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NORTHWEST TERRITORIES

SESSIONAL PAPER No. 15
(SECOND SESSION, 1966)

ANNUAL REPORT OF THE
ADMINISTRATOR OF THE ARCTIC

DISPOSITION

Tabled	To Committee	Accepted as Read	Accepted as Amended	Deferred (to Session)	Rejected	Noted not Considered
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REPORT TO 33RD SESSION of
THE NORTHWEST TERRITORIES COUNCIL

at

RESOLUTE BAY, N.W.T.

OCTOBER - NOVEMBER 1966

A. Stevenson
Administrator of the Arctic.

In presenting this report to the thirty-third session of the Northwest Territories Council, perhaps I should mention that certain information relates to Arctic Quebec. Because the Northern Administration Branch, and particularly the Arctic District Office, has responsibility for Eskimos in Northern Quebec, our administrative structure is based on the three Arctic regions. I have tried to give only those points about Quebec which relate directly to similar programs in the Frobisher and Keewatin Regions or which, for comparison purposes, may be of interest to you.

In October 1965 the Department received approval for an expanded program to provide rental houses for all northern Eskimos. This program will be undertaken over a period of five years. The size of the houses will be based on the size of the family and the tenants will pay rent according to their incomes. During the past summer, 194 3-bedroom houses were shipped to nine communities in the Frobisher Region as part of the first year's program. Our program for 1967-68 will see the completion of the housing construction in the Frobisher Region, and the beginning of a large number of units in the Keewatin Region.

The program is proceeding on schedule with over 125 tradesmen recruited for northern construction, plus a large number of local Eskimos in each of the communities where the units are being erected. In all cases gravel pads were prepared and foundations constructed. Seventy-five units were erected by the end of September. It is expected that all units will be completed in this construction season.

In addition to the normal type of prefabricated housing construction, we have purchased this year on a trial basis ten transportable 3-bedroom houses for pooled housing at Frobisher Bay. These units are manufactured by ATCO Limited of Calgary. They are constructed in two sections, shipped to Churchill by rail and to Frobisher Bay by boat. When erected on foundations they have the appearance of a standard constructed home and not that of a prefab. It is possible that future housing units may be supplied in this manner due to the ease of construction and the quality control of prefabrication at the factory.

As you know, Frobisher Bay is a disjointed community consisting of the S.A.C. base, the old airport base, the West-Forty site, and the Eskimo villages of Ikaluit and Apex Hill. Apart from the airport, hospital, and the power and water plants, the only permanent facility is the Federal Building. The rest consist of temporary buildings, mainly married quarters and present base school. Detailed studies several years ago showed it would be cheaper to replace them with modern buildings, owing to the very high operating costs associated with the present buildings. The use of temporary facilities and substandard quarters also reduces efficiency and impairs morale. In the long run the complete replacement of most of the temporary buildings at Frobisher Bay is a basic requirement. The timing has to be considered in terms of its capital cost in relation to government priorities in the north.

The Federal Building is now used between 90% and 100% of its capacity. Most of it provides accommodation and has been divided into three-room suites for two persons without private or semi-private toilet or kitchen, or into modest-sized single rooms. The remainder is used for offices, warehousing, and service facilities, including a gymnasium.

It had been intended to convert the D.O.T. West-Forty buildings into a hostel and vocational training establishment for 100 Eskimo children at a cost of about \$500,000 but this is not a practical solution to meet the total requirements from the surrounding region of 250 to 300 children.

The purpose of the proposed development is to make the best use of present buildings, to reduce new buildings to a minimum and to concentrate the various activities at Frobisher into a more manageable operation. The necessary planning is now underway for the re-allocation of the Federal Building by using the first and second floors for a children's hostel and the top floor for specially selected staff accommodation. The purpose then would be similar to that for which it was originally designed. It would offer hostel accommodation for between 250 and 300 children which could, if necessary, be expanded later to between 400 and 500 by using the top floor.

This would involve building 10,000 sq. ft. of office accommodation to replace the offices at present in the Federal Building. Two vocational training shops with a total area of 10,000 sq. ft. would also be required to replace those which would have been available at the West-Forty site. There is also a need for a residence for nurses and single female staff.

The effect of carrying out the proposals outlined above would be to provide much greater unity to Frobisher Bay. The West-Forty site would no longer be part of the permanent community, but it could serve as a contractor's camp during the construction period, in this way reducing the cost of construction, and might subsequently have some industrial use. Apex Hill, which is an extremely expensive area to service, would be gradually abandoned; most of the buildings there are sub-standard or could be moved; no new buildings would be constructed, and the population would gradually move to the Astro Hill area. All new buildings would be in the Astro Hill area. A considerable amount of site preparation has already been done in Phase I of the original Frobisher development project, and the power plant and water-treatment plant completed in that phase would be used. It is proposed to build many of the married units in the new development in the form of town houses in which accommodation for the white population would be intermingled with accommodation for Eskimos. This is intended as a positive step toward the integration of the community, and as a means of avoiding divisions along racial lines. Again, with concentrating or working out from Astro Hill, it is hoped to encourage a number of entrepreneurs to be located in a central building with shops and offices.

As a result of the success and favourable comment received by pilots and our staff who make frequent visits to northern areas, we have obtained from the Department of Transport their assurance that additional radio beacons will be installed in a number of communities - Broughton Island, Igloodik, Lake Harbour, Padloping Island and Port Burwell. It is expected the materials will arrive by sealift this year and, if possible, work will be completed this fall and the beacons in operation in the winter of 1966-67. At the present

time beacons are installed in Arctic Bay, Cape Dorset, Grise Fiord and Pangnirtung.

As reported at the January, 1966 Council Meeting, special emphasis has been placed on fire prevention. In consultation with the Territorial Fire Marshal, Fire Orders and Instructions have been printed in Eskimo and English on poster type forms which have been distributed to all regions and areas. The procedures for the operation of fire extinguishers have also been printed in manual form and have been made available to all communities. We are going ahead with our program of fire-alarm box installations and the purchasing of equipment for fire protection.

A contract was awarded for the investigation of water supply and sewage disposal facilities at Pond Inlet and Pangnirtung. The reports prepared by Wardrop and Associates, Consulting Engineers, are now being reviewed by our engineering staff and it is expected that approval in principle on a planned program to provide the necessary facilities will be received by the Department in the near future. In both these communities the residents have had difficulty in obtaining potable water for year-round operations. The consultants have recommended that the Department consider the construction of a reservoir - either by damming a small stream in the case of Pond Inlet, or by damming the Pangnirtung River - to provide a year's supply of water which would be replenished during the spring run-off. Both proposals envisage use of trucked water supply to local residents.

As an extension to the provision of community freezers which are used not only by departmental residents but the community as a whole, contracts were awarded for freezers at Igloolik and Baker Lake. Unfortunately, because of manufacturers' delays the freezers missed the sealift and therefore the program must be deferred until 1967. An additional contract was awarded for a plate freezer at Port Burwell but the rail strike prevented guarantee of delivery and this also will be deferred to 1967. Alterations to community freezers at a number of communities in the district are about 75% completed.

We are replacing diesel generators which formerly operated community freezers with electric-operating motors and compressors.

Fuel storage tanks for Eskimo houses are being provided over a 3-year period. A decision was made to replace the existing day tanks with 250-gallon storage tanks piped direct to the stove. This installation greatly reduces the fire hazard in each of our Eskimo houses. Eighty tanks have been purchased during the 1966-67 fiscal year, with a like amount to be shipped to various communities during each of the next two years.

The experimental water and sewage system - a complete, self-contained unit - will be installed in Frobisher Bay this fall to provide a low-cost system for groups of housing units. It will service the ten ATCO houses being constructed this year and will be completed this fall.

The reconstruction of the utilidor together with the provision of a water supply reservoir containing 75 million gallons of water at Rankin Inlet has been completed and is operating satisfactorily. With the installation of this reservoir our operating costs have been reduced by over \$75,000 annually.

We are proceeding with our planned program of providing bulk oil storage facilities in all Arctic communities to make heating oil available at a reasonable price. Our program this year includes the construction of a 4,000-barrel tank at Pond Inlet and a 3,000-barrel tank at Baker Lake.

As a direct result of the approval of the Eskimo Housing Program, it was necessary to reassess the power generating output available in each community and make changes where necessary for increased capacity. This fall, in addition to the 100-KW plant at Cape Dorset, we have provided two additional units which are completely synchronized and will provide a total capacity of 300-KW. In addition to this program, we have purchased units for installation this winter as follows: Pond Inlet - 2 - 150 KW units; Igloolik - 3 - 150 KW units; Hall Beach - 2 - 35 KW units; Grise Fiord - 2 - 35 KW units;

Broughton Island and Arctic Bay each - 2 - 60 KW plants.

This is a continuing program and power plant changes must be made in conjunction with the planned Eskimo Housing Program which will be extended to communities in the Keewatin Region in 1967. In conjunction with the power plant installation, major changes have been approved and are underway for alterations to distribution systems, in most cases changing from single phase 115/230 V. to 600 V. 3-phase.

During the last session, you were informed that additional work was undertaken for the provision of services in Frobisher Bay, which includes the construction of a new water line and extension of the steam-line from the water-treatment plant and central heating plant to service the Federal Building complex. These connections have now been completed and, in addition, a water-point has been constructed near the Federal Building to permit the water supply contractor easy access to a potable water supply for local residents. We are also carrying out alterations to the Federal Building heating system to permit a more even distribution of heat within the building.

Site surveys and town planning for all communities are proceeding on schedule.

During the past year, the following work was undertaken:

- (a) Consultants' reports for site planning and community development were received for Broughton Island, Hall Beach, Clyde River and Igloolik. These plans were approved and the lots have now been pinned on the ground by representatives of the Surveyor General's Office. This will permit local residents to purchase the property upon which the buildings are located.
- (b) In conjunction with our Town Planner, settlement plans have been prepared for Arctic Bay.

The Department of Transport has undertaken detailed investigations and surveys for settlement airports at Chesterfield Inlet, Whale Cove, Eskimo Point and Cape Dorset, and investigation only at Lake Harbour. A complete report on their findings is to be submitted to this Department about mid-October. This

report will include the feasibility of constructing these airstrips, together with the detailed cost analyses.

With the provision of additional road construction equipment and vehicles for the Eskimo Rental Housing Program, the district has been able to accelerate its settlement road construction program. At the present time a number of roads have been extended at Broughton Island, Igloolik, Pond Inlet, Arctic Bay, Cape Dorset and Hall Beach. In Frobisher Bay a major program is underway for construction of roads to service the developed area located between the community of Ikaluit and the Airport Base area. Fifty houses for departmental staff, of which 30 are of the Eskimo rental type and the remaining 20 of the 3-bedroom type units, are under construction in this newly developed area. Field investigations have been completed on the road to be constructed in 1967 between the airport and our settlement area at Coral Harbour.

During the past year we have added 21 new classrooms, of which seven were replacements for inferior accommodation. For the first time we have a full complement of Regional Superintendents of Schools in the district. As of September 1, 1966, 2,296 Eskimos were attending school in the Arctic District. This includes 746 in Arctic Quebec. In addition, 160 Whites and 47 Indians attend school in the district.

One hundred and twenty-nine Eskimos were enrolled in vocational educational courses in 1965-66. These courses were for people over school age. Eighty-three of the trainees were male and 46 female. Training was carried out in 33 different trades and occupations. One hundred and four of the 129 Eskimos attended special courses organized by the Department in northern or southern Canada. Twenty-five Eskimos enrolled in provincial institutes of technology in southern Canada. Nineteen Eskimos are now registered as trade apprentices and all are progressing favourably. By 1968 or 1969 a number of these apprentices will become fully qualified tradesmen.

The Churchill Vocational School with hostel facilities started its third year

of operation. Two new courses were introduced this fall for girls - nursing aid training and food service training. In addition, this school also offers trade and occupational training in the following areas: carpentry, mechanics, drafting, welding, sheet metal work, typing, clothing construction and general home economics.

With a summer staff of ten specialists engaged by contract, the first phase of the adult education program in connection with the housing plan at Frobisher Bay was completed.

In the field of health we are pleased to report that there were no serious epidemics. There was an outbreak of gastro enteritis at Arctic Bay resulting in the evacuation of two children to hospital, one of whom died en route. A medical team was flown in to handle the situation. There were several outbreaks of influenza but, fortunately, none of these reached epidemic proportions. An extensive program of measles vaccination was started. The incident rate of tuberculosis has continued to show a steady but minor decrease.

The Easter Medical Patrol was extended to cover a broader area and there have been increased visits to the small communities by the doctors based at Frobisher Bay. One of our social workers has been able to travel with the medical patrol to handle any related welfare problems and other welfare matters in the areas visited. The ultimate aim of medical services of National Health and Welfare is to have four tuberculosis surveys per year in all areas, however this has not yet been achieved. For the first time a psychiatric team was sent into the Frobisher Region. They visited Cape Dorset, Frobisher Bay and Pangnirtung.

During the past year much of the district medical social service work has been decentralized to the regional offices and it is anticipated that this aspect of decentralization will be complete by the end of the year.

Social Assistance statistics for the 1965-66 fiscal year showed an increase

in the Frobisher Region from \$122,000 in 1964-65 to \$159,000, a decrease in the Keewatin Region from \$134,000 to \$111,000, with Arctic Quebec remaining the same for both years at \$143,000.

A comparison of social assistance figures for the first five months of 1966-67 with the same period in the previous year indicates an increase in expenditures in the Frobisher Region, a decrease in the Keewatin Region and no change in Arctic Quebec.

In explanation of the increase in the Frobisher Region I might say that in April and May grubstakes were issued to families in Frobisher Bay to permit them to set up hunting and fishing camps a considerable distance from the settlement where game was more plentiful. A decrease in issues in the months of July and August indicated that more families had become self-sufficient as a result. Another reason for the increase in the Frobisher Region was the number of families in the Pangnirtung area who moved into the settlement when they heard about the new housing program.

In the Keewatin Region the decrease can be attributed to improved opportunities for employment at Baker Lake and Rankin Inlet, particularly in construction and in production of arts and crafts.

Commencing August 1 an allowable income provision was introduced into the social assistance program. This provision will make it possible for a recipient or his dependants to earn \$25 a month or less before his earnings affect his grocery entitlement. While the change will probably increase social assistance costs, it is felt that the encouragement it will provide to recipients to take advantage of opportunities to earn will justify the higher costs.

Authority has been requested to implement a system of grants for the purchase of canoes and motors by Eskimos who would become significantly more self-sufficient if they had such equipment.

Since inception of the program on January 1, 13 persons have been granted

Disabled Persons Assistance from the Government of the Northwest Territories.

During the year two children were taken into the custody of the Superintendent of Child Welfare as permanent wards and two as temporary wards. Short-term care for reasons of unsuitable home conditions, hospitalization of parents, or lack of medical facilities, was provided to 65 children in the Frobisher Region, 26 in the Keewatin and 23 in Arctic Quebec during the year.

A total of 12 aged, infirm, blind or mentally retarded persons from the Arctic District of the Northwest Territories are receiving care in institutions at the present time.

Economic development in the Eastern Arctic continues to grow. During the past season resource surveys were carried out in the Frobisher, Pangnirtung and Nettilling Lake Areas, and a report was published on the resource potential of the northern Foxe Basin. These surveys are a continuing part of our efforts to determine the basis for local economic and social progress and lead to specific recommendations on the ways and means of improving local living standards. The recommendations are implemented, first on a pilot scale and, for one, two - or even three years - may be considered experimental or exploratory. Once their feasibility is established they become part of another program leading to the formation of co-operatives. In this context, economic development may be divided into these categories: resource harvesting, secondary industry, arts and crafts production, co-operative development and tourism. The latter is not discussed in this paper on the Eastern Arctic as this subject is covered fully in a consolidated report for the whole of the Northwest Territories.

During the past season our endeavours to stimulate local economies have been largely successful. Resource harvesting activities have ranged from the production of cod fillets at Port Burwell to the mining of substantial quantities of soapstone in the Keewatin. Inland lakes were fished for trout; eiderdown was collected for the manufacture of garments and sleeping bags; organized sealing, whaling, char fishing, and fur trapping provided considerable

income to Eskimo families across the Eastern Arctic, including Arctic Quebec.

Secondary industries run the gamut of economic activities from a laundry and dry cleaning plant at Frobisher Bay to a modern fish cannery at Rankin Inlet. The cannery employs about 20 men and women producing canned char, trout, and other fish products for the southern gourmet market. At Whale Cove a pilot project produced over 50,000 pounds of whale and seal meat for processing and sale on both domestic and southern markets. In Arctic Quebec trap boats and canoes were built from local lumber and the entire output immediately sold.

The production of arts and crafts is one that makes the greatest immediate return for the least investment in manpower and equipment. The value of production has steadily grown since the beginning of the program. In the Keewatin alone the sale of carvings, artifacts, prints and arctic clothing returns an income of nearly quarter of a million dollars to the Eskimos involved.

There are 13 co-operatives in the Eastern Arctic (8 in the Northwest Territories and 5 in Arctic Quebec) and several developing groups. These enterprises provide a variety of services to their memberships including housing, retail store services, arts and crafts production and marketing, bakeries, fish and fur production and marketing, restaurants and clothing manufacturing. Most of these activities stem from the general economic development program undertaken by the department and described above.

Early this year, the West Baffin Eskimo Co-operative at Cape Dorset were the winners of the Design '67 award granted by the National Design Council and the Department of Industry for their fabric designs.

Another milestone in co-operative development in the Canadian North was set in April with the holding of the second conference of Arctic Co-operatives. This meeting took place at Povungnituk in northern Quebec and was attended

by delegates from co-operatives as far west as Aklavik, as far north as Grise Fiord, and as far east as Port Burwell on the tip of Labrador. The conference discussed mutual problems, put forward new ideas, and discussed the merit of a central marketing agency for all northern co-operatives.

Eskimo Councils have been established in 12 communities, seven of which are in the Territories and the remaining five in Arctic Quebec. At Frobisher Bay the Eskimo Council has been particularly active during the past few months - holding regular meetings and discussing many community problems.

The community development fund is proving its worth as a catalyst for economic and social development in the communities of the Arctic District. The level of involvement of Eskimo people in the administration of the fund is steadily increasing and thereby providing opportunities for local leadership, development, and self-reliance.

Current projects include a wide variety of activities - community cleanups, local newspapers, an Eskimo-operated restaurant, community hunting and fishing projects, the construction and improvement of community bath and wash houses, and the moving and refurbishing of buildings to be used as community meeting and recreation halls.

The intense local interest in the potential of the community development fund augurs well for the achievement of the long-term goals of the program which are based on the meaningful participation of local people in developing appropriate solutions to local problems and needs.

Further evidence of community spirit in Eastern Arctic settlements is the response to the Territorial Centennial programs. To date Centennial committees have been formed in ten communities and applications submitted, several of which have already been approved. These include purchases of a cinemascope screen and projector, repairs to community halls, building of curling rinks, community workshops, and - perhaps the most unusual of all - erection of a sculptured whale's tail at Whale Cove. Interest has been

shown in the many other Centennial observances which have been proposed and in the school programs being organized, such as exchange students, athletic contests and other student involvement programs.