;	1 600
<u>TOTAL:</u>	<u>48 322 \$ x 7 = 338 254 \$</u>

Source: Kativik Regional Government

7 half time Community Recreational Animators in:

- Tasiujaq
- Aupaluk
- Kangirsuk
- Quaqtaq
- Ivujivik
- Akulivik
- Umiujaq

Salary:	10 000 \$
Cost of living differential:	2 717
Employer Contribution (9%):	1 145
Fringe benefits (5,5%):	700
Travel:	2 000
Travel Courses:	10 000
Telephone, etc.:	1 500
Office:	3 600
Materials:	1 000
<u>TOTAL:</u>	<u>32 662 \$ X 7 = 228 634 \$</u>

GRAND TOTAL: 566 888 \$

Recreational Facilities

Existing Infrastructure-1989	o Projected Infrastructure -1990-95			
Community	Gymnasium single	double	Community Centre	Arena
Kuujjuarapik	.		o	.
Umiujaq	.		o	
Inukjuak		.	o	.
Povungnituk		.	o	o
Akulivik	.		o	
Ivujivik	.		o	
Salluit		.	. (89-90)	o
Kangiarsujuaq	.		o	
Quaqtaq	.			.
Kangirsuk	.		o	
Aupaluk	.		o	
Tasiujaq	.		o	
Kuujjuaq		.	.	*o
Kangiarsualujuaq		.	o	
TOTAL:	14 existing gymnasiums		11 community centres to be built	3 arenas

11 Community centres to be built	X	800 000 \$	=	8 800 000 \$
2 arenas (non heated)	X	900 000	=	1 800 000
1 arena (heated) -Kuujjuaq	X	3 000 000	=	3 000 000
Improvement to existing gym	X	1 000 000	=	1 000 000
Improvement of playground equipment			=	1 000 000
				15 600 000 \$

Budget Projections 1990-91

	Regional Recreational Co-ordinator	Recreational Technician		
Salaries:	30 141	22 881	+	= 53 022 \$
Cost of living differential:	8 694	5 434	+	= 14 128
Employers Contribution (9%):	3 495	2 548	+	= 6 043
Fringe benefits (5,5%):	2 136	1 558	+	= 3 694
Relocation (airfare, cargo)	2 700	0	+	= 2 700
Annual Leave:	6 180	3 090	+	= 9 270
Housing:	1 800	X 12 months		= 21 600
Travel Airfare:	(6 078	+ 9 072)	X 2=	15 150
Travel Expenses:	(4 080	+ 8 400)	X 2=	12 480
Office rental:				3 600
Office Equipment:				4 000
Administration (supplies inc.)				10 180
				155 867 \$
TOTAL:				

Employee benefits based on one single and one married employee. Housing costs for one employee. For the purposes of this budget estimate, we have calculated the Co-ordinator as married.

Travel costs based on three trips south and six trips north for each employee according to KRG average costs.

APPENDIX 9

BUDGET FOR FIVE-YEAR PLAN

Five-year budget program

	1990	1991	1992	1993	1994	TOTAL
Engagement d'un travailleur en loisir	241 610	436 260	566 888	566 888	566 888	2 378 514
Développement des équipements de loisir	3 150 000	3 150 000	3 150 000	3 150 000	3 150 000	15 600 000
Mécanisme régional de concertation et soutien en loisir	156 000	164 000	172 000	180 000	188 000	860 000
Jeux sportifs régionaux		15 000	20 000	20 000	30 000	85 000
Manifestations culturelles régionales				10 000	20 000	50 000
Jeux du Québec			10 000	30 000	35 000	75 000
Sport étudiant provincial			10 000	20 000	25 000	55 000
Jeux de l'Arctique			10 000	20 000	40 000	70 000
TOTAL:	3 517 610	3 765 240	3 938 888	3 996 888	4 054 888	19 273 514

DEVELOPMENT OF RECREATION IN THE KATIVIK REGION

IMPLEMENTATION TIMETABLE

		OBJECTIVES	1990-1991
LOCAL level	3.1.1	Operating strategy at the municipal level	- integration of existing recreation committees - support for programs
	3.1.2	Hiring of a specialist in recreation	- hiring of 5 permanent specialists - planning of training program
	3.1.3	Informing the people elected to municipal office	- general information: - role of municipality - financing
	3.1.4	Training of volunteers in recreation	- assessing training needs
	3.1.5	Planning recreational facilities	- adopting an investment master plan
	3.1.6	School-municipality cooperation	- preparing a memorandum of agreement form - 2 annual meetings of KRB-KSB
REGIONAL level	3.2.1	Regional coordinating and support structure in recreation	- organizing - hiring of 2 permanent specialists: 1 professional, 1 Inuit technician

	3.2.2	Regional athletic games (inter-municipal, inter-school)	- development of a participation model
	3.2.3	Cultural celebrations	- inventory of activities and needs
PROVIN- CIAL level	3.3.1	Conférence des organismes régionaux en loisir du Québec	- establishing communication
	3.3.2	Communication with organizations involved in recreation	- exchanging information between the Kativik region and organizations involved in recreation
	3.3.3	Participation in the Québec Games	- status quo
	3.3.4	Participation in school sports	- status quo
INTER- NATIONAL level	3.4.1	Participation in the Arctic Winter Games	- status quo
FOLLOW- UP OF RECOM- MENDA- TIONS	3.4.2	Recommendations follow-up committee	- annual meeting

NB. By KRG we mean the "regional coordinating and support structure in recreation" integrated within the Kativik Regional Government.

1991-1992	1992-1993
[3.1.1]	- implementing a plan of action
- adopting a plan of action	- support for programs
- support for programs	
[3.1.2]	- hiring of 4 occasional specialists
- Hiring of 5 specialists, three of which are occasional specialists	- training
- start of training program	
[3.1.3]	- information on specific programs
- municipal action plan in recreation	
[3.1.4]	- support for the setting up of local committees
- planning and setting up training programs	- training workshops at the local level
[3.1.5]	- investing in facilities
- investing in basic needs	
[3.1.6]	- 2 annual KRB-KSB meetings
- 2 annual KRB-KSB meetings	
[3.2.1]	- coordination and support
- coordination and support	
[3.2.2]	- 1 st regional games
- experimenting (a few municipalities)	
[3.2.3]	- experimenting (at the local level)
- developing operating strategies	
[3.3.1]	- KRG participation
- integrating the KRG	
[3.3.2]	- setting up communication networks
- developing relevant strategies in an Inuit environment	
[3.3.3]	- organizing regional teams
- developing a participation model in Region 10	

- [3.3.4] - organizing regional teams
- developing a participation model in Region 10
- [3.4.1] - organizing regional teams
- developing an organizational model
- [3.4.2] - annual meeting
- annual meeting

1993-1994	1994-1995
[3.1.1]	- assessing operating strategy and plan of action
- updating the plan of action	- support for programs
- support for programs	
[3.1.2]	- assessment, redirection
- consolidating employment of specialists	- end of training program
- training	
[3.1.3]	- assessment and redirection
- information on specific programs	
[3.1.4]	- training workshops at the local and regional levels
- training workshops at the local level	
[3.1.5]	- investments
- investing in heavy facilities	- assessing investment program
[3.1.6]	- 2 annual KRB-KSB meetings
- 2 annual KRB-KSB meetings	- assessment and redirection
[3.2.1]	- coordination and support
- coordination and support	- assessment of organization
[3.2.2]	- assessment and redirection
[3.2.3]	- assessment and redirection
- 1 st regional celebration	
[3.3.1]	- KRG participation
- KRG participation	- assessment and redirection
[3.3.2]	- communications
- communications	- assessment and redirection
[3.3.3]	- assessment and redirection
- 1 st regional delegation	
[3.3.4]	- assessment and redirection
- 1 st regional delegation	
[3.4.1]	- assessment and redirection
- 1 st regional delegation	

[3.4.2]

- annual meeting

- annual meeting

After the KRG deposits its 1990-1990 budget estimates (Appendix 9), the cost of applying the priorities retained will amount to \$19,273,514 over a five-year period. These costs are distributed as follows:

-	assistance to the Kativik Regional Government for support of its coordination and technical support committee;	\$860,000
-	organization of a municipal recreation service, hiring of 7 permanent and 7 part-time specialists	\$2,378,514
-	organization and consolidation of recreational facilities	\$15,600,000
-	regional athletic games	\$85,000
-	sociocultural celebrations	\$50,000
-	Québec Games	\$75,000
-	school sports	\$55,000
-	Arctic Winter Games	\$70,000
	TOTAL	<u>\$19,273,514</u>

(See Appendix 9)

4.3 Budget Partners

MAKIVIK CORPORATION

After having informed the Minister of its intention to inject 2 million dollars per year over a five-year period to set up recreation facilities in Inuit villages, this organization is disposed to support the organization of municipal services and the Kativik Regional Government, thus diversifying its budgetary assistance by considering the priorities of the working committee.

The Makivik Corporation will therefore contribute 2.1 million dollars per year.

MUNICIPALITIES

Without a tax system based on landed property while their revenues are derived from taxes collected from the government and private organizations, northern municipalities, on an \$18,089,259 budget in 1989, invested \$442,681 for recreation, which represents 2.45% of the budget. Comparable municipalities south of the 49th parallel invest on the average 5.34% of their total budget for recreation. However, operating expenses and the cost of operating recreational facilities are included in this percentage.

Northern municipalities must increase their revenues to support the development of recreation more adequately. One way of accomplishing this is to make local populations share service costs — for example, by means of a renters' tax or any other means provided by law. In such a case, the government and private organizations that pay taxes would increase in a similar proportion their contribution to the financing of municipal services. Thus, a municipality with a 2-million dollar budget — that would like to increase its services to the population and raise its budget to 2.2 million dollars, or an increase of 10% — could, with a tax system

based on the participation of the population, increase the tax to be paid by the government and private organizations by \$180,000 and ask the population to participate in the amount of \$20,000.

MLCP

Within the usual standards, the regular programs of the MLCP cannot support the catching-up required for the development of recreation. It is therefore recommended that a memorandum be presented to the Treasury Board and the OPDQ, which could appropriate funds from the Canada-Québec Economic and Regional Development Agreement. Initially, it is recommended that 50% of the operating cost of the Kativik Regional Government be financed by funds from this agreement, and the other 50% by the Makivik Corporation.

CONCLUSION

First, this report outlines the situation by describing the actual state of recreation in the Kativik region and the constraints that must be taken into consideration to harmonized the development of this important sector of human activities. It submits an operating strategy and recommendations in order to harmonize, concretely and realistically, the actions of the various partners in this development.

The development of organized recreation is becoming increasingly important for the various Inuit communities. The latter have reached a development stage where they need assistance in recreation as did the municipalities in southern Québec a few years back. At present, without outside human and financial assistance, they cannot reach a level of adequate human and social development with respect to recreation.

We sincerely hope that the content of this report is adopted by the various parties included in it and especially by those concerned,

namely, the Inuit people. We strongly hope it can lead to a better understanding of the Inuit environment and foster the development aspired to by the Inuit people.

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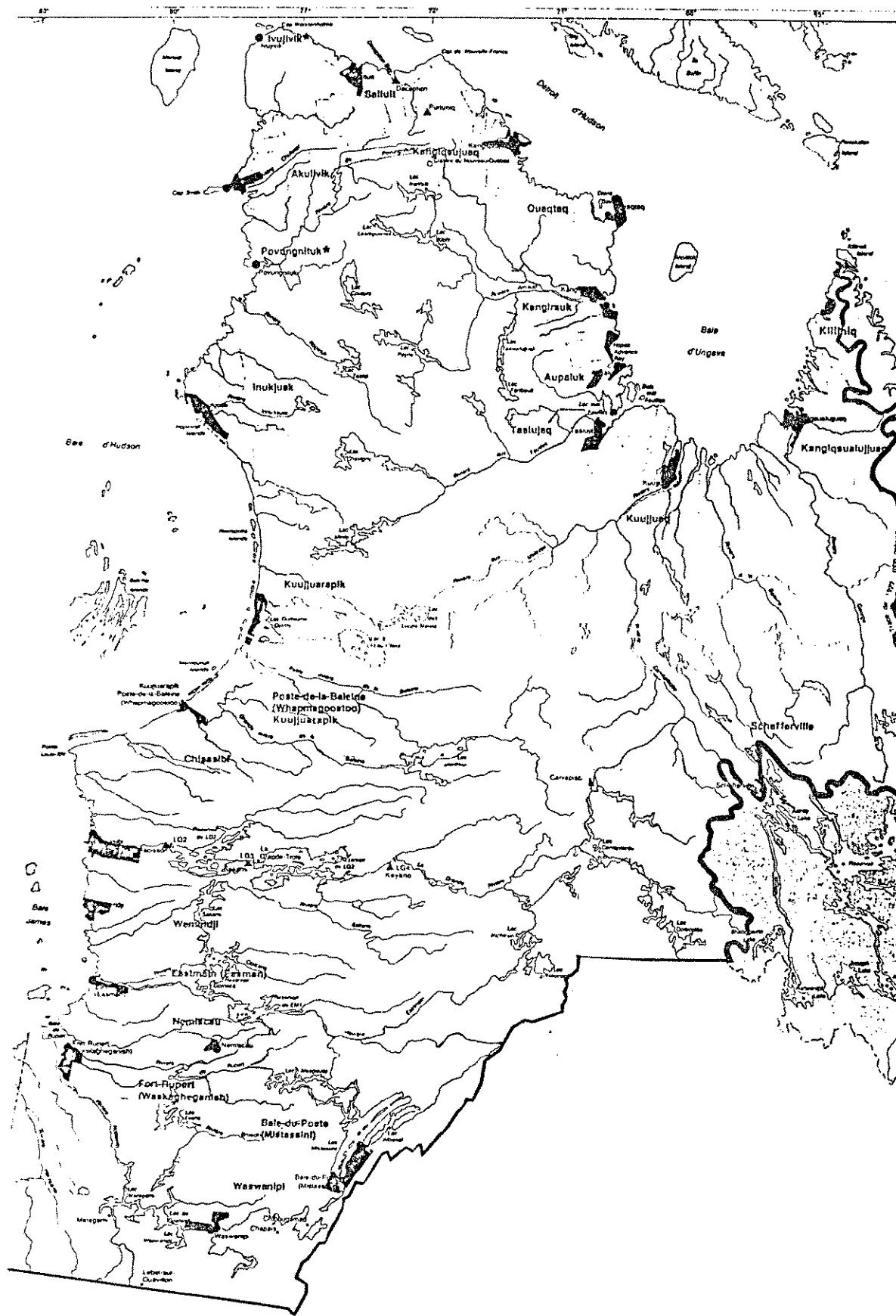
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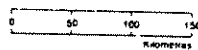
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APPENDIX 1
Kativik Regional Government
&
Northern Quebec Region



1 : 5 000 000



1995, boul. Charest Ouest
 Sainte-Foy (Québec) G1N 4H

APPENDIX 2

Northern Villages Population

NORTHERN VILLAGES POPULATION

<u>VILLAGES</u>	<u>NATIVE</u>	<u>TOTAL</u>
AKULIVIK	319	344
AUPALUK	120	126
INUKJUAQ	812	891
IVUJIVIK	244	251
KANGIQSUALUJJUAQ	446	456
KANGIQSUJUAQ	387	396
KANGIRSUK	317	341
KUUJJUAQ	1 018	1 350
KUJJUAARAPIK	406	430
POVUNGNITUK	873	920
QUAQTAQ	195	205
SALLUIT	676	679
TASIUJUAQ	135	137
UMIUJAO	254	263
TOTAL:	<hr/> 6 202	<hr/> 6 789

N.B. Population au 89/01/01
Informations provenant de l'ARK et des rapports financiers.

APPENDIX 3

Expenses for leisure activities
in the municipalities

Expenses for leisure activities

in the municipalities

<u>Municipalities</u>	<u>1987</u>	<u>1988</u>	<u>Budget 1989</u>
Akulivik	1 323 \$	1 146 \$	2 200 \$
Aupaluk	6 258	20 963	11 085
Inukjuak	8 053	94 846	82 532
Ivujivik	2 192	7 658	7 250
Kangihsualujuaq	18 418	31 788	26 483
Kangihsujuaq	15 966	20 928	22 550
Kangirsuk	25 379	20 414	19 998
Kuujuaq	-	27 242	21 390
Kuujuarapik	137 428	114 219	138 450
Povungnituk	-	-	-
Qaqaq	16 275	16 991	32 343
Salluit	12 539	7 442	67 900
Tasiujaq	3 485	7 801	6 000
Umiujaq	13 248	21 090	4 500
<hr/>			
TOTAL:	Remuneration: 87 361 \$	161 847 \$	179 054 \$
	Others: 173 203 \$	230 681 \$	263 627 \$
	<hr/>	<hr/>	<hr/>
	<u>269 564 \$</u>	<u>392 528 \$</u>	<u>442 681 \$</u>

Roger Bédard
Service des Affaires nordiques et amérindiennes
Ministère des Affaires municipales

Percentage of leisure expenses
allocated by the municipalities on their budget

<u>Description</u>	<u>1987</u>	<u>1988</u>	<u>Budget 1989</u>
Total expenses	14 081 518 \$	16 254 541 \$	18 089 259 \$
 <u>Expenses for</u> <u>leisure activities</u>			
Personnel salary	87 361 \$	161 847 \$	179 054 \$
Others expenses	173 203 \$	230 681 \$	263 627 \$
TOTAL:	<u>260 564 \$</u>	<u>392 528 \$</u>	<u>442 681 \$</u>
% of the total budget	1,85 %	2,41 %	2,45 %

Roger Bédard
Service des Affaires nordiques et amérindiennes
Ministère des Affaires municipales

Percentage of leisure expenses
allocated by the municipalities less than 5000 p. in Québec

<u>Population</u>	<u>Total expenses</u>	<u>Leisure expenses</u>	<u>% of expenses in leisure</u>
0 to 499 (271 municipalities)	41 858 506 \$	2 236 326 \$	5,34 %
500 to 999 (401 municipalities)	116 520 809 \$	6 706 009 \$	5,75 %
1000 to 1499 (222 municipalities)	106 615 161 \$	7 590 205 \$	7,12 %
1500 to 1999 (130 municipalities)	92 082 595 \$	6 774 017 \$	7,36 %
2000 to 2999 (122 municipalities)	155 611 465 \$	15 404 304 \$	9,90 %

Roger Bédard
 Services des Affaires nordiques et amérindiennes
 Ministère des Affaires municipales

APPENDIX 4

Co-ordinating recreational activities in the
Kativik region

**Duties and Functions of a regional organization
for cooperation and support of recreation
in the Kativik region**

1. General Principles

- a) Regional coordination in matters of recreation in Nouveau-Québec (region 10) must be carried out by subgroup. All the Inuit communities represent one such subgroup, and it is on the basis of this subgroup that the task force intends to suggest that special machinery be instituted for regional coordination of the development of recreation.
- b) The Kativik Regional Government is the entity which could act among the northern communities to coordinate and support regional recreation.
- c) The Kativik regional Government, under its powers and bylaws, could set up within itself a recreation committee with a maximum of autonomy, comprising representatives from various partners in the area (Kativik Corporation, Kativik School Board, etc.).

2. Duties and Functions

The members of the task force have chosen the activities listed and classified as follows to constitute the duties and functions of any future organization for cooperation and support of recreation in the Kativik region.

1. Democratic Life; Management and Representation

- meetings of various committees of the regional organizations (priority)
- preparing and adopting plans, and coordinating action (priority)
- representing the organization among the regional partners (priority)

- representing the organization among the provincial partners (priority)
- membership in, and joining the activities combining CRLs (CORLQ) (priority)
- production and distribution of notices and briefs or subjects of regional and provincial scope (priority)

2. Technical Support for those Involved

- training and encouragement of paid and volunteer workers in recreation (priority)
- support for the communities and for recreation workers in preparation of a strategy:
 - support for structuring (priority)
 - support for planning (priority)
 - support for organization (priority)
- offering specialized services (planning, development, management, leadership, consultation, specific research, symposia, etc.) (desirable)
- producing means of intervention for those involved municipally, sectorally and individually in the north (priority)
- cooperation and leadership in bringing to light and solving regional problems (priority)

3. Support for Joint Action

- supporting and regrouping those involved regionally with respect to "recreation" cases for the regional economic summits (before, during and after summits) (priority)
- support for joint endeavours by the schools and the municipalities, especially with regard to facilities (priority)
- support with regard to young people (joint action with those involved to meet the specific needs of young people in recreational organization) (priority)
- supporting cooperation and coordination at the municipal level (priority)
- supporting regional sectoral joint action (sports, culture, outdoors; tourist, socioeducational and scientific recreation) (desirable)
- preparing and managing policies for regional sectoral intervention (priority)
- coordinating means for recommending government programs (priority)

- cooperating with provincial, disciplinary sectoral, multisectoral and other agencies (desirable)
- working with regional partners (CRSSS, school board, Makivik Corporation and others) (desirable) (shared with) (KRG and MLCP) (branch)

4. Communicating and Acquiring knowledge

- learning regional problem trends and making them known among workers (priority)
- exchanges and communications between municipalities and provincial organizations (priority)
- communications policy (priority)
- preparing and distributing a newsletter for those involved (desirable)
- distributing specific information among those involved (priority)
- use of the media --newspapers, radio and TV -- for coordination activities (priority)
- organizing meetings, press conferences, specific information campaigns for certain programs and for coordination activities (priority)
- producing and distributing yearbooks, directories and specific publications for regional resources (desirable)
- managing a documentation centre (priority)

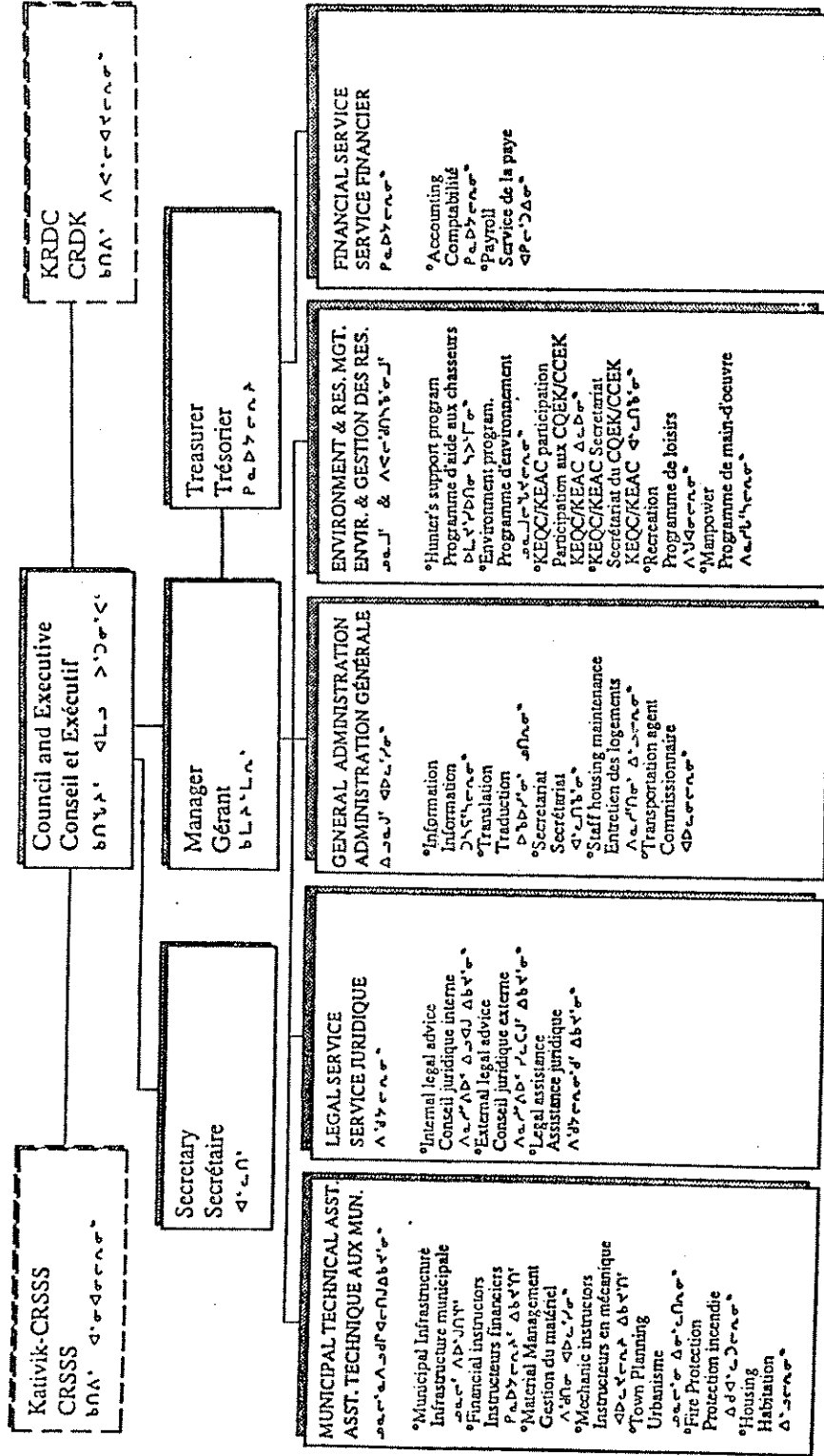
APPENDIX 5

**Kativik Regional Government &
Makivik Corporation organizations**

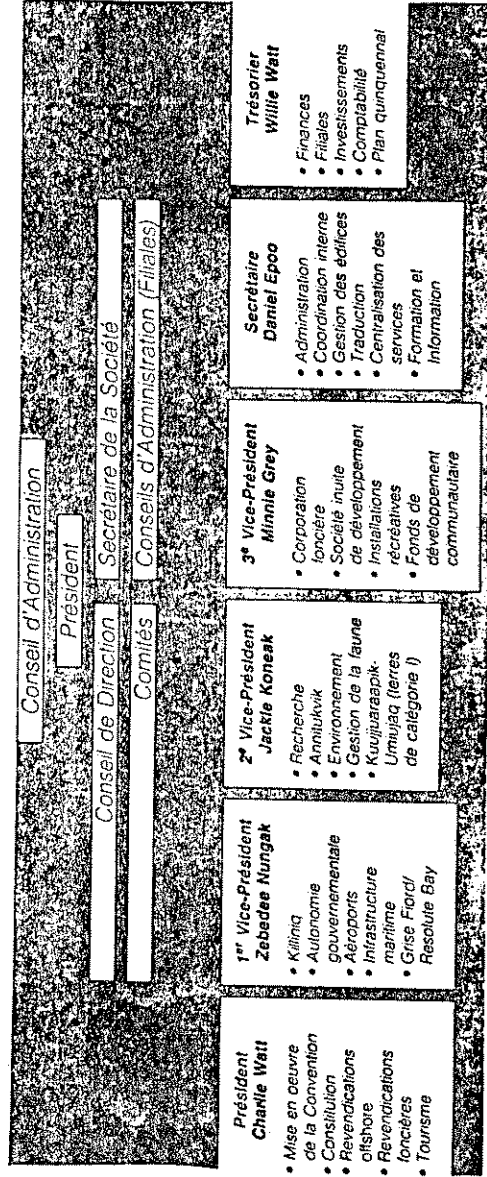


 Administration régionale **KATIVIK** Regional Government

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SOCIÉTÉ MAKIVIK



APPENDIX 6

PROPOSED RECREATION TRAINING PROGRAM

KATIVIK REGION

Manpower Section

Kativik Regional Government

October 1989.

RECREATION TRAINING PROGRAM

KATIVIK REGION

INTRODUCTION:

This training program has been prepared for the upcoming meeting of the Working Group for the Development of Recreational facilities and Services in the Kativik Region. Information was gathered from the Département Techniques d'intervention en loisirs of the Cégep de Rivière-du-Loup which offers a recreation program recognized by Québec at the Cégep level. Information was also obtained from the Arctic College (Aurora Campus, Inuvik, NWT) which offers a Recreation Leader college program adapted to Northern needs. In addition, Lise Bélanger, who once worked in recreation for KRG, was consulted as well as Allan Brown and Jim Delaurier of KSB. The contents of the program detailed in the next few pages is by no means final. A valid recreation program adapted to the needs of the communities must of course be elaborated with the collaboration of the communities, the KRG, along with experts in the field of recreation and its teaching. Such a process of consultation and elaboration can only take place over time and effort on all parts.

As for the level of education to be provided, it would be preferable to take a practical and realistic approach, by opting for College level certificates. The certificates would be developed to concentrate on the aspects of recreation related to northern communities. We looked at the possibility of a standard Cégep level DEC, but this would prove too rigid and not practical for various reasons, i.e. unrelevance of some courses and the obligation to take core philosophy courses, etc.

OBJECTIVES OF THE PROGRAM:

Provide the communities with a trained recreation leader who will be capable of introducing, managing and encouraging much needed recreation activities. In addition, the recreation leader will be capable of operating and maintaining the local recreation infrastructures.

REQUIREMENTS:

There are admission requirements for the candidate as well as the community who is sending the candidate. Involving each community should ensure optimum success of the program. Each community must have arrived at a stage where its leaders recognize the importance of employing a trained recreation leader. The community will be paying the recreation leader either with its budget surplus or part of its tax revenue. The 14 communities of northern Quebec vary in size and population, this implies that their revenue varies greatly from community to community. Take for example, Kuujuaq compared to Aupaluk. The smaller communities may not necessarily afford or require the services of a full time recreation leader. At the present time, Inukjuak and Kuujuarapik are the only communities which hire a recreation leader.

Requirements (Candidate):

- Have some high school education
- Have some exposure to office work
- Personal qualities:
 - have a real interest and commitment to recreation in his/her community,
 - reliable, outgoing energetic, good role model, etc.

Requirements (Community):

- Select the candidate(s) and provide the training institution with a resolution approving of the candidate(s);
- Provide the candidate with adequate support during his/her on the job training sessions;
- Provide a guarantee of employment once the training has been successfully completed. The guarantee of employment should deal with specifics such as status of the employee and expectations of the community.

PROGRAM CONTENT:

The training will consist of both theoretical training provided in a training establishment and on the job training in the trainee's community. The course duration would be of 2 or 3 years. The program should focus on community based recreation activities rather than institutional and commercial. KSB has developed a very interesting approach to teacher training. We should look at this model for the recreation training. It consists of two formal training sessions during the year and on the job training for the rest of the year. The program is individualized and each student works at his/her own pace.

It is important to note that it will be more urgent to train recreation leaders in communities equipped with infrastructures such as arenas and possibly, swimming pools. In Kuujjuaq, Kuujjuamiut Inc. is planning to have a recreation complex built from the Hydro compensation money. The complex may include, among others, an arena and swimming pool. It will be of outmost importance to have a qualified person co-ordinating the activities and maintenance of such a complex.

Here is a list of the main topics to be covered in a recreation leader training program.

Communications

- Oral communication: Inuktitut and English, including public speaking.
- Inuktitut syllabics.
- Basic English writing skills: letter writing, report writing.

Organization of Community Recreation Services

- Funding sources.
- Resource persons, organizations.
- Community recreation.

Recreation Management

- Organization and operation of other recreation based agencies.
- Human resources.
- Planning.
- Legal aspects.
- Marketing.
- Public Relations.
- Basic Finances.

Recreation Programing

- Identifying various clientele.
- Evaluation of recreation needs.
- Elaboration and presentation of projects.
- Scheduling of activities.
- Advertising the projects.

Recreation Activities

- Introduction to various recreation activities (outdoor and indoor) excluding physical education games.

Recreation Infrastructures

- Operation and maintenance of recreation infrastructures.

Leadership

- Leadership at the community level.
- Animating local recreation committees.
- Supervision of personnel.

Physical Education

- Introduction to a variety of physical education activities (hockey, basketball, volleyball, broomball, gymnastics, archery, etc.)
- Introduction to rules of games and sources of information available on games.
- Introduction to equipment required for games and where to obtain it.

Financial Management

- Basic principles of budgeting, bookkeeping, etc.

Social Psychology

- Basic understanding of social and individual behaviour.

CPR and First Aid

- CPR and First Aid course along with description of basic anatomy in order to develop prevention of injuries in sports.

On-the-job Training

- Development of specific recreation projects.
- Summer jobs in recreation within student's community.

LOCATION OF TRAINING:

With the plans of building a recreation complex (equipped with an arena and swimming pool) in Kuujjuaq, this would be an ideal location. However, it is important for the students of the smaller communities to train in sparsely equipped surroundings resembling their own community. Therefore, the training could take place in different communities.

SCHEDULE OF TRAINING:

If we opt for an approach such as the KSB Teacher Training, the schedule is a couple of intensive sessions per year, consisting of in class training and practical assignments. Once the training is completed, it would be imperative to supply follow up services (see below) and punctual meetings between the recreation leaders and a co-ordinator.

TRAINING RESOURCES/INSTITUTIONS:

It will be imperative to provide quality training to the students and this can only be done by studying other recreation programs and experiences. Arctic College has adapted a program to the needs of the North. There are four Southern Quebec Cegeps which offer a solid recreation program leading to the obtention of a DEC. A Northern Quebec program should be worked out with these institutions. It will require that representatives of the Kativik Region (KRG, KSB, communities) define exactly what is required (objectives of such a program) and what is realistic. Once the questions are answered, we can sit down with other educational institutions to plan, co-ordinate and develop a recreation training plan adapted to the northern needs and leading to guaranteed positions.

FOLLOW-UP ON TRAINING:

Such a program requires follow-up services for the successful candidates who will return to their community to work in their field. Without a follow-up and support system, the whole program and its objectives could be wasted. There should be regular meetings between the recreation leaders so they can share experiences and problems. KRG's recreation section must be reactivated so that a Recreation Co-ordinator can be hired to provide the recreation leaders with guidance, problem solving services and support.

FUNDING SOURCES:

The programs which we use on a regular basis are rigid and limit us to select certain classes of candidates: employed, unemployed, social aid beneficiary, etc. It would be preferable to have more flexibility in selecting candidates and funding the program. There are different options which we have yet to look into. One possibility would be to add Recreation Leader to CEIC's skill shortage list. The Ministry of Education of Quebec budget could be used as well.

APPENDIX 7

Makivik Corporation

Community Development Fund

Projects related to Youth activities

and

Community Events

1986, 1987, 1988 & 1989