

LEGISLATIVE ASSEMBLY OF THE
NORTHWEST TERRITORIES
5TH COUNCIL, 32ND SESSION

RECOMMENDATION TO COUNCIL
NO. 9-32

TABLED ON JANUARY 25, 1966



23rd November, 1965.

Confidential - Not for
release before tabling
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of Council.

NORTHWEST TERRITORIES

RECOMMENDATION TO COUNCIL NO. 9
(First Session, 1966)

CARE OF THE AGED

DISPOSITION

Accepted as Read.....
Amended.....See Text
Rejected.....See Text
Deferred.....See Text
Not Considered.

CARE OF THE AGED

PART I

I. Request

At the 30th Session, the Council of the Northwest Territories directed that the Administration prepare for the next regular session of Council a proposal for the development of a comprehensive program for the care of the aged of all ethnic groups in the Northwest Territories, the program to include construction of physical facilities as well as other types of services. (Proposal, Page 238.)

II. Introduction

The number of older people in the population of Canada is increasing rapidly. Medical science and improved living conditions are lengthening the life span of the average citizen and magnifying the problems of aging in our society. In all parts of Canada there is a growing realization that more must be done to assist elderly people to achieve a satisfying existence when their productive years are over.

On the basis of available information, it is estimated that there will be more than 242 people over 55 years old, representing all ethnic groups in the Northwest Territories, who will require care in varying degrees during the next five years. This figure is broken down roughly as follows:

Eskimos

A Northern Administration Branch survey of housing in the eastern Arctic conducted in the summer of 1964 revealed 95 Eskimos of 65 years and over. The survey indicated that most of these older Eskimo people are being cared for by their families on a standard that is normal for the area.

This is true to a great extent of the Eskimo people of the Arctic coast of the Mackenzie District. In the high Arctic the majority of the people are living off the land, and the extended family which forms the basic economic unit, still includes grandparents. The number of Eskimos in the M.D. estimated to require care in next 5 years. /numbers 35.

In the lower Mackenzie Valley the aged population at the present time consists almost entirely of Treaty Indians who are in the first instance the responsibility of the Indian Affairs Branch. Most of the people in this group exist on a hunting and trapping economy. The activities of this type of livelihood are such however that they can be carried out by fairly elderly people but only where they are in good health.

Those who are in poor health are cared for by various medical facilities, such as T.B. sanatoria or chronic care hospitals. This leaves a marginal group whose health is reasonably good or at least not poor enough to warrant admission to a medical institution and who do not have families to turn to in their advanced years. This group numbering about 125 constitutes a major part of the problem in the care of the aged Indian groups in the North.

Others

In the southern Mackenzie District there is in addition to the Treaty Indians, a sizeable group that is non-Indian and non-Eskimo, numbering approximately 6,000. The older segment of this group, numbering approximately 200 people who are the responsibility of the Government of the Northwest Territories contains a large number of former prospectors, trappers and labourers who have chosen to live

A Capital Costs - Yellowknife Hostel

1. Land, building, fixed equipment	\$117,000	
2. CM&HC mortgage at 90% of total	105,300	
3. Remainder of capital cost		11,700

B Equipment and Supplies

33,000

Total 44,700

C Annual Operating Costs

1. Cost shareable with CM&HC

a) Services (heat, light, etc.)	5,700	
b) Replacement reserve	650	
c) Maintenance	2,000	
d) Insurance (liability and fire)	500	
e) Amortization	7,000	
f) Supervisors' and Housekeepers' Salary	10,000	(5,500; 4,500)

Total 25,850

g) Less income from residents	11,340	
h) Deficit	14,510	
i) N.W.T. Government 50% share of deficit		7,255

2. Costs not shareable with CM&HC

a) Food (750 x 15)	11,250	
b) Cook's and Assistant's Salary	7,800	(4,200; 3,600)

Total 19,050

c) Less income from residents	21,060	7,255
d) Surplus on kitchen operation	2,010	2,010
Total Territorial Operating Deficit		5,245

D Note

The initial capital expenditure (not shared by CM&HC) is \$44,700 and \$5,245 is required annually to cover the operating deficit. *CM&HC can share losses in lodging residents, but not in losses incurred in feeding them. The usual ratio of food costs to lodging costs is 65-35. Assuming 15 residents pay \$180 per month, (\$6.00 per day) annual income is \$32,400. This yields \$21,060 to be applied to food costs and \$11,340 to be applied to lodging costs.

E Services

1. Contracts for 4 part-time Homemakers (calculated at a rate of \$1.50 per hour, 4 hours per day, at an estimated 300 hours per year)		7,200
2. Boarding Home Care (approx. 6 persons at \$70 per month for 12 months)		5,000
Total		12,200

F Recoveries

1. Homemaker's from Unemployment Assistance, IAB & NAB	4,200	
2. Boarding Home Care from Unemployment Assistance and IAB & NAB	<u>3,000</u>	12,200
Total	7,200	<u>7,200</u>
Cost of Services to Territorial Government		5,000
Total Cost Territorial Construction, Operating and Services		54,945

G Note re Services

50% of the expenditures of the Territorial Government for these services are recoverable under the Unemployment Assistance Act. 100% of the cost of Homemaker and Boarding Home Care for Indians and Eskimos is recoverable from Indian Affairs and Northern Affairs. As the number and status of the persons who will receive these services is not predictable the amount recoverable is approximate only.

YEAR II - 1967 - 68

1. No new construction would be undertaken this year although the N.W.T. Low-Cost Housing Program would be available to meet the need for single unit dwellings.
2. Provision would be made for hiring additional part-time Homemakers and extending Boarding Home Care.

A Operating Costs - Yellowknife Hostel

Same as preceding year except deficit increases from \$5,245 to \$5,374 owing to annual increments in staff salaries.

Total Territorial operating deficit	\$5,695
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B Services

- | | |
|---|--------------|
| 1. Contract for 6 part-time Homemakers | 10,800 |
| 2. Boarding Home Care (approx. 7 persons at \$70 per month) | <u>5,880</u> |
| Total | 16,680 |

C Recoveries

- | | |
|--|--------------|
| 1. Homemakers from Unemployment Assistance | \$4,500 |
| 2. Boarding Home Care from Unemployment Assistance | <u>3,500</u> |
| Total | 8,000 |

Cost of Services to Territorial Gov't.	8,680
Total Territorial Operating Cost	<u>14,375</u>

YEAR III - 1968-69

- (1) No new construction this year but the Low-Cost Housing Program would continue to meet the need for single unit dwellings.
- (2) The Homemaker Service and Boarding Home Care Programs would be expanded.

A Operating Costs - Yellowknife Hostel

Same as preceding year except for increase in operating deficit owing to salary increments.

	5,695
	6,145

B Services

- | | |
|---|--------------|
| 1. Contract for 8 part-time Homemakers | \$14,400 |
| 2. Boarding Home Care (approx. 8 persons at \$70 per month) | <u>6,720</u> |
| | 21,120 |

C Recoveries

1. Homemakers from UAA	4,800
2. Boarding Home Care - UAA	<u>4,000</u>
Total	8,800

Cost of Services to Territorial Gov't \$12,320
 Total Territorial Operating Cost 18,465

YEAR IV - 1969-70

The Low Cost Housing Program will continue to meet the need for single unit dwellings for the aged.

A Operating Costs - Yellowknife Hostel

Same as preceding year except for increase of \$450 in operating deficit owing to salary increments \$5,595

B Services

1. Contract for 8 part-time Homemakers	14,400
2. Boarding Home Care (Approx. 8 persons at \$70 per month)	<u>6,720</u>
	21,120

C Recoveries

1. Homemakers from UAA	4,800
2. Boarding Home Care from UAA	<u>4,000</u>
	8,800

Cost of Services to Territorial Gov't. \$12,320
 Total Territorial Operating Cost 18,915

YEAR V - 1970-71

(1) It is proposed in this year to construct two small 8 bed hostels, one at Hay River and one at Fort Simpson. These hostels would not have dining room facilities; residents would prepare their own meals with the assistance of the couple in charge of the hostel.

(2) Other services would be maintained at the same level as the previous year.

A Capital Costs - Hay River Hostel

1. Land, building, fixed equipment	45,000
2. C.M.&H.C. mortgage at 90%	40,500
3. Remainder of capital cost (Territorial)	4,500

B Equipment and Supplies (beds, chairs, etc.) 14,000

Total 18,500

C Annual Operating Costs - Hay River Hostel

Costs Shareable with C.M.&H.C.

a) Services (light, heat, etc.)	3,500
b) Replacement reserve	300
c) Maintenance	1,500
d) Insurance (fire, liability)	200
e) Amortization	2,500
f) Manager's salary	<u>6,000</u>

Total 13,800

g) Less income from residents *	2,640.	
h) Deficit	11,160	
i) N.W.T. Government - 50% share of deficit:		5,530

* NOTE:

Income from rent is based on 50% of the residents being able to pay the basic monthly rent of \$55.00. As the residents buy and prepare their own food, total income from rent may be applied to lodging costs. This amounts to 4 x \$55.00 x 12 = \$2,640.

D The same estimate of construction costs apply to the Fort Simpson Hostel 18,500

E The same estimate of operating costs apply to the Fort Simpson Hostel 5,530

F Operating Costs - Yellowknife Hostel

Same as for preceding year except for increase in operating deficit owing to staff salary increments 7,045

J Services

1. Contract for 8 part-time Homemakers	\$14,400
2. Boarding Home Care (Approximately 8 persons at \$70.00 per month)	6,720
	\$21,120

H Recoveries

1. Homemakers for JAA	4,800
2. Boarding Home care from UAA	4,000
	\$8,800

Cost of Services to Territorial Government	\$12,320
Total Territorial Cost of Construction, Operating and Services	67,425

Total Cost to Territorial Government (Construction and operation) over five-year period \$176,483

Total Cost of Program over five years including construction and operation \$579,919

Recommendations

It is recommended that:

1. A medium sized hostel be built in Yellowknife in 1966 as outlined above. This unit, for the care of those aged persons who can no longer maintain themselves independently, should have sufficient land surrounding it to permit the construction later of single unit dwellings for those old people who do not require hostel care but do need some assistance with meals. The site should be close to the hospital and shopping area.
2. Two Homemakers be recruited in Yellowknife and one each for Fort Smith and Hay River for the first year.
3. The Homemaker Service be expanded in 1967-68 and 1968-69.
4. Two small hostels for the aged by built in 1970-71 (one at Hay River and one at Fort Simpson).
5. The tentative five-year plan be re-examined in one year's time to assess progress and to re-adjust objectives and timing as experience or other necessity dictates.

PART II

FIVE YEAR PROGRAM FOR THE DEVELOPMENT OF SERVICES AND FACILITIES FOR
THE AGED IN THE NORTHWEST TERRITORIES

The following is an attempt to project on a year-to-year basis, over a period of five years, the capital, staff, and operating costs of a comprehensive program of services and facilities for the aged in the Northwest Territories. Certain assumptions have had to be made in order to deal with the complex matter of continuing federal responsibility for Indians and Eskimos. These assumptions were:

- (a) Indian Affairs and Northern Affairs would agree to use any Territorial facilities that might develop. This has been confirmed.
- (b) Northern Affairs and Indian Affairs would continue to expand their Low Cost Housing Programs, their Boarding Home Programs, and would agree to utilize Territorial Homemaker Services at their own expense, as appropriate.
- (c) That any plans on the part of Indian Affairs or Northern Affairs to construct institutional facilities in the North would be discussed first with the Territorial Government in the interests of co-ordination, and would be open to persons in all three ethnic groups.

The group of aged persons in the Mackenzie District who will require some degree of care during the next 5 years is estimated to number 242. Of this group, approximately 35 are Eskimos, 125 Indians and 82 are "others". The following tabulation shows how many the existing facilities and services can accommodate.

Total number of aged persons in the group		242
Accommodated in boarding homes	45	
Accommodated in institutions	13	
Cared for by relatives	<u>80</u>	
	Total	138
Deficit of accommodation		<u>104</u>
		242

To be provided for through:-

Existing institutions	44
Proposed hostel, Yellowknife	22
Proposed hostel, Hay River	8
Proposed hostel, Fort Simpson	8
Expanded Homemaker Service	41
Expanded Boarding Home Care	32
Independently in Low Cost Housing	
	Units <u>86</u>
Total	242

YEAR I - 1966-67

This year it is recommended that priority be given:

- (1) to construction of a 15 bed hostel at Yellowknife open to persons of all ethnic groups needing this type of care.
- (2) inauguration of Homemaker Services (two at Yellowknife, one each at Hay River and Inuvik available to all ethnic groups.
- (3) to the extension of single unit dwellings for aged persons in the "other" group under a Territorial Low Cost Housing Program.

A Capital Costs - Yellowknife Hostel

1. Land, building, fixed equipment	\$117,000	
2. CM&HC mortgage at 90% of total	105,300	
3. Remainder of capital cost		11,700

B Equipment and Supplies

33,000

Total 44,700

C Annual Operating Costs

1. Cost shareable with CM&HC		
a) Services (heat, light, etc.)	5,700	
b) Replacement reserve	650	
c) Maintenance	2,000	
d) Insurance (liability and fire)	500	
e) Amortization	7,000	
f) Supervisors' and Housekeepers' salary	10,000	(5,500, 4,500)
Total	25,850	
g) Less income from residents	11,598	
h) Deficit	14,252	
i) N.W.T. Government 50% share of deficit		7,126
2. Costs not shareable with CM&HC		
a) Food (750 x 15)	11,250	
b) Cooks, Assistant's salary	7,800	(4,200, 3,600)
Total	19,050	
c) Less income from residents	21,252	7,126
d) Surplus on kitchen operation	2,202	2,202
Total Territorial operating deficit		4,924

D Note

The initial capital expenditure (not shared by CM&HC) is \$44,700 and \$7,402 is required annually to cover the operating deficit. * CM&HC can share losses in lodging residents, but not in losses incurred in feeding them. The usual ratio of food costs to lodging costs is 65-35. Assuming 15 residents pay \$180 per month, (\$6.00 per day) annual income is \$32,850. This yields \$21,252 to be applied to food costs and \$11,598 to be applied to lodging costs.

E Services

1. Contracts for 4 part-time Homemakers (calculated at a rate of \$1.50 per hour, 4 hours per day, at an estimated 300 hours per year)		7,200
2. Boarding Home Care (approx. 6 persons at \$70 per month for 12 months)		5,000
Total		12,200

F Recoveries

1. Homemaker's from Unemployment Assistance	4,200	
2. Boarding Home Care from Unemployment Assistance	3,000	12,200
Total	7,200	7,200

Cost of Services to Territorial Government	5,000
Total cost Territorial Construction, Operating, and Services	57,102

G Note re Services

50% of the expenditures of the Territorial Government for these services are recoverable under the Unemployment Assistance Act. 100% of the cost of Homemaker and Boarding Home Care for Indians and Eskimos is recoverable from Indian Affairs and Northern Affairs. As the number and status of the persons who will receive these services is not predictable the amount recoverable is approximate only.

YEAR II - 1967 - 68

1. No new construction would be undertaken this year although the N.W.T. Low-Cost Housing Program would be available to meet the need for single unit dwellings.
2. Provision would be made for hiring additional part-time Homemakers and extending Boarding Home Care.

A Operating Costs - Yellowknife Hostel

Same as preceding year except deficit increases from \$4,924 to \$5,374 owing to annual increments in staff salaries.

Total Territorial operating deficit	\$5,374
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B Services

- | | |
|---|--------------|
| 1. Contract for 6 part-time Homemakers | 10,800 |
| 2. Boarding Home Care (approx. 7 persons at \$70 per month) | <u>5,880</u> |
| Total | 16,680 |

C Recoveries

- | | |
|--|--------------|
| 1. Homemakers from Unemployment Assistance | \$4,500 |
| 2. Boarding Home Care from Unemployment Assistance | <u>3,500</u> |
| Total | 8,000 |

Cost of Services to Territorial Gov't.	8,660
Total Territorial Operating Cost	14,054

YEAR III - 1968-69

- (1) No new construction this year but the Low Cost Housing Program would continue to meet the need for single unit dwellings.
- (2) The Homemaker Service and Boarding Home Care Programs would be expanded.

A Operating Costs - Yellowknife Hostel

Same as preceding year except for increase in operating deficit owing to salary increments.

5,824	7,426
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B Services

- | | |
|---|--------------|
| 1. Contract for 8 part-time Homemakers | \$14,400 |
| 2. Boarding Home Care (approx. 6 persons at \$70 per month) | <u>6,720</u> |
| Total | 21,120 |

C Recoveries

1. Homemakers from UAA	4,800
2. Boarding Home Care - UAA	<u>4,000</u>
Total	8,800

Cost of Services to Territorial Gov't.	12,320
Total Territorial Operating Cost	18,144

YEAR IV - 1969-70

The Low Cost Housing Program will continue to meet the need for single unit dwellings for the aged.

A Operating Costs - Yellowknife Hostel

Same as preceding year except for increase of \$450 in operating deficit owing to salary increments 6,274

B Services

1. Contract for 8 part-time Homemakers	14,400
2. Boarding Home Care (approx. 8 persons at \$70 per month)	<u>6,720</u>
	21,120

C Recoveries

1. Homemakers from UAA	4,800
2. Boarding Home Care from UAA	<u>4,000</u>
	8,800

Cost of Services to Territorial Gov't.	\$12,320
Total Territorial Operating Cost	18,594

YEAR V - 1970-71

(1) It is proposed in this year to construct two small 8 bed hostels, one at Hay River and one at Fort Simpson. These hostels would not have dining room facilities; residents would prepare their own meals with the assistance of the couple in charge of the hostel.

(2) Other services would be maintained at the same level as the previous year.

A Capital Costs - Hay River Hostel

1. Land, building, fixed equipment	45,000
2. C.M.&H.C. mortgage at 90%	40,500
3. Remainder of capital cost (Territorial)	4,500

B Equipment and Supplies (beds, chairs, etc.)	<u>14,000</u>
Total	18,500

C Annual Operating Costs - Hay River Hostel

Costs Shareable with C.M.&H.C.

a) Services (light, heat, etc.)	3,500
b) Replacement reserve	300
c) Maintenance	1,500
d) Insurance (fire, liability)	200
e) Amortization	2,500
f) Manager's salary	<u>6,000</u>
Total	13,800

g) Less income from residents *	2,640	
h) Deficit	11,160	
i) N.W.T. Government - 50% share of deficit		5,530

* NOTE:

Income from rent is based on 50% of the residents being able to pay the basic monthly rent of \$55.00. As the residents buy and prepare their own food, total income from rent may be applied to lodging costs. This amounts to 4 x \$55.00 x 12 = \$2,640.

D The same estimate of construction costs apply to the Fort Simpson Hostel 18,500

E The same estimate of operating costs apply to the Fort Simpson Hostel 5,530

F Operating Costs - Yellowknife Hostel

Same as for preceding year except for increase in operating deficit owing to staff salary increments 6,724

G Services

1. Contract for 8 part-time Homemakers	14,400
2. Boarding Home Care (approximately 8 persons at \$70.00 per month)	<u>6,720</u>
	\$21,120

H Recoveries

1. Homemakers from UAA	4,800
2. Boarding Home care from UAA	<u>4,000</u>
	\$8,800

Cost of Services to Territorial Government	\$12,320
Total Territorial Cost of Construction, Operating and Services	67,104

Total Cost to Territorial Government (Construction and operation) over five-year period \$161,460

Total Cost of Program over five years including construction and operation \$574,896

Recommendations

It is recommended that:

1. A medium sized hostel be built in Yellowknife in 1966 as outlined above. This unit, for the care of those aged persons who can no longer maintain themselves independently, should have sufficient land surrounding it to permit the construction later of single unit dwellings for those old people who do not require hostel care but do need some assistance with meals. The site should be close to the hospital and shopping area.
2. Two Homemakers be recruited in Yellowknife and one each for Fort Smith and Hay River for the first year.
3. The Homemaker Service be expanded in 1967-68 and 1968-69.
4. Two small hostels for the aged be built in 1970-71 (one at Hay River and one at Fort Simpson).
5. The tentative five-year plan be re-examined in one year's time to assess progress and to re-adjust objectives and timing as experience or other necessity dictates.

APPENDIX

ESTIMATED NUMBER OF OLD PEOPLE BY SETTLEMENT
WHO WILL REQUIRE CARE DURING THE NEXT FIVE YEARS

<u>Settlement</u>	<u>Estimated Number Requiring Care Now</u>	<u>Estimated Number Requiring Care in Next Five Years</u>
Fort Smith	2 (based on information from the field)	--
Hay River	6	39
Fort Simpson	10	26
Cambridge Bay	3	3
Inuvik	6	20
Aklavik	7	22
Yellowknife	6	15
Fort Rae	6	45
Fort Good Hope	6	7
Fort McPherson	<u>7</u>	<u>6</u>
Totals	59	183

E R R A T U M

Recommendation to Council No. 9

In the second paragraph of Item II of this paper, a figure, 335, is mentioned in line 2. This estimate has now been revised and should, therefore, read 242.

E R R A T U M

Recommendation to Council No. 9

In the second paragraph of Item II of this paper, a figure, 335, is mentioned in line 2. This estimate has now been revised and should, therefore, read 242.