

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

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NORTHWEST TERRITORIES

SESSIONAL PAPER NO. 19
(First Session, 1966)

REPORT OF THE ADMINISTRATOR OF THE ARCTIC

DISPOSITION

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

Review of Arctic District Activities by
F.B. Finland on behalf of A. Stevenson,
Administrator of the Arctic for the
January 1966 Session of the Council of
the Northwest Territories

Mr. Commissioner, Members of the Council of the Northwest Territories. It is a pleasure and privilege to be given this opportunity to review some of the activities, developments and plans relating to the Arctic District over the past year. The Administrator of the Arctic expresses regret at not being here and he has asked me to convey warm wishes for a successful Session. He particularly reminded me that the staff of the Arctic District as servants of both the Federal and Territorial Governments stands ready to assist you in carrying out the results of your deliberations in the best interest of the development of the north and its people.

I myself have been away from the Arctic for more than a year and it has only been during the past few weeks that I have started to pick up the background of the progress made in that time. If I cannot provide you immediately with all of the information you might wish, I would be pleased to have representatives from the various Sections of the Arctic District Office, who are with me, answer any questions or obtain the answers for you.

Although I expect that the operations of the Arctic District Office during the past few months are not entirely unfamiliar to you, it might be helpful if I reviewed them briefly. The responsibilities of the Arctic District cover the administration of the Districts of Keewatin and Franklin (except Victoria Island, Banks Island and the portion of the Arctic coast lying west of the 90th meridian.) We are also responsible for the administration of Eskimo affairs in Arctic Quebec. The day to day operation includes the carrying out and supervising of established policies which include the co-ordination of education, welfare, engineering activities and economic development. Present plans call for more decentralization of responsibility and authority to regions and areas. New management techniques are aimed in this direction and the recommendations of the Advisory Commission on the Development of Government in the Northwest Territories will no doubt be of the greatest importance in this regard.

At the present there are some 9,100 Eskimos in the Eastern Arctic. This includes 3,050 in Arctic Quebec. Two thousand, two hundred and twenty-seven Eskimos are attending school, including 740 in Arctic Quebec. In addition there are 148 whites and 38 Indians attending school. During the past year we have added seven new classrooms in Frobisher and Keewatin Regions of which four were replacements for inferior accommodation. This now makes a total of 31 schools in the Eastern Arctic, 19 of which are in Frobisher and Keewatin Regions. Vocational training continued in the settlements and 93 Eskimos have come south for special vocational courses, fourteen were from Arctic Quebec. Apprenticeship training represents a new and valuable aspect of the education program. As of January 15 there were 11 Eskimos on the Apprenticeship Training Course, as follows:-

From the Frobisher Region

2 on Motor Vehicles
2 as Electricians
2 on Carpentry; and
1 on Plumbing

From the Keewatin Region

1 as an Oil Burner Mechanic
1 on Carpentry
1 as a Heavy Duty Equipment Mechanic
1 on Plumbing

In addition, two Eskimos from Arctic Quebec were also on apprenticeship training - one as an Electrician and one as a Heavy Duty Mechanic. Two blind and three deaf children also came out for attendance at special schools in Southern Canada.

Four Eskimo pupils of exceptionally high aptitude came south for the school year 1965-66. The school with hostel facilities at Churchill, which you will recall was a former National Defence base, has proved quite successful. Of the 233 boys and girls admitted since September 1965, 33 boys and 26 girls, who were close to the normal age grade, are taking straight academic courses in the Duke of Edinburgh School operated by the Province of Manitoba. The others were assigned to the pro-vocational school where they are given an academic upgrading program as well as courses in Home Economics for the girls, and Carpentry, Mechanics and Metal Working for the boys. In September, expanded facilities allowed for commercial training and the addition of 100 students, thereby increasing the hostel occupancy to 250 pupils. It is hoped that within the next few years a number of trained Eskimos will start going back to the North with sufficient education and training to avail themselves of employment opportunities. In the meantime, throughout the Eastern Arctic, Adult Education is continuing and 450 to 600 Eskimos participated in these classes during the past year.

You may remember that in his report at the June Session Mr. Stevenson mentioned a new method of Adult Education known as "package courses". These were designed to broaden the general knowledge of the people, their role as Canadian citizens, the functions of their political representatives, identifying their own community with the surrounding territory, the Yukon Territory, the Provinces and the various levels of government. Combined with this is the teaching of English words and how to write them. These courses are mainly conducted by teachers on a voluntary basis, or by others in the settlement under contract. Instructors work with an interpreter to explain the meaning of English words. Teaching kits, including an instructor's manual, films, maps and pictures are used. A second course began in September which included in addition to English, a simplified program for counting money and making change. The theme is the function of money, the importance of family budgeting and an introduction to the advantage of saving money. The courses have been well received by the Eskimo people because they serve to bring the development of the North into focus. Another phase of Adult Education is outlined under the Eskimo Housing Program which will be referred to later in this report.

For some time every encouragement has been given to the establishment of local Eskimo Councils and they continue to play a role in community development in many areas. In the past, however, due to the absence of funds, the Councils could only serve in an advisory capacity to the Area Administrator. Now there is a Community Development Fund and as of April 1 some \$82,500. was made available to the Arctic District for community development projects. This amount has been divided among the settlements according to the level of social assistance payments over previous years. The cost of any project may be 50% for labour and 50% for material. To encourage local autonomy, project approval has been delegated to area and regional offices. Local Eskimo Councils are being encouraged to take an active role, indeed a dominant role, in deciding how the fund can best be used in relieving the problems which they have identified as part of their community life. We do not expect that the fund will be a complete answer to all problems. However, the fund does pay wages to men hired to work on small community improvement projects thereby relieving some of the immediate pressures caused by unemployment and under-employment. As indicated at the June Session, some of the projects undertaken are small fishing operations, boat-building, permafrost cellars, community clean-ups, construction of dog pounds, erection of community bath and wash-houses, drainage of swamps, erection of small bridges, improvement of fresh water supplies and distribution. We are convinced that the main achievement of the Community Development Fund will be its effect in the progress and strengthening of a democratic social structure in the settlements of the Arctic.

Boy Scouts, Cubs and Girl Guides continue to flourish. A Scouter Training Course has been organized as part of the Frobisher Bay Regional Teachers Conference and with this stimulus we look forward to an increasing number of leaders. Similarly, training courses in Girl Guide and Brownie leadership will be given in conjunction with the Arctic Quebec Teachers Conference and all officers in training for Area Administrator positions are given courses in scouting. Mr. William Zuk, School Principal at Igloolik, who has been an ardent Scout Leader during his term at that settlement has received an award from the Boy Scouts Association for the creation of a number of designs for special proficiency badges for Arctic Cubs and Scouts. The Rankin Inlet Troup also submitted designs for these badges. Twenty Eskimo scouts attended the Quebec Provincial Jamboree at Drummondville in July. Arrangements are now underway for twinning between Arctic and Southern troupes.

Our construction program and technical services continue to expand. After many years of individual departments providing Crown-owned housing for their employees in Frobisher Bay, consolidation of all housing needs under the control of the Department of Northern Affairs was achieved on November 1, 1965. The consolidation of other common functions previously undertaken on an individual departmental basis includes the stores operation which we hope will be completely integrated by April 1, 1966. The catering facilities under contract between Department of Transport and Versafood Limited for single men's messing will be turned over to the Department of Northern Affairs on April 1.

Maintenance of Crown-owned housing in Frobisher Bay has been placed under our responsibility with the work being done by our own labour force and Catalytic Construction Limited. We are also undertaking the maintenance of other buildings owned by Government departments in this community.

The Department of Transport will be making available to this department the equipment required when we assume responsibility for all townsite road maintenance, including access roads to the pole vault transmitter and receiver sites and meteorological observation areas. The physical hand-over of responsibility to Northern Affairs is planned to take place on June 1, 1966. The Department of Transport will continue to maintain this equipment until the co-ordinated responsibility for the maintenance and repair of all equipment owned by Government departments and agencies is ultimately turned over to Northern Affairs.

As Mr. Stevenson mentioned to you during the June session of Council, tenders were called for the provision of water, sewage and garbage services in Frobisher Bay. A contract has now been awarded to Ritchie Mechanical Limited of Toronto effective October 1, 1965. This new arrangement is operating satisfactorily. Maximum employment of Eskimos has been obtained, with 16 now working as drivers and labourers.

Tenders were called by the Department of Northern Affairs for the regular cleaning of Federal buildings at Frobisher Bay including the Health and Welfare hospital and school classrooms. The successful bidder was Versafood Limited who will undertake this work with Inook Limited as sub-contractor. The latter firm employ 95% Eskimo staff and they are providing the labour force under the terms of the contract with Versafood Limited. The part of this work formerly undertaken by Catalytic Construction has now been deleted from their contract. The effective date of the new arrangement was January 17, 1966.

Last June you were informed that Phase 1 of the original development plan for Frobisher Bay was completed with the construction of the new hospital and water treatment plant. Additional work was undertaken last year under the supervision of N.C.P.C. which included the extension of the steam line from the central heating plant to service the Federal building complex. The new water line from the water treatment plant has also been extended to this area. This will permit maximum use of the new facilities and reduce unnecessary duplication of service in the community.

Radio beacons have been newly installed in four settlements on Ruffin and Ellesmere Islands. All are operating satisfactorily and provide a service not only to our departmental staff but to aircraft flying in this area. A mishap occurred this fall at Pangnirtung when one unit was destroyed by fire but this is being replaced by the Department of Transport.

During the fall of 1965 special emphasis was placed by our District staff on the provision of adequate safeguards and the initiation of proper fire prevention methods in Arctic communities. We have arranged, in co-operation with the Northwest Territories Fire Marshal, to produce Fire Orders and a Procedures Manual on standing orders for fire protection in the communities and to obtain fire posters for translation into Eskimo and a list of fire prevention films suitable for use in the Northwest Territories. We are also preparing for consideration by the Fire Marshal and his staff a program of fire alarm call box installations and equipment for settlement fire protection. It is expected that once the requirements are known the program will be initiated immediately to ensure maximum protection for all community residents.

A contract was awarded last summer for the investigation of water supply, sewage disposal and the preparation of community development plans at Clyde River, Broughton Island and Igloodik. The preliminary plans have been received and reviewed by our engineering staff, and it is expected that these will be adapted by our Community Development Committee in the near future.

The former community of Port Burwell consisting of some 25 buildings has been relocated to a new site at Fox Harbour approximately one mile away. All Eskimo residences were dismantled and re-erected on gravel pads. Departmental construction, including site development, construction of housing units for the teacher and project officer and the one-classroom school have now been completed. Future development, including the provision of an adequate year-round water supply and a freezer for fishing operations, is being planned for next year.

The reconstruction of utilities at Rankin Inlet, another project underway, is 75% completed. It includes the construction of a dyke and reservoir with sufficient capacity to hold 1 1/2 years' water supply and the revamping of the heating system in the settlement to suit the revised water distribution lines.

The Bell Telephone Company has established a radio telephone system in the Keewatin Region, with Churchill as the key centre. This system now has links with all telephone systems across Canada.

A general housing survey in 1965 showed that at the present rate of construction it would be several years before all Eskimos could be provided with houses. Although the department has been supplying small Welfare houses for indigent Eskimos and small resale houses for Eskimos who could buy them, it was apparent from the survey that these were inadequate to meet the needs of most Eskimo families. It was also apparent that the few Eskimos who could buy houses could not afford to heat and service them. Consequently, a new and more realistic approach to public housing for Eskimos was required. A rental housing program was approved in October, 1965. This program will enable all Eskimos to obtain adequate housing at a rental based on their ability to pay. Over a five-year period approximately 1300 houses will be provided in the Eastern Arctic. Each house will be serviced with electricity (where available) fuel oil, sewage and water, and basic maintenance. The program for the whole of the Northwest Territories and Northern Quebec is to be implemented on a regional basis, beginning in the Frobisher Region in 1966, and thereafter in the remaining regions according to need.

A complete Adult Education Program will go into effect with the rental program. Adult Education contract workers will spend several months in each community prior to the actual construction of the houses to ensure that all Eskimos are familiar with the factors relating to their participation in the program, and the responsibilities it will place on them. Home Economists will provide courses to help prospective tenants adjust to the change in living conditions.

Maintenance of rental housing will be the responsibility of a local Housing Authority democratically elected in each settlement which will operate under contract with the Department. It is hoped that eventually these organizations will be able to take over services for rental housing, and that the experience will provide valuable training for eventual Municipal Government.

In the field of health and welfare, we are pleased to report no serious epidemics during the year. The accident rate was high and this is still attributed to the number of Eskimos using skidoos and other mechanical equipment for the first time. It is looked upon by the medical authorities as a transitional problem until the population is more aware of the dangers of machinery, which would take quite a few years. More than 400 patients received hospital care since April 1, 1965. There appears to be a slight decline in the incidence of tuberculosis but the figures for 1965 are not yet compiled. Improved medical services in the North have resulted in the detection of other illnesses. This, together with the accident victims, accounts for the high number of patients being sent to southern hospitals for specialized treatment and for the new hospital at Frobisher Bay being filled to capacity.

In the Frobisher Region social assistance issued to Eskimos in the first six months of the fiscal year has increased from \$47,000 in 1964 to \$73,000 for 1965. In the Keewatin Region, on the other hand, there was a slight decrease from \$64,000 to \$60,000 for the same periods. Arctic Quebec showed a small increase from \$64,000 to \$68,000.

Much of the increase in the Frobisher Region occurred in Frobisher Bay itself and was due to adverse economic conditions, such as lower prices for sealskins and less casual employment during the summer months. There was also an increase in the number of recipients for reasons of health and dependant children. At Arctic Bay and Pangnirtung the seal harvest was disappointing. In the Cumberland Sound area the depletion is due to the number of seals taken by killer whales which were more numerous than usual this year.

To aid the Eskimos in bolstering their economy, we have continued existing projects and initiated new ones, particularly in the field of arts and crafts. At Rankin Inlet, the production of ceramics, on an experimental basis since 1964, has now reached a stage where they are favourably commented upon by discerning art critics in the south and are expected to be well received by the public. Purchases of crafts have now reached a monthly figure of \$9,000 at Rankin Inlet and \$7,000 at Baker Lake. A permanent craft centre will be constructed at Rankin Inlet in 1966. Whale Cove is now producing crafts of excellent workmanship and in increasing numbers. The indications are that the market for Eskimo crafts is expanding and will continue to expand. The anticipated budget in 1966 for the purchase of these crafts is \$195,000.

The development and expansion of Eskimo Co-operatives in the Arctic District is an integral part of assisting the Eskimos to obtain the full benefit from their artistic talents and to exploit the renewable resources of their areas to their financial advantage. Co-operatives are operating at Port Burwell, Whale Cove, Cape Dorset, Frobisher Bay, Igloodik, Resolute Bay and Grise Fiord. With technical aid and advice from the Department, these co-operatives operate their own stores, produce arts and crafts, conduct resource harvesting projects and mine soapstone.

Continuing measures are being taken for operating specialty food projects, fishing projects and trapping projects. Specialty foods - Arctic char, muktuk, whale and seal meat - will be canned at Whale Cove and at a plant to be constructed at Rankin Inlet. The canned muktuk, whale and seal meat are finding acceptance in various Arctic settlements and it is expected that there will be an

increasing demand for them in southern markets. Canned Arctic char will be exported to markets where there already is a consistent demand for it. In 1966, canned lake trout will be added to the list of specialty foods produced. An experimental fish-smoking project will be initiated at Rankin Inlet in an effort to find another marketable product.

Approved quotas have been established for the taking of 150 belugas (white whales) and 20,000 lbs. of char in the Whale Cove area; 20,000 lbs. of char and 40,000 lbs. of lake trout in the Rankin area; 10,000 lbs. of char in the Eskimo Point area; 30,000 lbs. in the Port Burwell area. At all these places adequate refrigeration facilities exist for the storing of the harvested product. An exploratory fishing survey is being conducted in the Port Burwell area to assess the potential of a halibut fishing project on the Atlantic side of the peninsula.

The Eskimos conducting their own co-operative at Port Burwell are rapidly realizing the advantages of such an operation. They have called upon another nearby Eskimo co-operative to build and supply them with boats. The Port Burwell Co-operative have already arranged to trade frozen seal meat to other Eskimo co-operatives in their area where a demand exists for it.

Boats have been provided to other Eskimos in the eastern section of the Northwest Territories under the Small Boat Assistance Plan. These boats are of the long-liner and trap boat types. Five boats were shipped north in 1964 and seven in 1965.

Arctic District Office,
January 20, 1966.

Extra copies of this paper are available if anyone should wish to have them.

LEGISLATIVE ASSEMBLY OF THE NORTHWEST TERRITORIES

5TH COUNCIL, 32ND SESSION

RECOMMENDATION TO COUNCIL INDEX

- 1-32 Proposed Extension to the Community Centres Grants Program**
- 2-32 Encouragement of Settlement in the Northwest Territories**
- 3-32 Fur Buying in the Northwest Territories**
- 4-32 Home Improvement Loan Program**
- 5-32 Methods of Selecting Successful Bidders for Northwest Territories Projects**
- 6-32 Assistance to Community Organizations to Build Local Access Roads**
- 7-32 Shooting of Beaver and Increasing Beaver Quotas**
- 8-32 Extension of the Ingraham Trail and Improvements of Other Tourist Facilities**
- 9-32 Care of the Aged**
- 10-32 Radio Communication - Anderson River and Peel River**
- 11-32 Matters Related to Education in School Districts**
- 12-32 Survey of River Bank Erosion at Fort Simpson, N.W.T.**
- 13-32 Organization of Youth Clubs in the Northwest Territories**
- 14-32 Arctic Islands Game**
- 15-32 Planting of Feed for Muskrats**