

Y U K O N 2 0 0 0

HUMAN RESOURCES DEVELOPMENT STRATEGY

This discussion paper reflects the consultants viewpoint. It does not necessarily reflect the Yukon Government viewpoint.

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HUMAN RESOURCES DEVELOPMENT STRATEGY

PART I

Introduction

This paper is part of the YUKON 2000 planning process initiated by the Yukon Government to develop an economic strategy for the territory. Other reports prepared by YUKON 2000 focus on the development of economic opportunities in the Yukon based on the territory's economic structure, natural resources, financial resources, infrastructure, science and technology and eleven industry sectors.

Human resource development is about the people who will make this happen - Yukoners - men and women of all races, the disabled, the young and the not so young.

Economic development opportunities need to be organized in ways which ensure all Yukoners can develop their potential. It is Yukoners who must receive the maximum benefits and Yukoners who must have the opportunity and skills to take full advantage of economic development.

Human resource development involves employers, employees, the unemployed, the self employed and those engaged in non-wage activities. Education, in the broad sense, and specific skills training are the key to ensuring full participation of all Yukoners.

This paper is not a blueprint that cannot be changed, its purpose is to encourage discussion. Strategies will need to be revised and debated further in view of the findings of groups such as the Joint Commission on Indian Education,

land claims agreements, the proposed new Education Act, the implementation of the Government's training strategy and implementation of the Human Rights Act. Consultation with Yukoners will continue to provide information and ideas to improve and adapt the strategy.

The following sections deal with the goals and objectives involved in developing human resources from an economic perspective, strategic directions and recommended actions.

PART II

Developing Human Resources: Goals and Objectives

Human resource development is a priority in identifying, assessing and implementing economic development activities. The major goals of the human resources strategy have this statement as their foundation. The three goals in this area are:

- i) **To maximize economic benefits to Yukoners.** To accomplish this we must find ways to enable Yukoners throughout the Territory to effectively prepare for, adapt to, and participate in changing opportunities in Yukon development. Further, we must ensure the employment of Yukoners in the Territory is a priority.
- ii) **To increase participation and opportunities for Yukoners in all aspects of the economy.** This goal is most relevant to people who are unemployed or trapped in low paying jobs.
- iii) **To remove barriers which prevent people from reaching their full economic potential.** This goal is relevant to all people in the workforce. In the Yukon, as elsewhere in Canada, some segments of the workforce face discrimination regardless of income level and social status.

The following objectives are intended to help make Yukoners better able to compete in the workforce. They also address access to jobs and activity in the non-wage sector.

1. To make Yukon residents the first priority for existing or future opportunities arising from development.

In the past, the Yukon has frequently depended on the skills of imported workers, many of whom only remained in the Territory for a limited period of time. For the Yukon to retain the benefits of an experienced workforce, priority must be given to ensuring that in all aspects of development and employment opportunities are available to Yukoners first.

2. To ensure appropriate training opportunities are available in the Yukon.

Appropriate training will build on existing activities and develop new skills which will equip people for our changing economy. Making training available in the Yukon, in part, means making it available where people will be working and living.

3. To recognize the desire of Yukoners to live in their own communities and increase the participation of rural Yukoners in the economy.

While the mobility of workers should not be discouraged, relocation because of economic change should be minimized. Long term development in rural areas should be a priority to build sustaining communities.

4. To recognize the Indian economy as a viable mode of economic activity and create opportunities for Indians in both the traditional and dominant economies.

An element of the Indian economy is putting social and community goals ahead of profit or other measures of

success as in the dominant economy. Both forms of economic organization benefit Yukon society as a whole and should be encouraged if participation is to improve for Indians.

5. To improve the prospects for youth and increase their participation in the economy.

Young people face an often crowded and discouraging job market. They need assurance development in the Yukon will benefit them by having a commitment they will get training and work experience in the territory.

6. To encourage the participation of women in the economy and recognize the value of work done by them in both the wage and non-wage economies.

The main issues facing women are the availability of work and the level of pay for work done by women. In addition, working conditions, such as child care or flexible hours, are important.

7. To increase the participation of Yukoners with disabilities and improve their income levels.

Frequently, participation of disabled people is equated with access to the work place. This is an important issue but income levels, promotion and advancement, are on par with access when participation is considered. Meeting this objective will require a change in attitudes and perceptions concerning disabilities.

8. To increase the participation of the elderly in the economy and recognize their skills and knowledge as community assets.

Like other participants in the work force, the elderly want choices. Choices for the elderly are limited now by the notion that retirement equals an end to participation in the economy. Choices should be developed which allow old people to be productive as long as they want.

PART III

Directions and Possible Actions for Human Resource Development

A In General

1. Government should give priority to Yukoners in hiring and tendering practices.

To ensure that money, experience and knowledge remain in the territory, Yukon hire must be a priority. The Economic Development Strategy must recognize the long term benefits of investing in Yukoners. To accomplish this, we need to inform Yukoners of all opportunities, recruit Yukoners, evaluate and modify current hiring and contracting procedures, and reassess criteria for employment and contracting eligibility.

Possible Actions

- There is a need for additional monies in order to ensure underqualified people can be included in local hire strategies. Yukon hire cannot be separated from a comprehensive training program based on a realistic projection of employment opportunities in the various sectors.
- Priority to contractors and suppliers with local hiring policies and high levels of Yukon ownership and/or employment could be given in government contracts.

- Preference can be given in procurement policies to joint ventures with Yukon contractors and suppliers where solely Yukon expertise is unavailable.
- Where imported workers are being used and why, should be studied in order to see local training or hiring policies can replace imported workers.
- In order to encourage the private sector to adopt local hire preferences, it is necessary to reduce the amount of administrative paper work required by Government programs. In some cases, provision should also be made to assist employers with administrative costs. The Yukon government could model assistance programs after federal examples.
- The Government of Yukon should explore reciprocal agreements with the Northwest Territories in order to establish a Northern preference hire policy.
- Government could work with unions, business and industry to implement Yukon hire and Yukon wages as in the fair wages policy which the Federal Government has used.

2. Private sector initiatives which provide benefits for Yukoners through local hire, local purchase, and use of local firms should be supported.

Possible Actions

- Ensure information on incentive programs for work experience training and equal participation is readily accessible to the private sector through a government office or through band and community based economic development officers;
- The Yukon Chamber of Commerce, other business and industry associations, Indian corporations and the federal and territorial government can cooperate to prepare an inventory of businesses interested in joint ventures and publish a directory in conjunction with the Yukon Business Directory. Advisory and support services can also be provided to joint venture companies to facilitate this action.
- Private sector organizations can examine their activities to identify opportunities for joint ventures, staff and executive exchanges and on-the-job training.

3. Human resources strategies should be an essential part of all development projects when funding over a certain level is given by government.

Just as government does for environmental concerns or financial agreements, government should ensure developers meet the goals of Yukoners in the economy. Financial assistance to industry, when over a certain level, could be conditional to meeting employment and training targets.

Possible Actions:

- Government of Yukon can include requirements for human resource development plans, monitoring and evaluation in terms and conditions related to development agreements, contracts and permitting activities over a specified value.
- The Yukon Government can form a staff unit to provide seminars, advice and consulting services to assist Yukon employers to assess human resource needs, and design and implement plans to meet these needs.
- Recognition and reward mechanisms for individuals and organizations which show initiative in human resource development can be established.
- The Yukon Government can explore mechanisms to provide incentives and/or preferential contracting to Yukon businesses which are actively and effectively engaged in human resource development.

4. All major economic programs should be assessed at the design stage to make sure they benefit all groups.

Economic initiatives and activities need to be assessed and designed so choices can be made which answer questions such as:

- What opportunities does this activity offer for Yukoners to develop skills and experience?
- What opportunities does this activity present to broaden the base of participation of Yukoners?

- How can this activity promote participation among Yukoners who previously have not been well represented in this type of work?
- How can this activity promote economic strength and stability in the rural communities?

Possible Actions:

- The Yukon Government can ensure, as part of the annual budgeting process, that program plans are reviewed for their impact on and opportunities created for Indian people, women, youth and people with disabilities.
- The Yukon Government can review all employment creation and economic development programs to identify training opportunities. Government can then allocate financial and other resources to allow incorporation of training and work experience programs.

5. Decision making responsibility should be extended to the communities, under-represented groups, and trainees for the design and delivery of job and training programs.

By involving members of client groups at an early stage in the design of economic programs, the Yukon Government can improve effectiveness, relevance and efficiency of these programs, minimize administrative burdens and simplify access to program users.

Possible Actions:

- For all upgrading, training and employment

development programs, involve members of client groups in design and delivery of the programs.

- In order to enhance community involvement, the Government can transfer greater responsibilities to communities for Community Learning Centres along with the required support for community based management.
- Yukon College can support and encourage increased opportunities for the Community Learning Centre Advisory Committee members and staff to learn from each other through regular workshops and meetings, and from participation in in-service training programs.
- The Departments of Education and Community and Transportation Services can work with communities to explore resources which could be made available to communities through advances in communication technology.

6. Special programs should be encouraged to overcome barriers to participation.

Some groups have historically benefitted little from economic activities. In the short term, it may be advantageous to have programs designed to redress the under-representation of these groups in the economy.

Possible Actions:

- The Government of Yukon can promote affirmative action in the private sector by sharing the government's plans and results of the Positive Employment Program.

- The Government can continue to provide leadership in developing and supporting initiatives such as the in-house apprenticeship training program, the experience program, action plan for women, and Department of Health and Human Resources work experience placement program.
- The Department of Education can explore approaches to include basic information about the Yukon economy and the world of work in the school curriculum in primary grades to encourage young people to develop career interests and goals before they make choices to leave school.

B Training

Many Yukoners will need preparation for more than one kind of work in their lives. To meet this challenge, the Yukon needs especially responsive and flexible mechanisms to prepare Yukoners for work and business opportunities. The Yukon needs to actively approach the matching interests and abilities to anticipated labour market demands. Some keys to timely and effective training for Yukoners include improved information, communication, co-ordination and co-operation among participants in both private and public actors.

Flexible and responsive training approaches, information systems to assist with career planning and supports to promote accessibility for Yukoners under-represented in the work force are mechanisms for preparing Yukoners to fully participate in changing opportunities. The Government of Yukon Training

Strategy report offers a number of directions that might be taken. Some of these are included here.

7. Training should be designed to include skills which can be transferred into other occupations or jobs.

In this age of rapid changes, people are likely to experience job changes during their working years. That makes adaptability a key factor in the economy. Yukoners need core skills: communication skills, interpersonal skills, technical skills and others. On that basis of core skills, training should then add specialized occupational skills.

Possible Actions:

- Training courses offered by Yukon College can increase emphasis on developing transferable skills.
- Future opportunities within individual organizations based on the organization's business plans can be identified and current employees prepared through on-the-job training, sponsored education leave and/or apprenticeships to fill those positions.

8. Training programs should be geared to areas where jobs are most likely to be in demand in the future.

Training programs should reflect the job opportunities likely to be available in the Yukon economy based on local, national and world trends.

To help determine territorial training needs, the Yukon Government can assist key industry and business sectors

to establish training institutes. These institutes, made up of representatives of business and industry, can provide current information and feedback in the development and promotion of training programs and human resource development planning.

Possible Actions:

- Yukon Government and industry training institutes can forecast labour demands and skill shortages in specific sectors, based on past experience and planning for the future.
- Industry training institutes can identify training requirements, which include skill upgrading, work experience, on-the-job training, formal course work and apprenticeships, and make program recommendations to the Department of Education, Yukon College and Community Learning Centres.
- Industry training institutes can work with governments to ensure employers in each sector are aware of training and employment development incentive programs.
- Training programs and seminars for employees or other workers upon whom an industry organization depends (such as the prospector courses sponsored by the Chamber of Mines) can be supported and sponsored.

9. People in training programs should get the support needed to enter and successfully complete their programs.

In order for training programs to be successful, support services should include child care, financial help, accommodation, counselling and, where possible, access to training in home communities.

Possible Actions:

- Change Student Financial Assistance Act to address areas such as part time study, child care and transportation.
- Provide child care at the new Yukon College and Community Learning Centres.
- Explore options for student family accommodation in Whitehorse.
- Communities and bands work with schools and Community Learning Centres to support increased use of available education and training facilities.
- Increase the use of mobile training units in communities.
- Provide tutors for students with special needs or critical areas of difficulty.
- Include student counselling services with regular visits to on-the-job training and work sites.
- Scholarships and bursaries for students in upgrading and training programs can be encouraged and directly sponsored.

- Mechanisms for developing employee sponsorship or matching "buddy" systems with students/trainees to provide advice, work experience and other forms of encouragement for youth and individuals under represented in the workforce can be developed.

10. Training programs should be flexible and responsive to trainees.

The location and timing of training should suit trainees and employers.

Possible Actions:

- The Yukon Government can work with Yukon College to establish a separate budget unit to permit rapid development and delivery of purchased programs in response to identified need and program sponsorship. Revenues from purchased programs then can be applied directly to the costs of developing and delivering these programs, circumventing the slower regular budgeting process.
- Core funding is required for an office to co-ordinate existing resources for these training programs and to publicize and market the new "training shop" capability of Yukon College to potential program sponsors in private and public sectors.
- Work with unions to stop trainees from being subjected to "last hired-first fired" practices.
- The private sector can keep informed about, and

take advantage of, training and employment development incentive programs and provide constructive feedback to sponsoring agencies to improve the effectiveness of these programs.

11. Using the knowledge and skills of imported workers should be encouraged as part of training for Yukon residents.

Possible Actions

- Unions and the Apprenticeship Board can work together to set priorities for training Yukoners to replace regularly imported trades people and to develop innovative approaches for facilitating this transfer of skills by, for example, establishing required ratios of apprentices to journeymen.

C At Work

12. Job requirements should reflect the skills and abilities needed to do the job instead of focussing on education as the main qualification.

People, through job and personal experience, can become qualified to do many jobs. But sometimes formal qualifications are attached to jobs which exclude people who can do the work.

Possible Actions:

- Employers in private and public sectors can review

recruiting and hiring policies and procedures to avoid "credentialism".

- The Yukon Government can show leadership by promoting opportunities for flexible work hours, leave arrangements and pro-rated benefits for part time and casual workers. The government can also encourage the private sector to do this by exploring the benefits to organizations and individuals.

13. Flexible patterns of work should be encouraged.

Flex-time (starting or quitting a day's work at a different time to meet other obligations), part-time work, and seasonal work should be promoted.

Possible Actions:

- Flexible working arrangements, job sharing and leave arrangements to promote and enable individuals to undertake training and upgrading can be pursued.
- Additional ways to apply study and work rotations can be addressed.

14. The number of entry level jobs should be increased for first time workers and people returning to the work force after some absence.

Increasing the number of entry level jobs is especially important for youth as they experience greater difficulty obtaining job experience and permanent jobs. This direction will also benefit those who have been involved in non-wage activity, such as traditional or

subsistence work and housework, and want to work in the wage economy.

Possible Actions

- Yukon Government can review job classifications and qualifications and reclassify jobs where appropriate to increase the number of entry level positions. Underfilling of positions in conjunction with training can be encouraged where appropriate.

- Large private sector employers can be encouraged to increase the number of entry level positions.

D Promoting Equality of Opportunity

In order for the Yukon to achieve its development potential, the participation of all Yukoners is required. Anything that hinders the full participation of Yukoners represents a potential waste of the Territory's valuable human resources. But these hindrances are not always dealt with.

In many cases, those who recognize the impediments to participation and the changes needed, are those who themselves face the barriers, not those who have the authority and control for implementing change.

This section suggests some approaches to promote awareness of barriers and to facilitate change simply require modifications or alterations to existing

practices. Others require special efforts for a period of time.

15. Job-related support services should be developed and promoted in rural areas of the territory.

These include career counselling, child care, and personal counselling.

Possible Action:

- A mobile career office operating on a rotating basis in all Yukon communities can assist in increasing community members' knowledge of available options, assist in assessing individual aptitudes and abilities, provide encouragement regarding career decision making and act as a resource to schools and Community Learning Centres.

16. The communication of program and job information should be improved in the rural areas.

The communities need fast and accurate information on jobs and training programs. The remoteness of communities makes the usual vehicles for getting this information, like newspapers, inadequate.

Possible Action

- All job information should be advertised through bands, community networks and government, to ensure communities outside of Whitehorse have information visibly posted. Modern communication methods should be explored to determine the best method for information transfer.

17. Programs to increase Indian participation in both the traditional economy and dominant economy as entrepreneurs, employees, and employers should be developed.

Indian people, while participating in the dominant wage economy, frequently incorporate aspects of traditional economic activities characteristic of their cultures. The result is a distinct "Indian economy". Also, for many native people, community and family based activities reflect organizational patterns and relationships which are different from those in the dominant society and affect the ways in which Indians participate in the economy.

Therefore, while this Indian economic system incorporates many aspects of the work lifestyle adopted by other Yukoners, it has unique features. It is recognized this must be taken into account and form part of Yukon's economic strategy.

Possible Actions:

- The federal and territorial governments can give consideration to the proposal to fund economic development officers for each band, The officers would report to and be hired by the Bands.
- Yukon and federal government departments can review their criteria for employment and business development funding, to increase the effectiveness of these programs for Indian economic development.
- Bands and the Council of Yukon Indians can work

together to identify the types of skills and knowledge which will be required to develop and manage new opportunities arising from land claims settlements to start preparing Yukon Indians and other Yukoners for these responsibilities.

- The Yukon Government can aggressively pursue the recruitment and training of Yukoners for key staff positions, especially Indian Yukoners, who know and understand the Indian economy and the particular needs of Yukon Indians.
- Yukon and Federal governments, Council for Yukon Indians and Indian corporations can assess their experience in recruiting and training of Indian people to identify elements of success which can be used by the Government of Yukon and other employers in the Yukon.
- Unions can continue to explore and implement methods of working with Indian people to promote experience and share knowledge, in recruiting Indian people to membership and by examining possibilities for dispatching members on a local community priority basis.
- Governments and Indian organizations can work together to develop ways to recognize and improve the visibility of successful Indian enterprises, individuals, and successful joint ventures and employers in the dominant economy. This publicity, with an emphasis on success and achievement, can assist in changing attitudes and provide role models.
- Yukon and Federal government departments, with

input from users, can review and revise administrative and reporting procedures for programs promoting equal participation of Indians with a view to making these procedures less cumbersome for program users.

18. Initiatives of Indian people which enhance their traditional cultural, social and economic activities should be encouraged.

The existing strengths of Indian people and promising areas for economic development can serve as a base for encouraging social and cultural values. But ways to use and promote these values should not be limited to particular activities.

Possible Actions:

- The federal and territory Governments, Council for Yukon Indians and Indian corporations can work together to provide expertise and funding to conduct market studies specific to the Indian economy in the Yukon. Sectors identified for priority attention are tourism, manufacturing, cultural arts and renewable resources.
- Expertise can be shared between organizations from different communities, between the dominant and Indian economy, between older workers and youth and between the sexes.
- Employers can review personnel policies to recognize that, unlike many non Indian employees, Indian employees often have extended family and community networks in the Yukon. Associated with

this are family and community obligations which may necessitate flexible personnel policies.

19. Job opportunities should be created for youth which include training on-the-job.

As the Yukon has a relatively high number of youth, it will be essential to ensure that there are an increasing number of job opportunities for these young people. To become active participants in the economy, Yukon youth need opportunities to become familiar with different types of jobs available, information regarding labour demand and training opportunities, assistance in career planning and opportunities to gain job readiness skills, on the job training and work experience. In particular, youth in rural areas must be assisted to find local employment and training opportunities.

Possible Actions:

- The Government of Yukon in conjunction with the Canada Employment Centre and local employers can continue and expand summer employment opportunities for youth and ensure support for co-ordination of such programs in both rural and urban areas.
- The Government of Yukon can attempt to involve youth in programs like training through experience, in-house apprenticeship programs, and study/work programs at the secondary school level.
- The Department of Education can enhance career counselling in all communities through individual counselling, continuing career days and

encouraging the participation of local employers in meeting with students to discuss local job opportunities and job requirements.

- All levels of government, including municipal governments, can ensure youth are involved in planning through participation on Boards and committees at both the community and government level.
- The Yukon Government, Department of Statistics, can develop a data base on youth employment, numbers of youth entering the work force on an annual basis, types of work and number of unemployed for use in program planning.
- The federal and territorial governments, Chambers of Commerce and Service Clubs can jointly encourage and support initiatives by youth wishing to establish small businesses. Support might include financial incentives and business counselling.
- In order to ensure that the economic opportunities for youth are fundamental to all planning procedures, the Yukon Government could establish a Youth Secretariat to co-ordinate the initiatives suggested above.

20. Women should be paid fairly for their work in the wage economy.

The dominant economy is based on historical societal structures, patterns and relationships in which wage earners were primarily male with a wife in the home who managed domestic affairs. Women traditionally were not

seen as primary wage earners and often did jobs which resembled the unpaid work done in the home. The current situation of Yukon women in the work force no longer reflects the old assumptions on which the world of work was designed. Yukon women are working for wages in large numbers, however, statistically they are paid less than male counterparts, and continue primarily to be employed in jobs which are traditionally seen as "female".

Possible Actions

- In order to make successful initiatives directed at women, the Government of Yukon must substantially support the development of accessible, reasonably priced and quality child care through appropriate legislation and financial support.
- The Department of Education can work with women's organizations to identify training programs of priority interest to women, to determine ways of providing these programs on a part-time or full-time basis in the communities.
- The Department of Economic Development, Women's Directorate and Department of Education can work with CEIC, Department of Regional Industrial Expansion and the Federal Business Development Bank to develop programs for women in business and to develop methods for increasing women's access to credit.
- The Yukon government, in particular the Women's Directorate and Bureau of Statistics, can develop a comprehensive data base on women's participation

in the labour force which includes full-and part-time employment, participation in seasonal employment, wage levels, types of occupations and levels of unemployment. This data should be shared with all public and private organizations and used as a base in planning affirmative action strategies and economic development opportunities.

- The Yukon Government can sponsor workshops and conferences to bring women throughout the territory together to share information and resources related to women in the Yukon economy.

21. There should be access to training and job opportunities for the disabled.

Yukoners with disabilities and members of their families who choose to remain in the Yukon face special challenges. Relatively small numbers of disabled Yukoners limit the range of special services and programs available. Attitudinal and physical barriers limit access to work, educational and social opportunities. Often a disability means incurring additional costs while reducing opportunities for earning income.

To enhance opportunities for disabled Yukoners, actions can be taken to improve accessibility and flexibility of existing services and facilities and to ensure the needs of disabled Yukoners are considered and incorporated into new initiatives and programs.

Possible Actions:

- The Government of Yukon can increase the

flexibility and accessibility of training programs.

- In view of the role of the Yukon Rehabilitation Centre which offers training to both Vocational Rehabilitation Services clients and those with special needs in the community, funding by the Government of Yukon must be sufficient to support the level of service required.
- Community and Transportation Services can explore options for providing incentives for retro-fitting older buildings to make them accessible to the physically disabled and for ensuring that new buildings are accessible.
- Governments and voluntary organizations can work together to find ways of recognizing and publicizing the achievements of disabled individuals in order to provide role models.
- The Yukon Government can continue efforts to collect and analyze information on the numbers of disabled Yukoners, types of disabilities and needs of disabled Yukoners.

22. The elderly can assist both in the informal and formal training of younger members of society.

Government should support initiatives which encourage this to happen.

The skills and experience of the Yukon's older workers and retired people must be utilized if the Yukon is to be viewed as a place to remain in the long term. Approaches to opportunities for seniors follow two

directions: enhancing opportunities for Yukon seniors to share their knowledge and experience to the benefit of Yukoners in general; and enhancing the desirability of the Yukon as a place to live well into old age.

Possible Actions:

- Governments, Chambers of Commerce and Bands can explore the feasibility of employing senior citizens to assist youth with on-the-job training and learning traditional skills.
- Unions and employers can continue to explore opportunities for matching apprentices and trainees with older workers both to facilitate the learning of the younger worker and to reduce the physical demands of some jobs on the older worker.
- The territorial and federal governments can ensure that seniors are represented on Training Institutes, advisory committees and boards in order that their skills and experience can be utilized.

PART IV

Conclusion

This strategy has been prepared to identify approaches to ensuring that economic development in the Yukon promotes equality of opportunity for all Yukoners and maximizes benefits to Yukoners.

The actions proposed require commitment and co-operation from all sectors in society. In addition, Yukoners are asked to continue to discuss human resources development and to continue suggesting new approaches to ensuring that all Yukoners can participate in the economic future of the Territory.