



LEGISLATIVE ASSEMBLY OF THE NORTHWEST TERRITORIES

**10th Session**

**9th Assembly**

**HANSARD**

Official Report

**DAY 5**

**TUESDAY, FEBRUARY 8, 1983**

**Pages 122 to 156**

**Speaker: The Honourable Donald M. Stewart, M.L.A.**

# LEGISLATIVE ASSEMBLY OF THE NORTHWEST TERRITORIES

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YELLOWKNIFE, NORTHWEST TERRITORIES

TUESDAY, FEBRUARY 8, 1983

MEMBERS PRESENT

Mr. Appaqaq, Mr. Arlooktoo, Hon. George Braden, Hon. Tom Butters, Ms Cournoyea, Mr. Evaluarjuk, Mr. Fraser, Mr. MacQuarrie, Hon. Arnold McCallum, Mr. McLaughlin, Hon. Richard Nerysoo, Hon. Dennis Patterson, Mr. Pudluk, Mr. Sayine, Mr. Sibbeston, Mrs. Sorensen, Hon. Don Stewart, Hon. Kane Tologanak, Hon. James Wah-Shee

ITEM NO. 1: PRAYER

---Prayer

SPEAKER: (Hon. Don Stewart): Orders of the day for Tuesday, February 8.

Item 2, Members' replies. Mr. Evaluarjuk.

MR. EVALUARJUK: (Translation) Thank you, Mr. Speaker. The Commissioner and his Deputy -- I would like it if they could take the witness stand, please, as I would like to ask them some questions.

MR. SPEAKER: Just one moment, please. We are still on Members' replies. We will take care of your questions in a moment, Mr. Evaluarjuk. Are there any replies for today? Item 3, oral questions.

ITEM NO. 3: ORAL QUESTIONS

I have a request from a Member to call in the Commissioner and the Deputy Commissioner as witnesses. Do I have unanimous consent of the House to do this?

HON. TOM BUTTERS: Nay.

MR. SPEAKER: I am sorry, there was a nay. Would you nay a little louder? Oral questions. It would appear, Mr. Evaluarjuk, that we do not have unanimous consent to bring the witnesses in, but you can direct your question to one of the Ministers and we will get an answer that way. Oral questions. Mr. Evaluarjuk.

Question 13-83(1): Government Employee Accommodation At Navigator Inn Or Frobisher Inn

MR. EVALUARJUK: (Translation) Thank you, Mr. Speaker. I have heard recently, that the government and the hotel in Frobisher Bay have signed an agreement for 10 years, that they would support each other, and the government people had told their employees that government employees are not allowed to sleep at the Navigator Inn, but at the Frobisher Inn. I think the hotel manager has said that they probably have made agreements in the past, even though the rooms are vacant that they would still be paying for vacant rooms, regardless of them not being used. I have heard that government employees would prefer to stay at the Navigator Inn. I am asking you, in regard to this matter, how the government will approach this and how they are making the payments. I would like to have a reply to this question as to why they are still paying for vacant rooms as they have made an agreement in the past.

MR. SPEAKER: Mr. Butters.

Return To Question 13-83(1): Government Employee Accommodation At Navigator Inn Or Frobisher Inn

HON. TOM BUTTERS: Mr. Speaker, I cannot necessarily provide all the details, because I was not aware that the question would be asked this afternoon. However, the situation is very much as the Member has described it. There has been a long-standing agreement with the management of

the Frobisher Inn over 10 or 15 years. I believe the original agreement was made between the management and the federal government, at the inception of the community, to ensure that Frobisher Bay did have available hostelry, an adequate hotel for visitors coming in to that community.

As I mentioned, that agreement was made between the federal government and the management. The territorial government, as it has assumed an increasing responsibility, has likewise been required to shoulder the terms of that agreement. The Member has correctly indicated that, up to recent times, territorial civil servants travelling to Frobisher Bay would get accommodation either in the Navigator Inn or the Frobisher Inn. However, in view of the fact that this agreement does exist, this government becomes obligated to pay a differential in the hotel's operating expenses, as results of the trade it receives. I am not quite sure of the details of that formula, but we would be obligated to provide assistance up to a stipulated amount, when their revenues do not achieve a certain income.

So, that is basically the situation. We have instructed our employees to take accommodations at the Frobisher Inn, and that is the reason we have done this, because of the long-standing agreement that has been in existence between the federal government and the management of the hotel and, latterly, this government.

MR. SPEAKER: Thank you. Have you any supplementary questions? Mr. Evaluarjuk.

MR. EVALUARJUK: (Translation) Thank you, Mr. Speaker. No, not really, but I just wanted to refer this question and find out what will happen.

MR. SPEAKER: Mr. Minister.

HON. TOM BUTTERS: Mr. Speaker, I want you to know that we are still looking at it. Obviously, we have had the arrangement examined by our legal department to see how binding it is. It would appear to be binding, but the matter, as far as I am concerned, is still an open question and we will continue to examine that obligation.

MR. SPEAKER: Thank you. Oral questions. Mr. Sibbeston.

Question 14-83(1): Withdrawing Inmates From Jobs In Fort Simpson

MR. SIBBESTON: Mr. Speaker, a question to the Minister responsible for correction services in the Northwest Territories. In view of the fact that there is now talk amongst the residents in Fort Simpson, that in order to get a job you may have to go to jail, and in view of the fact that at a public meeting last night in Simpson, this matter was raised by the residents of Fort Simpson, is the Minister prepared, today, to say definitely that he is prepared to withdraw the five prisoners who are presently working in Simpson?

MR. SPEAKER: Mr. Minister.

Return To Question 14-83(1): Withdrawing Inmates From Jobs In Fort Simpson

HON. KANE TOLOGANAK: Thank you, Mr. Speaker. I am aware of the meeting that was held in Fort Simpson last night, and just before lunch one of my officials had a telephone conversation with the mayor of Fort Simpson and we have agreed to have some further meetings for clarification of our position. As I mentioned yesterday in my reply, not all the prisoners involved in this work program are not from Fort Simpson. One was from Fort Simpson, as I mentioned in my reply, but I am continuing as I stated yesterday, to review the whole situation and I am meeting with the mayor of Fort Simpson as well. I will be inviting the MLA for Mackenzie Liard to attend the meeting as well. Thank you, Mr. Speaker.

MR. SPEAKER: Thank you. Oral questions. Ms Cournoyea.

Question 15-83(1): Taxation Of Trappers

MS COURNOYEA: Mr. Speaker, on February 4, I received a reply to an oral question that I placed in the last session from the Minister of Renewable Resources, and in that reply, the Minister of Renewable Resources said, as stated, that he would try and talk to the Ministers of Indian Affairs and National Revenue on the ongoing concern of taxation of trappers in the Northwest Territories. Would the Minister be prepared to state whether he has carried out his stated intent?

MR. SPEAKER: Mr. Nerysoo.

Return To Question 15-83(1): Taxation Of Trappers

HON. RICHARD NERYSOO: Yes, Mr. Speaker. I have attempted to meet with the Minister of Indian Affairs, but he has not committed himself to a specific date. We are still trying to raise this specific issue and other issues as well, with the Minister and have requested that he set a date either in late February, or early March, so that we can convene the discussions.

MR. SPEAKER: Thank you. Oral questions. Mr. Evaluarjuk.

Question 16-83(1): Quota Of Narwhals

MR. EVALUARJUK: (Translation) Thank you, Mr. Speaker. This is a question to the Minister for Renewable Resources. When we met in the November session, I was wondering whether you had got any word on the quota of narwhals from the Department of Fisheries and Oceans. You have not replied to this question. I did ask the question as a written question. Have you made any attempt to give us an answer on this, or have you done anything about it? I would like to know.

MR. SPEAKER: Mr. Minister.

Return To Question 16-83(1): Quota Of Narwhals

HON. RICHARD NERYSOO: Yes, Mr. Speaker. I will reply to the question in further detail to the honourable Member. As has been indicated previously, the Minister of Fisheries and Oceans and the department itself, does not want to increase the quotas of whales, and that is certainly their decision and their responsibility, even though we have already made representation to the Department of Fisheries and Oceans requesting that they increase the quotas to the various communities.

MR. SPEAKER: Thank you. Oral questions. Ms Cournoyea.

Question 17-83(1): Meeting With Minister Of National Revenue Re Taxation Of Trappers

MS COURNOYEA: Mr. Speaker, in answer to the earlier question I raised, would the Minister of Renewable Resources state whether he has made an attempt, or whether he was successful in carrying out a meeting with the Minister of National Revenue?

MR. SPEAKER: Mr. Nerysoo.

Return To Question 17-83(1): Meeting With Minister Of National Revenue Re Taxation Of Trappers

HON. RICHARD NERYSOO: No, I was not successful in carrying out a meeting with the Minister of National Revenue, but I did raise the particular issue with the Minister who is responsible for Fisheries and Oceans, and also, the Minister responsible for small business, when we went to Europe, so that they could raise this specific issue with their colleagues.

MR. SPEAKER: Thank you. Oral questions.

Question 18-83(1): Cosmos 1402

MRS. SORENSEN: My question is for the government leader, Mr. Braden, Mr. Speaker. It concerns the problems we have had over recent years with the falling of satellites on the lands of the Northwest Territories. I am wondering if the Minister has any further information on Cosmos 1402?

MR. SPEAKER: Mr. Minister.

Return To Question 18-83(1): Cosmos 1402

HON. GEORGE BRADEN: Mr. Speaker, thank you very much. I understand, from Emergency Planning Canada, that the radio-active portion of Cosmos 1402 re-entered the atmosphere early yesterday morning and crashed in the Atlantic Ocean, east of Brazil, at approximately 4:00 in the morning. Consequently, all agencies involved have now resumed normal duties. Thank you.

MR. SPEAKER: Thank you. Oral questions. That appears to conclude oral questions. Item 4, written questions. Are there any written questions today? Mr. Evaluarjuk.

ITEM NO. 4: WRITTEN QUESTIONS

Question 19-83(1): Extension Of Road, Igloolik

MR. EVALUARJUK: (Translation) Thank you, Mr. Speaker. My question is to the Minister responsible for Local Government. I received a letter from the hamlet of Igloolik requesting support from this Legislature. You, as a Minister have probably heard that the hamlet of Igloolik made a request to Local Government in Frobisher Bay with regard to the extension of a road to the point. Local Government states the road cannot be extended outside the municipality of Igloolik.

You probably have seen the area I am referring to in Igloolik. It is a small inlet, and in June and July there is still a lot of ice in the inlet. There are some people who have their camps set up at the point in July, when the ice is breaking up and it becomes a real problem to those who are at the camp because there is no proper road, and the number of people with vehicles are increasing.

Mr. Minister, in order that you can understand my written question, I will give you a copy of the request that has been given to me by the residents of Igloolik, and I will also include a map of the requested area, and it is clearly marked in red. Also, I will give a copy of the same letter to my colleagues here. I think, as the Minister, you would want to be able to support this matter, as it is in your interests along this line. Thank you.

MR. SPEAKER: I would hope that in the future your written questions are more in the form of a question rather than an appeal for assistance. A written question should really be asking a specific question, Mr. Evaluarjuk. Written questions. Item 5, returns. Are there any returns today? Mr. McCallum.

ITEM NO. 5: RETURNS

Further Return To Question 3-83(1): Winter Roads To Trout Lake And Nahanni Butte And Return To Question 11-83(1): Opening Of Winter Roads To Trout Lake And Nahanni Butte

HON. ARNOLD McCALLUM: Mr. Speaker, I have a return to two oral questions asked by the Member for Mackenzie Liard regarding the winter roads to Nahanni Butte and Trout Lake.

Public Works has no plans to construct a winter road to Nahanni Butte. Feasibility of building a winter road was investigated resulting in a route location, a cost estimate of \$30,000 and no economic justification for the project. The department did contact community representatives, federal government agencies, territorial government departments, and other groups in an attempt to determine potential freight volumes and usage if a road were constructed. There were some commitments secured for next year, 1983-84 winter, but very extremely limited freight volumes were determined for this year. After careful analysis of these particular factors, it was decided not to construct the winter road on these economic grounds.

The requirement for a winter road to Trout Lake was similarly investigated. The only confirmed freight requirement was fuel resupply although timing requirement for delivery of the fuel versus availability of the winter road if it were built was such that it was necessary to proceed with fuel resupply independent of the road requirement. This resupply was committed by airlift at significantly less cost than what would have been experienced should a winter road have been constructed. A decision was subsequently made not to construct a winter road as again it was not economically feasible. However, Interprovincial Pipelines are presently utilizing the winter road right of way to gain access to their pipeline right of way and are funding Public Works to construct and maintain the portion of right of way the company requires. The winter road is open approximately halfway to Trout Lake but there are no plans to complete the road to the community. The estimated cost for construction and maintenance of the balance of the road is approximately \$35,000. Considering these moneys were not identified in the budget, and the lack of identified freight usage, the project is not considered economically feasible.

MR. SPEAKER: Thank you, Mr. Minister. Returns. That appears to conclude returns for today. Item 6, Ministers' statements. Mr. McCallum.

ITEM NO. 6: MINISTERS' STATEMENTS

Minister's Statement On Awarding Housing Contracts To Northern Businesses

HON. ARNOLD McCALLUM: Mr. Speaker, I would simply like to indicate to Members that the Housing Corporation has tendered rehab supply contracts for 1983, and it has been broken down into a number of areas, and I would simply like to indicate to Members of this House that all contracts that

will be awarded, and would be verified from a committee of the corporation as well as Canada Mortgage and Housing, have been awarded to northern contractors. No southern contractors have been awarded contracts under the 1983 rehab supply, and that was for tankage, mill work, etc.

---Applause

So in light of the possibility of questions that might come up as to what the corporation is doing about providing incentive or providing northern contractors with these businesses -- and these are supply businesses as well -- I want to assure Members now that the 1983 supply contracts have, indeed, in all instances, been awarded to northern businesses.

MR. SPEAKER: Thank you. Ministers' statements. That appears to conclude Ministers' statements.

Item 7, petitions.

Item 8, reports of standing and special committees.

Item 9, tabling of documents. Item 10, notices of motion. Mr. Pudluk.

ITEM NO. 10: NOTICES OF MOTION

Notice Of Motion 5-83(1): Fisheries And Oceans Representatives To Appear Before Committee Of The Whole

MR. PUDLUK: Mr. Speaker, I would like to give notice of a motion which I will move February 10th, 1983, on Thursday. Now therefore, I move, seconded by the honourable Member for Baffin Central, Ipeelee Kilabuk, that the Legislative Assembly invite senior representatives from the Fisheries and Oceans department to appear before the committee of the whole as soon as possible.

MR. SPEAKER: Thank you. Notices of motion. Mr. Sibbeston.

Notice Of Motion 6-83(1): Work Release Programs In Territorial Correctional Centres

MR. SIBBESTON: Mr. Speaker, I wish to give notice that at the next possible date I will be moving the following motion. I move that the Assembly recommends to the Executive Committee that it amend its work release program for inmates in the territorial correctional centres to provide for the following: That inmates not be permitted to obtain jobs for wages in a community or region where there is extraordinarily high unemployment, or where there are jobs available which are desired and actively sought after by local residents.

MR. SPEAKER: Thank you. Notices of motion.

Item 11, notices of motion for first reading of bills. Item 12, motions.

MR. SIBBESTON: I would like to ask for unanimous consent to deal with my notice of motion given earlier.

MR. SPEAKER: We have a request on the floor from Mr. Sibbeston, for unanimous consent to deal with his motion, relative to the correction system situation with regard to hiring men from the correctional institute, in areas where labour is greater than the supply of jobs.

MR. MacQUARRIE: Nay.

MR. SPEAKER: We have a nay on the floor. Unanimous consent has been denied. Does anybody else wish to try for unanimous consent today? Item 13, first reading of bills. Mr. McCallum.

ITEM NO. 13: FIRST READING OF BILLS

First Reading Of Bill 12-83(1): Travel And Tourism Ordinance

HON. ARNOLD McCALLUM: Mr. Speaker, I move, seconded by the honourable Member for Mackenzie Delta, that Bill 12-83(1), An Ordinance Respecting Travel, Tourist Establishments and Outdoor Recreation, be read for the first time.



MR. SPEAKER: I have a motion on the floor. Are you ready for the question?

AN HON. MEMBER: Question.

MR. SPEAKER: All those in favour? Opposed, if any? Bill 12-83(1) has had first reading.

---Carried

First Reading Of Bill 18-83(1): Territorial Parks Ordinance

HON. ARNOLD McCALLUM: Mr. Speaker, I move that Bill 18-83(1), An Ordinance to Amend the Territorial Parks Ordinance, be read for the first time.

MR. SPEAKER: I have a motion on the floor. Are you ready for the question?

AN HON. MEMBER: Question.

MR. SPEAKER: All those in favour? Opposed, if any? Bill 18-83(1) has had first reading.

---Carried

Item 14, second reading of bills. Mr. McCallum.

ITEM NO. 14: SECOND READING OF BILLS

Second Reading Of Bill 10-83(1): Council Ordinance

HON. ARNOLD McCALLUM: Mr. Speaker, I move, seconded by the honourable Member for Mackenzie Delta, that Bill 10-83(1), An Ordinance to Amend the Council Ordinance, be read for the second time. The purpose of the bill, Mr. Speaker, is to amend the Council Ordinance to provide for the payment of additional travel expenses during Council sessions.

MR. SPEAKER: To the bill in principle?

AN HON. MEMBER: Question.

MR. SPEAKER: Question being called. All those in favour? Opposed, if any? Bill 10-83(1) has had second reading.

---Carried

Second reading of bills. Item 15, consideration in committee of the whole of bills, recommendations to the Legislature, and other matters.

ITEM NO. 15: CONSIDERATION IN COMMITTEE OF THE WHOLE OF BILLS, RECOMMENDATIONS TO THE LEGISLATURE AND OTHER MATTERS

Bill 1-83(1), Appropriation Ordinance, 1983-84. We will resolve into committee of the whole with Mr. Sayine in the chair.

PROCEEDINGS IN COMMITTEE OF THE WHOLE TO CONSIDER BILL 1-83(1), APPROPRIATION ORDINANCE, 1983-84

CHAIRMAN (Mr. Sayine): Okay, the committee will come to order. Can I ask you, Mr. Tologanak, to bring back your guest to the table? Mr. Tologanak.

HON. KANE TOLOGANAK: Thank you, Mr. Chairman. I would request that my deputy minister join me at the witness table.

Department Of Health

CHAIRMAN (Mr. Sayine): Agreed? Okay, we were dealing with page 13.13. Are there any Members with any further questions? Mr. Tologanak.

HON. KANE TOLOGANAK: Thank you, Mr. Chairman. Yesterday, Members may recall, I was unable to reply to some of the questions, and I promised that I would come back with replies. I have provided some information already to the Member for the Western Arctic in the form of a letter,

and I also have some information that was requested by other Members in the House. I do not know how you wish me to handle this, because they have not been translated. I was reluctant to table them, because they were not translated into Inuktitut, but I do have the necessary information available. I can send them forward for translation and have them properly tabled as replies to the questions that were raised. Thank you, Mr. Chairman.

CHAIRMAN (Mr. Sayine): What is the committee's wish, whether Mr. Tologanak tables it, or comes back at a later date?

MRS. SORENSEN: Table the information now.

SOME HON. MEMBERS: Agreed.

CHAIRMAN (Mr. Sayine): We will table now, Mr. Tologanak.

HON. KANE TOLOGANAK: Mr. Chairman, the practice of this House has been that any documents tabled have to be translated. That is why I was reluctant to table them during the tabling of documents, but I would be glad to table them now and whatever translations that are required will be done. Thank you.

CHAIRMAN (Mr. Sayine): We will receive the documents and have them circulated. Any further questions on page 13.13? Mr. Patterson.

HON. DENNIS PATTERSON: Thank you, Mr. Chairman. If you will forgive me, since I was unable to be in the House yesterday, I wonder if I might make some brief remarks that have to do with hospitals, particularly the new territorial hospital in my constituency. I have one question on that.

CHAIRMAN (Mr. Sayine): Does the committee agree that Mr. Patterson go ahead?

MS COURNOYEA: Agreed.

CHAIRMAN (Mr. Sayine): Go ahead, Mr. Patterson.

#### Praise For Negotiations Of Transfer Of Baffin Regional Hospital

HON. DENNIS PATTERSON: Yes, thank you, Mr. Chairman. Very briefly, I would like to express my sincere thanks to the honourable Minister of Health and his predecessor, the Hon. Arnold McCallum, and my colleagues on the Executive Committee, for the significant step that was recently taken in my constituency, to transfer the Frobisher Bay General Hospital, as it was then called, from jurisdiction under the Department of National Health and Welfare, to a Baffin regional board of directors, and I am pleased that they have decided to change the name to properly reflect that they are servicing the region and it is now to be called the Baffin Regional Hospital.

I would like to say that I recognize that this has required a great deal of hard work and difficult problems have had to be surmounted by officials working on both sides. But I have been very impressed in what I know about the negotiations that have taken place, about the high degree of good will and co-operation on both sides, without which, I am sure this agreement might have never been concluded.

I would like to also congratulate Inuit Tapirisat of Canada who, in their annual general meeting in Coppermine -- I believe it was in 1980 -- moved that the territorial government should acquire a more meaningful control over health services in the Northwest Territories, through contract, as we have done here, and recognized that this would not appear to jeopardize land claims negotiations.

Speaking of the issue of land claims and political developments, I really do believe that this great step which has been taken in the Baffin region is significant, not only will it provide more accountability in the delivery of hospital and health services but also it is another step toward devolution of power and authority over a very important part of people's lives, to the people of the Baffin region. I think that, while we are working on broader steps with the federal parliament toward division of the Northwest Territories, I am just delighted that this government can support equally important but perhaps smaller steps toward an autonomous eastern territory, such as the devolution of the Frobisher Bay hospital.

#### Effect Of Transfer On Health Services In Baffin Region

I am pleased that the representative of the Hon. Monique Begin, Dr. Schroder, who is her parliamentary secretary and represented her at the transfer ceremony in Frobisher Bay, specifically made that point in unveiling, with our Minister, the plaque at our new hospital. I would like

to thank Mr. Tologanak for having gone to the trouble of attending the opening ceremony. I am confident from speaking to members of the staff then, and on prior occasions, that morale in the hospital has never been higher. I think, we will only be building on an already very high standard of health services and it can only get better. It will get better in the little ways that are so important to people.

I just would mention a small example of what this means to people of the Baffin region. Board members of the hospital board, at their last meeting, which coincided with the transfer in January, toured the hospital and were able to speak to patients in their own language and speak to them about the service and improvements that might be available. I think that this is an enormous leap forward in further responsiveness of health officials to the requirements of the people. So, I cannot express more effusively my gratitude for this move on the part of our government and our Minister, and I know it will lead to even better health services in Baffin region.

#### Requirements In Capital Spending For Equipment

I would like to raise one issue to the Minister that is a matter of some concern with regard to this transfer. That is, in the negotiations that led to the transfer. I understand that certain capital expenditures that had been contemplated while the hospital was under jurisdiction of National Health and Welfare appear to have been put off while the negotiations were under way. I would particularly like to mention that some of the capital needs that were drawn to my attention in that hospital include a new operating room light, a blood chemistry machine and ultrasound equipment. The latter two pieces of equipment, I understand, would very quickly pay for themselves, in that our being able to do certain diagnostic tests in Frobisher Bay would eliminate the need to send people to Montreal at an air fare of \$800 return, and facing boarding costs and the rest.

So I think the government could very quickly recover those capital investment funds through operating and maintenance savings. I would just like to ask the Minister if he is aware of these capital requirements. While this agreement is being finally concluded over the coming year, will his officials be addressing these capital requirements with National Health and Welfare officials? Thank you.

CHAIRMAN (Mr. Sayine): Mr. Tologanak.

HON. KANE TOLOGANAK: Thank you, Mr. Chairman. On the turnover of the hospital, capital responsibility for items over \$5000 was not turned over; any capital expenditure over \$5000 was not turned over as our responsibility. I am well aware the hospital has requested three pieces of equipment which are vital to the hospital, all of which are over \$5000. We will review their requests, and if we consider the request valid we will put it forward to Health and Welfare Canada for their consideration. However, I am well aware that the three capital requirements are in the five year capital plan. Now I will be urging, in our further negotiations with Health and Welfare Canada, to see if we can move these up. The first initial purchase of equipment that will be talked about would be in 1984-85, but I would like to try and move some of this vital equipment forward. Thank you, Mr. Chairman.

CHAIRMAN (Mr. Sayine): Mr. Patterson.

HON. DENNIS PATTERSON: Yes, thank you, Mr. Chairman. I forgot to mention an electroencephalograph, I am not sure if I am pronouncing that correctly, but that was another piece of equipment identified to me by one of the senior physicians at the hospital. I think Mr. Tologanak also has heard of this concern, so I am pleased to hear it will be dealt with because it seems that, while everyone was involved in these negotiations, some of the capital requirements have been perhaps neglected for a little too long. Thank you.

CHAIRMAN (Mr. Sayine): Are there any further questions, page 13.13? Does this complete the Department of Health?

SOME HON. MEMBERS: Agreed.

CHAIRMAN (Mr. Sayine): Is it agreed that we move on to the Department of Social Services?

SOME HON. MEMBERS: Agreed.

Department Of Social Services

CHAIRMAN (Mr. Sayine): Page 14.01. General comments by the Minister.

HON. KANE TOLOGANAK: Thank you. Mr. Chairman, and honourable Members, this is my first budget presentation as Minister of Social Services. I was pleased to be appointed Minister of Social Services, as this department is very community oriented in programs and in staffing. The recruitment and training of people who have been born and raised in the Northwest Territories has been a priority. A number of these staff members have completed, or are in the process of completing, studies in social work. These people are taking more senior social work positions, including one who recently became a supervisor. Although financial resources are limited, I will continue to emphasize the importance of developing in-service training for all staff.

Social Services cannot work in isolation from other departments. Despite fierce competition for funds, I intend to emphasize interdepartmental co-operation in establishing and implementing community-based programs. One example of this is the current work which is being undertaken to review the financial resources available to help hunters, trappers and fishermen. My department is taking the lead role in reviewing the various funding mechanisms and developing a proposal which would reduce the amount of bureaucracy involved in assisting this group of residents. Regional and headquarters staff have been very much involved in working with other departments to identify needs and the resources required to meet them.

Earlier in the year, the priorities and planning committee established a set of priorities for departments to use in developing their budgets. In addition, other concerns have been expressed by many communities. We have worked to prepare a budget which tries to deal with some of these concerns. You will note in the department's main estimates funding has been allocated to start a community-based program to provide alternatives to jail, to assist in training native persons to deal with the problems with alcohol and other drug abuse and, in co-operation with the Department of Education, to develop material for alcohol and drug education for schools in the Northwest Territories. Funds have been allocated to assist in establishing a program in the Rae-Edzo area to help sight-impaired persons.

Alternatives To Prison Sentencing To Be Sought

As some of you may be aware, the Northwest Territories experienced severe prison overcrowding last year. Unfortunately, our approaches to solving this problem have not always been well understood or accepted. We share the concerns for the serious crime problems, but also know that there are no simple solutions. I am convinced the answer does not lie in more of the same. Harsher prison sentences, more police, more jails, will only encourage continued use of prison systems to solve community problems. We must look for new methods. The cost of using jails, both in human and financial terms, is enormous. Experience has shown that jails do not stop criminal behaviour. We need methods that will lead to more lasting solutions. We are told that unemployment, poor housing, alcohol abuse, family breakdown, isolation, and culture shock are hard to overcome. The jailhouse just becomes a "revolving door" for many of our residents.

The correctional programs should be community orientated. Jails should be used only for the dangerous criminals. This will be cost effective, and will encourage greater co-operation in the system over the use of scarce resources. Many offenders are non-violent and serving short sentences. It seems logical, therefore, to keep them out of expensive, costly, high security institutions. Therefore, for the immediate future, the government will be encouraging, on an experimental basis, pilot projects in communities. Already, we have established community programs including probation, community service orders, and restitution. The Government of the Northwest Territories, together with the Government of Canada, funds a halfway house and a wilderness project. During the last session, we passed a Fine Option Ordinance. This program will permit persons the option of working off their fine and not going to jail. We look forward to working together with community groups, private agencies, and band councils in the development of this alternative.

A detailed renovation plan is being developed for the Yellowknife Correctional Centre. It is intended that this jail will look after the more serious offenders. Plans to replace the current trailer units in Frobisher Bay with a new community correctional centre are well under way. However, jails must be seen as a program of last resort. We must find funds to initiate preventive programs, to provide appropriate family and community support programs and to develop treatment facilities for disturbed youngsters before they become so bad they have to be put in jail.

### Review Of Family And Children's Services Program

During the coming year, I will be emphasizing the importance of reviewing the family and children's services program area. We hear a great deal about future economic development proposals, megaproject proposals, renewable and non-renewable resource development proposals. However, people are the most important resource for any community. Our children are the future for the North, and it is important that we do not lose sight of this fact. Unless we pay attention to our families and our children, resource development will prove meaningless. The stress on children and families is increasing, and communities are experiencing problems in coping with older children.

The department is trying to have these matters dealt with at the community level. During the past year, there has been an emphasis on meeting the needs of these young people in the North rather than sending them to southern treatment facilities. Foster homes and group homes have been developed rather than building large institutions. We have worked with band councils in the South Mackenzie to operate summer camp programs for juveniles. These programs have been successful in reducing delinquent activities. This type of activity must be increased and emphasis placed on developing new initiatives.

### Program In Area Of Alcohol And Drug Abuse

The area of alcohol and drug abuse continues to present a major challenge to our department and to all concerned northerners. During the past year, the NWT Alcohol and Drug Co-ordinating Council met more often than at any time in the past. The department supports them in their efforts to identify problems and potential solutions and to assume greater responsibility for programs. Greater co-operation and co-ordination between the federal and territorial governments has been made possible. It is still not perfect, but large steps have been made by this group working closely with our departmental staff.

Efforts are under way to simplify the bureaucratic mechanisms which community groups have a hard time understanding. Several community projects which have been funded through the years are now developing extremely well. Projects such as Delta House in Inuvik, Northern Addiction Services in Yellowknife, Katimavik Centre in Cambridge Bay and Sappujitjit in Rankin Inlet have recently been able to work to provide needed services by working together. Project staff are able to support the development of projects in nearby communities. There are problems in many communities in finding trained workers to run projects. A major training project is under way now to help increase the knowledge and skills of community workers. There is, however, still a long way to go before we can confidently say alcohol and drug abuse is no longer the number one problem of the Northwest Territories.

### Services To The Elderly

Many of you are aware, as I am, of the increasing demands for increasing services for our elders. Again, I wish to emphasize the community-based approach which my department has followed in determining needs and developing programs. The planning process involves community residents right from the beginning in surveying their needs and the levels of care required. It has to be kept in mind that the department must operate within the overall financial planning process of this government, and it is not always possible to obtain funding in the same year in which needs are identified. We must also keep in mind the need to be sensitive to the needs of our elders. On occasion, well-intentioned persons have indicated the need to develop a program to assist some of our elders who, when approached directly, indicate they do not wish to be involved at this point in time.

The demand for home care services is increasing, and will continue to grow. Communities such as Inuvik, Fort Simpson, Rae-Edzo, Hay River, Fort Smith and Yellowknife have expressed many concerns in this area. Some programs have been established, but financial resources are tight.

During the past year, the group living unit for handicapped adults was opened in Yellowknife and an effective program introduced to help these residents live as independently as possible. I enjoyed the opportunity to visit the new foster home for profoundly handicapped children which was recently opened in Frobisher Bay. Both these facilities have enabled the department to bring back adults and children from the South. As more experience is gained in caring for these people here in the Northwest Territories, I want to establish training programs which will allow similar resources to be developed in more communities.

### Social Assistance

The Northwest Territories has not yet experienced the financial impact that most provinces have in terms of increasing social assistance payments. However, with the lengthy shut-down at Tungsten and Pine Point and the decline in demand and prices for furs, I would anticipate more people asking for welfare in the Northwest Territories.

Several communities are concerned about transients. Last summer there were more transients than ever before noticed in the Northwest Territories. The communities of Hay River, Yellowknife, Inuvik, Norman Wells and Frobisher Bay have all been affected by people visiting and/or seeking employment. My staff often face very difficult situations which have to be handled very carefully in order not to provoke angry and violent outbursts from people who believe it is their right to receive financial assistance. Many have come north because they have heard about the resource development projects. Our department has been under pressure to provide welfare to people who have come north without enough money to look after themselves. Last year, we changed the food scale structure and introduced a general 10 per cent increase. This budget does not allow for further increases in social assistance allowances.

I have given you a brief overview of the Department of Social Services and its programs. I have tried to identify some of the issues which have come to my attention during my travels in the Northwest Territories, as Minister of Social Services. I have heard many concerns from people who are upset over the amount of family breakdown and alcohol and drug abuse. There are those who want tougher jails. There are those who think that government should look after children as soon as parents begin to drink or fight. There are no simple answers. This government will continue to encourage people to take responsibility for their own actions. We will continue to help people look after themselves.

I would like to compliment my staff, especially those working in the field offices, on the manner in which they handle the amount of work and the problems that come with it. Staff who work in departmental institutions also have to be complimented for their efforts during the past year. The department is under a lot of pressure.

### Current Level Of Operation To Be Maintained

The budget I am presenting to you will maintain the current level of operation. It does not provide for any initiation of new programs aimed at prevention, and it certainly does not allow the department to respond to new initiatives presented by community groups in a substantial way. My concern is that unless we, as legislators, turn our attention more to the human and social concerns of the North, we will find ourselves with new-found wealth from resource development, but with confused and unhappy people. Thank you, Mr. Chairman.

---Applause

CHAIRMAN (Mr. Sayine): Thank you, Mr. Minister. We will now take a 15 minutue coffee break.

---SHORT RECESS

CHAIRMAN (Mr. Sayine): The committee will come to order. Any comments from the Members?  
Mr. Arlooktoo.

MR. ARLOOKTOO: (Translation) Thank you, Mr. Chairman. This question is directed to the Minister of Social Services. I would like to know if you are going to put employees from the Department of Social Services into some of the communities that do not have Social Services employees in 1983? Are you going to put a social worker in Lake Harbour?

CHAIRMAN (Mr. Sayine): Thank you, Mr. Arlooktoo. Mr. Tologanak.

HON. KANE TOLOGANAK: Mr. Chairman, in light of the problems that we have, we are presently reviewing the situation in Lake Harbour. We may fill in a half-time position or whatever we come up with in our review. Thank you, Mr. Chairman.

CHAIRMAN (Mr. Sayine): Are there any further questions? Mr. Arlooktoo.

Request For Social Worker In Lake Harbour

MR. ARLOOKTOO: (Translation) Thank you, Mr. Chairman. I know they need a social worker in Lake Harbour. We need a social worker, not for the welfare for the people, but for the adopted kids and the young people who get into trouble; and also, with regard to older people who need assistance. For those reasons, we want a social worker in Lake Harbour. Also, I have a petition here with me, and I will be handing out copies shortly, sometime perhaps this week, during the session. Lake Harbour is fairly close to Frobisher Bay but the problems in Lake Harbour and Frobisher are different. My question is will we be given a social worker in 1983? Thank you.

CHAIRMAN (Mr. Sayine): Mr. Minister.

HON. KANE TOLOGANAK: Thank you, Mr. Chairman. I would like to respond in a positive manner but, like I said, I would review the whole situation in Baffin, because there are actually four communities without a social worker in the Baffin Island region. I understand the problems that they may be having in Lake Harbour. We are going through a process of training people in Fort Smith and, as well, some in-service training in Frobisher Bay. I would like to review the whole matter before actually giving a positive answer to providing a position in Lake Harbour. Thank you, Mr. Chairman.

CHAIRMAN (Mr. Sayine): Mr. Arlooktoo.

MR. ARLOOKTOO: (Translation) Thank you, Mr. Chairman. Thank you to the Minister for his reply. If you will be training a social worker I would like to get somebody from Lake Harbour. We would not want anybody from outside of Lake Harbour. There are a lot of unemployed people in Lake Harbour. Thank you.

CHAIRMAN (Mr. Sayine): Mr. Minister.

HON. KANE TOLOGANAK: I will take that advice in my considerations and review.

CHAIRMAN (Mr. Sayine): General comments? Mr. Appaqaq.

Honorariums For Members Of Local Social Services Committees

MR. APPAQAQ: (Translation) Thank you, Mr. Chairman. I have a short comment to make. I am very thankful to the Minister of Social Services. The first thing I want to point out is the local committee on social services have never received a grant. They do not get money for being members of the social services committee, and they are getting tired of being members of the board. I just want to know if they are paid differently. Are they not paid during their committee meetings? I was wondering if I could get a reply?

CHAIRMAN (Mr. Sayine): Mr. Minister.

HON. KANE TOLOGANAK: Thank you, Mr. Chairman. I take it the question is with regard to the payment to the members of the local committee for social services.

CHAIRMAN (Mr. Sayine): Mr. Appaqaq.

MR. APPAQAQ: (Translation) Yes. I believe they do not get paid during their committee meetings. They did apply for some assistance from Frobisher Bay one time earlier, but I was told that they would not be able to get assistance. They were not able to get any funding for their committee meetings, and since they found out about not getting any money for their meetings, they have sort of stopped this kind of meeting. Thank you.

CHAIRMAN (Mr. Sayine): Mr. Minister.

HON. KANE TOLOGANAK: Mr. Chairman, I do not understand the question. The policy of payments for members of our committees presently is now \$300 a year. We are now reviewing the honorarium because it is less than any other committees that are set up in communities. Thank you, Mr. Chairman.

CHAIRMAN (Mr. Sayine): General comments? Mr. Appaqaq.

MR. APPAQAQ: (Translation) Thank you, Mr. Chairman. I have one more comment to make. It is with regard to the unemployed people who get assistance to buy food. It seems they get quite a bit, but I know that it is not enough. Right now, as it is, they get a per diem. I was wondering if the Minister could consider this. I believe that some of the food prices in the communities are different from each other. Has he considered trying to assist these people who do not have jobs?

CHAIRMAN (Mr. Sayine): Mr. Minister.

HON. KANE TOLOGANAK: I would like further clarification, because the translation kind of went back and forth a little bit. Perhaps if I listen to the Inuktitut version of it, I will understand it better. (Speaks in Inuktitut)

MR. APPAQAQ: (Translation) Thank you, Mr. Chairman. I am sorry, the interpreters seem to be having a hard time understanding me. I was talking about financial assistance people get from Social Services. The people I was talking about are people that are unemployed. In some of the communities there is quite a difference in the costs of food; some are cheaper in some places and some of them are more expensive. For example, I know that the prices are much higher in Sanikiluaq than in Frobisher Bay. I do not know why they are so much higher than Frobisher Bay. Those people who receive assistance for buying food find it only lasts them for about a week, when it is supposed to last them for a month. I was wondering if you understand me correctly.

CHAIRMAN (Mr. Sayine): Mr. Minister.

#### System Of Establishing Assistance For Buying Food

HON. KANE TOLOGANAK: Thank you, Mr. Chairman. I believe the whole question is based on the food scale system that we have in the Territories, and it varies across the Territories. It varies on the price in a particular community and region. It also varies on statistics that are gathered, not only our statistics for the Northwest Territories, but by Statistics Canada, as well. So, there are variations. When we consider how much social assistance is given in a particular community in a region, we are continually reviewing, basically year by year, the food scales, and how we give the assistance out in those communities. Thank you, Mr. Chairman.

CHAIRMAN (Mr. Sayine): General comments? Ms Cournoyeyea.

MS COURNOYEA: Mr. Chairman, in the Minister's opening speech there was mention of the high impact areas related to development. Many of the points of issues addressed are related to these high development areas. In the expansion of programming, in next years budget, and next years forecast budget, I see no evidence that the areas that are outlined as impact areas are identified. I am wondering what the Minister sees as an impact area, and why his budget does not reflect the stated opinions of the various departments, including his own, in addressing more problems of the impact areas and their need for a build-up of facilities.

CHAIRMAN (Mr. Sayine): Mr. Minister.

HON. KANE TOLOGANAK: Thank you, Mr. Chairman. Those impact zones are provided with special funds which the federal government is providing and which the Government of the Northwest Territories is addressing. Perhaps Mr. Butters, or Mr. Nerysoo, can better answer that question for funding the development impact zones and the special funding that is required to meet these impacted areas.



CHAIRMAN (Mr. Sayine): Mr. Butters.

Funding For Impact Zones

HON. TOM BUTTERS: I did not catch all the question, but it seemed to suggest that the Member for the Western Arctic was expecting to see impact zones so designated and carry within the budget framework the special moneys being allocated to particular projects which result from the development or exploration occurring in those particular areas. In my understanding the budget of the departments are developed with the specific and particular needs of these communities in mind, and are included in the total budget of the department, and are not broken down and so identified. However, I would have to do a bit of research myself to examine the question. I did not hear what the point was.

CHAIRMAN (Mr. Sayine): Ms Cournoyea.

MS COURNOYEA: Mr. Chairman, I am quite aware of the capital that has been allocated to certain areas. However, I am asking a question with particular reference to the Social Services section. According to the budget as it is allocated, it seems that the impact zones that have been identified would be Hay River and Yellowknife because that is where the target money appears to be going. I probably would not have asked the question except it seems that in Mr. Tologanak's opening statement he stated that much effort was placed toward handling the problems that would be arising, and understanding the problems that would arise in the higher impact zones. So the question basically is, where is it reflected in the budget that these areas of impact, as identified, are being addressed?

CHAIRMAN (Mr. Sayine): Mr. Minister.

HON. KANE TOLOGANAK: Mr. Chairman, for these impact zone funds, there have been agreements drafted and discussed, socio-economic agreements, and part of our department is included in those agreements. Perhaps Mr. McCallum can enlighten us on the socio-economic agreements that have been signed.

CHAIRMAN (Mr. Sayine): Mr. McCallum.

HON. ARNOLD McCALLUM: Mr. Chairman, when the government designates an area as a development impact zone, the membership of that impact zone group, under our resource development policy, will present a budget to the government, to the Minister, Mr. Nerysoo, to attempt to identify the impact of any development in an area. Within that, and the identification of the impact, they will be dealing with the kind of socio-economic concerns that may be raised by various peoples or communities in that area. Upon doing so, that will give this government an opportunity to review it, and to see what would be necessary. In Mr. Butters' talk on the new fiscal arrangements that the government is going to acquire with the federal government, he talked about formula financing and the other discretionary financing that will look after the infrastructure that will be required in the impact areas. So I would expect that, as the concerns are identified by the people who make up the impact zone group, who are the representatives of a municipality, various native organizations, and other people within the community, they will identify what will be required and what the socio-economic concerns are. Then through our fiscal transactions with the federal government, that money would be, hopefully, identified through the discretionary funding. That is the way that I understand it. Therefore, it would seem to me that Mr. Tologanak is correct. It may not be identified here as particular funding within the Social Services budget, but it would be identified in terms of Mr. Nerysoo's department for funding the work of the impact zones.

CHAIRMAN (Mr. Sayine): Ms Cournoyea.

MS COURNOYEA: It appears again, Mr. Chairman, that we have to rely on committees to make identification some time in the future. The fact is, in Mr. Butters' speech on the budget, it says, incorporate the priorities of the Legislative Assembly and the Executive Committee. It seems to me, over the last couple of years, one of the priorities was to address the impact zone. Now, in Social Services, in the budget that is being presented to us, I feel that somewhere this should be identified in terms of addressing the northwestern part of the Western Arctic where there is significant impact. I realize that the impact areas have been taken care of in certain departments and have been removed from the departments. But in my understanding of the budget, the money comes into the territorial budget when the Minister of Finance goes forth and negotiates for the Territories, and part of that negotiating strategy is based on identifying the

impact areas and the need that we have in those areas. I am asking the Minister where, in his budget, is that reflected, the areas of impact that have already been identified, and have been identified over the last three years?

CHAIRMAN (Mr. Sayine): Mr. Butters.

#### Process Of Negotiating Budget

HON. TOM BUTTERS: Mr. Chairman. No, the Member was incorrect in her description of the process of negotiations. I think I have made it clear on a number of occasions that what we take, and have taken, to the federal government in the negotiating phase of budget development is our A level budget, which are the ongoing programs. The new programs and the enhancements are taken through a different process.

#### Funding For Impact

For the impact of the pipeline construction activity, additional money separate from the NWT budget was developed by the Minister of Indian Affairs and Northern Development and provided, not only to native organizations and other organizations that will be reacting and relating to that development, but also to the territorial government -- some three million dollars. Those requirements and those needs are developed outside of our budget and worked on outside of our budget.

With regard to the development impact zones, the money that appears in the budget this time around reflects only that amount that Mr. Nerysoo has put in, to put in place the groups that will be looking at the particular and specific needs of those areas and those zones. So where new programs and where enhanced programs exist and can be identified, it goes through a separate process. Yesterday, and the last two or three days, these requirements and that process were discussed with the Hon. Herb Gray, who will be looking at those initiatives when they are presented to the federal government. I would expect, and I believe, that at the present time such initiatives are being developed by a number of departments of this government for submission to that process.

CHAIRMAN (Mr. Sayine): General comments on the Department of Social Services. Ms Cournoyea.

MS COURNOYEA: Mr. Chairman, then I would caution the Ministers when they are making their opening remarks, in reflecting on and presenting their budget, that they do not indicate that they have taken into consideration and addressed and identified the issues of impact areas or make any reference that they are being looked after in this initial budget. It is a misleading statement and it would save a lot of problems if they would not say that they are doing it.

HON. TOM BUTTERS: Mr. Chairman, to correct the Member, it is being addressed in this budget, and this is the first time that this government has put forward an item reflecting the requirement to develop a response to the development impact areas, and it is included in this budget.

CHAIRMAN (Mr. Sayine): Mr. Minister.

HON. KANE TOLOGANAK: Thank you, Mr. Chairman. I guess one example we can use is the Norman Wells, where my department is involved, is in training of staff in certain communities in response to the impacted area of the Esso pipeline.

CHAIRMAN (Mr. Sayine): Ms Cournoyea.

MS COURNOYEA: Well, that, perhaps, is the kind of answer that I had expected right from the beginning, to find out where that particular statement that the Minister has just made is reflected in this budget. I see the emphasis has not changed from last year, and I am just asking, specifically, if I have overlooked some calculations or new calculations, that it would be explained as to where it is, particularly, in the budget.

CHAIRMAN (Mr. Sayine): Mr. Minister.

HON. KANE TOLOGANAK: Under child welfare and alcohol and drugs.

CHAIRMAN (Mr. Sayine): Ms Cournoyea.

MS COURNOYEA: Mr. Chairman, in further reference to some of the problems that have been identified in the high impact areas, one of them has been the need to facilitate more corrections in those areas, under the corrections program. I am wondering if the Minister can identify that that issue has been addressed in this budget.

CHAIRMAN (Mr. Sayine): Mr. Minister.

HON. KANE TOLOGANAK: I guess basically, Mr. Chairman, it is in the community-based programs that we are emphasizing such alternatives. At the last session we passed the Fine Option Ordinance and the community-based programs as well. We are emphasizing that area.

CHAIRMAN (Mr. Sayine): Mr. Fraser.

MR. FRASER: Yes, Mr. Chairman, I think my question is answered.

CHAIRMAN (Mr. Sayine): Any general comments? Mr. Patterson.

#### Special Assistance For Hunters And Trappers

HON. DENNIS PATTERSON: Thank you, Mr. Chairman. I just wanted to say that I was pleased to hear the Minister, in his opening remarks, talk about special measures to deal with hunters and trappers, who are suffering from hard times and should not become dependent on welfare and probably do not wish to become dependent on welfare. I understand that the department is looking at ways of providing assistance to hunters and trappers which will allow them to continue their independent lifestyle without actually becoming dependent on social assistance. If there is any more that could be said about that, I would be grateful, but if it is still in the formative stages, I would just like to say that I think this is the direction that I would certainly wholeheartedly approve. In Social Services, it always seemed to me that our social service system might be too inflexible in accommodating the special problems of people like hunters and trappers who, if they could get a little assistance for gas and ammunition, are quite capable of surviving and not getting into that undesirable welfare mentality.

#### Social Workers In Frobisher Bay Know Clients

So, if the Minister wishes to comment on that at some point or elaborate more, I would be grateful. Also, I would just like to say, by way of general comment, that in my own constituency I continue to be impressed with the wisdom of the move that was taken under the Hon. Arnold McCallum to devolve Social Services to Frobisher Bay. The Minister of Finance and myself were at a meeting with the town council this last weekend, where we learned that the town of Frobisher Bay may well, in fact, not spend the allocated Social Services budget for social assistance there this year. I think it is because the social service workers in the town know their clients better than any southern-trained social worker might know them and they are starting to get tough. They are starting to cut any recipients who might not be fully declaring incomes, or sources of incomes. It is actually resulting in savings to the government. I think the community is very well served by some of the older persons who have been hired by the town, through the Social Services department. These people do not have Master of Social Work degrees, they may not even have high school education, but they know their people and they know how to help their people. I would just like to congratulate the department for its foresight in allowing this move to take place and express, on behalf of my constituents, our satisfaction with that program in Frobisher Bay.

I would also like to say that I am grateful for the opportunity I had with other Baffin region MLAs to meet with the architect for the new Baffin Correctional Centre and discuss with him and view a detailed plan of the correctional centre. I am impressed with the way Social Services has extensively involved the Baffin region and the Baffin MLAs, and the community of Frobisher Bay, in deciding what shape this facility should take, its location, its features. I am very much looking forward to its completion, because I do think that we have an excellent concept in Ikajurtauvik and this facility will allow them to provide even better rehabilitation and reform services to inmates in Baffin region.

So, those are just general comments and, as I say, Mr. Chairman, if the Minister would care to give any more detail on the new forms of social assistance that may be planned for hunters and trappers, I would be most interested in hearing about them here, or further on through the year. Thank you.

CHAIRMAN (Mr. Sayine): Mr. Minister.

Interdepartmental Committee To Administer Special Funding

HON. KANE TOLOGANAK: I thank the Member for his kind comments about our department. On the hunters, trappers and fishermen, this proposal is being put together with other departments to provide assistance in the communities, where a trapper or whoever applies for this sort of assistance, grants, or whatever is available. We are trying to put these together so a person, rather than going to half a dozen people trying to find out which one to go to, will be able to go to one person. What I am trying to do is amalgamate all the necessary funding that is available into one and we have an interdepartmental committee set up to deal with this. Further discussions are taking place on the proposal which will take place on February 22, 1983. We will also gather information on similar schemes in other jurisdictions and we will provide further information sometime later.

Total O And M, Administration, Agreed

CHAIRMAN (Mr. Sayine): Are there any further general comments? If not, to page 14.02, administration. Total O and M, \$6,734,000. Agreed?

SOME HON. MEMBERS: Agreed.

---Agreed

Total O And M, Family And Children's Services

CHAIRMAN (Mr. Sayine): Page 14.03, family and children's services, \$4,937,000. Mr. McLaughlin.

MR. McLAUGHLIN: Thank you, Mr. Chairman. A few budgets ago -- in fact, when they were proposing the closing of the receiving home in Hay River -- the then Minister indicated that they were going to go with the idea of foster homes for younger children, and group homes. That facility, as far as older children go that cannot get into foster homes or are hard to place in foster homes, serves Pine Point, Fort Resolution, as well as Hay River. I am wondering what has been done in the way of putting up a group home to serve Pine Point and Fort Resolution, for example?

CHAIRMAN (Mr. Sayine): Mr. Minister.

HON. KANE TOLOGANAK: As the question is of a technical nature, I would like to get Mr. Moody to answer the question.

CHAIRMAN (Mr. Sayine): Mr. Moody.

Plan To Reopen Hay River Facility As A Group Home

MR. MOODY: Mr. Chairman, the receiving home in Hay River was closed a number of years ago, and we have been considering reopening that home, as the honourable Member says, as a group home for older children. This we still intend to do. In fact, there was money in this year's budget to have this completed by March; it was about \$100,000. This, unfortunately, was taken out of the budget when there had to be a capital cutback a month or so ago, so we have not yet scheduled this for next year, although it is in next year's budget.

CHAIRMAN (Mr. Sayine): Mr. McLaughlin.

MR. McLAUGHLIN: Thank you, Mr. Chairman. Is this idea of reopening that home in any way connected with the impending passage of the Young Offenders Act and its implementation?

CHAIRMAN (Mr. Sayine): Mr. Moody.

MR. MOODY: No, it is not, particularly. The general trend, quite apart from the Young Offenders Act, is for the younger children being either adopted or taken into foster homes, and this is working quite well. The trend, then, for children in care is for the older group, 12 to 16. So this group home will be required in Hay River in any case. The Young Offenders Act, which is to be proclaimed in October of this year, 1983, will require still further facilities to take care of those 16 to 18, and also, because of the nature of the act, further homes for the 12 to 18 year olds.

CHAIRMAN (Mr. Sayine): Mr. McLaughlin.

MR. McLAUGHLIN: When I first heard the idea proposed of group homes replacing the receiving homes, the reason that I basically bought it as a good idea was because I got the impression that you would set up a home where there might be just the husband and wife who would be operating the group home in a normal residence, so that these children could stay at home in their own community instead of being taken out of school and sent somewhere else. That is what I thought was going to happen. I was hoping that Pine Point and Fort Resolution, for example, would be served by very small group homes in their own community rather than still having children being pulled out of their school system. They work the schools in different systems in the two communities, with one community working on the calendar year system and the other one working on a semester year; things like that disrupt the older children as far as their courses go, and stuff like that.

CHAIRMAN (Mr. Sayine): Mr. Moody.

MR. MOODY: That in fact is the case. There are various gradations of required care, and certainly the group home within the community is the one we do use. Presently we do not have one in Pine Point, but I imagine if the requirement were there we would use that type of facility, which is a couple in a house looking after four to six or eight children, perhaps.

CHAIRMAN (Mr. Sayine): General comments. Ms Cournoyea.

MS COURNOYEA: Mr. Chairman, under family and children's services, is this the department that is responsible for securing the final forms on adoption?

CHAIRMAN (Mr. Sayine): Mr. Minister.

HON. KANE TOLOGANAK: Yes, it is, along with Justice and Public Services.

CHAIRMAN (Mr. Sayine): Ms Cournoyea.

MS COURNOYEA: Mr. Chairman, is the Minister aware that there are several adoptions in progress now, and they have been trying to get the paperwork completed for two to three years? One of the latest words that has been brought forward is that the children have been transferred under custom adoption, and the belief of some of the workers is that the department is trying to analyse them to find what a custom adoption is, and that is what is slowing down the process. I wonder if that question can be cleared up.

CHAIRMAN (Mr. Sayine): Mr. Minister.

HON. KANE TOLOGANAK: Mr. Chairman, there was a delay in finalizing our alternative reference, due to a court ruling. This has now been cleared up, but there is a backlog of custom adoptions but we are yearly doing custom adoptions; in 1982 there were 44 custom adoptions, and in 1981, 40. There is, however, a backlog.

Total O And M, Family And Children's Services, Agreed

CHAIRMAN (Mr. Sayine): Any further questions on family and children's services, \$4,937,000? Agreed?

SOME HON. MEMBERS: Agreed.

---Agreed

Total O And M, Correction Service

CHAIRMAN (Mr. Sayine): Page 14.04, correction service, \$6,034,000. Mr. Sibbeston.

Employment Of Inmates Subject Of Controversy In Fort Simpson

MR. SIBBESTON: Well, Mr. Chairman, it is very difficult to make the concerns of my constituency known as well as I would like to in question period, but this matter of five inmates being employed in the Simpson area on pipeline right of way clearing is a very hot and very serious matter for the people of Simpson these days. I am getting the feeling that the government does not see it that way, that they just see it like a routine situation, and maybe thus far have not been impressed or have not caught the feeling of the people in my constituency.

I can tell you, Mr. Minister, Mr. Tologanak, that in recent years the Fort Simpson area has experienced the highest unemployment levels ever experienced in perhaps the last five, 10 years. Projects that have been the mainstay of the people for the last five, 10 years have ceased; projects like Hire North, which has really been going on for the last 10 years, is concluded. There was one mine in the area that had provided 20 jobs or so for the people in the area, Cadillac Mines; that has ceased. There is generally no development going on in the Simpson area.

So when the pipeline clearing began about mid-January, people in my area were very anxious and very interested and looking forward to work, and in the Simpson area thus far there are approximately 50 people that are working on the highway, clearing the pipeline right of way. IPL has done reasonably well in giving clearing work to companies in the Simpson area; the band council in Wrigley has a contract; Rod's Contracting, a local person and company in Simpson, has a contract; so does Beaver Enterprises, and one or two small other contractors. So people became concerned about a week ago when they learned that there were five inmates from the South Mackenzie Correctional Centre, who have arrived in Simpson to work with one of the contractors.

Please understand. We are not talking about 300 jobs in the Fort Simpson area; we are talking of only 50 jobs, and five men occupying these jobs is one tenth of the available work for people in the Simpson area. I can tell you that I personally phoned the Canada Employment Centre in Simpson last week, and there were at least 100 men looking for work. It is in this kind of situation that we are raising the concern about inmates having jobs and taking jobs from men in the Simpson area, and the issue is a very controversial one in Simpson these days. Both the mayor and the chief and all the community leaders in Simpson are concerned, and I am concerned and trying to convey to you the atmosphere in Simpson.

I am aware that there was a public meeting in Simpson last night with IPL. Normally there would have been subjects directly dealing with the IPL that would have been discussed, but from what I understand a large portion of the meeting centred on these five inmates that are working in the Simpson area. I would just like to impress on you just how seriously and just how deeply the people in the Simpson area feel about these five inmates. Normally, I guess, five inmates working anywhere would not have stirred too much controversy or attention, but the people in Simpson are a bit sensitive about work these days. There has not been much work, and there is pipeline clearing work only for the next few months. This work that the people are doing for IPL, clearing the pipeline, is only until the end of March. Then, after that, there does not seem to be much work on the horizon again. So people are very sensitive and concerned about this matter.

Mr. Chairman, certainly in raising this matter, I do not want to in any way jeopardize the correctional centre's work release program or the rehabilitation program that they have. Normally, a situation like this would not have stirred, or caused any concern, but it happens to happen in a town where there is high unemployment and people are a bit sensitive about having work and the prospect does not loom very good for a lot of work in the Simpson area. So, you know, I would just like to have discussions about that with you and see if I can convince you and your department to simply withdraw the five inmates for the time being. That will certainly solve the crisis, that will solve the problem for us in the Simpson area.

CHAIRMAN (Mr. Sayine): Mr. Minister.

NWT Corrections Programs

HON. KANE TOLOGANAK: Thank you, Mr. Chairman. I am quite aware, and quite concerned about the particular problem that has arisen over our correction systems, particularly of those incarcerated persons from the South Mackenzie Correctional Centre. Perhaps I can just explain as much as I can about what our programs are, in corrections. The Northwest Territories corrections system has a capacity of 150 beds but it is always increasingly overcrowded. Prisoner population has peaked as high as 260 at one time. The NWT is carrying the highest imprisonment rate, per capita, in Canada.

We have some action plans, which I would like to explain to you as well. Number one, the short-term plans that we are to take to solve some of the overcrowding problems that we have in the Northwest Territories. One is a short-term temporary absence program. The extensive use of the temporary absence program has been utilized, and proven very successful, particularly in terms of the early release of inmates. The correction services is currently compiling that, to evaluate volume and success rates of temporary absence. In December, 26 Christmas passes were issued and were completed successfully. Probation can be an effective sentencing alternative. Community service, restitution, and other requirements, can be included by the court in the probation order.

### Long-Term Alternatives To Imprisonment

Now, for the long term, community corrections emphasis continues to replace community-based correctional programs so that imprisonment can be relegated to the status of last resort and communities can be involved in dealing with their own citizens who offend.

I am planning a trip to the Dechinta Society sometime during the current session and invite some of the Members of the Legislature to go and see that our programs are carried out by the Dechinta Society, and invite any other people, such as the press, to see where our programs run. The society provides a wilderness rehabilitation and training program for inmates. Since May of 1982, 23 inmates have been introduced to the Quyta Lake wilderness program. Actual bed-days stays from May to December were 1163. Then we have Arctic House. Arctic House is a 12 bed residential facility, operated by a private society in Yellowknife. It continues to provide a rehabilitative and counselling service for offenders and ex-offenders.

The fine option program, which was passed at the last session, offers the alternative to imprisonment to those offenders who are awarded points by the courts. The alternative will consist of involvement and volunteer work of value to the community. The department is currently involved in preparation of contracts, job descriptions, etc. We also have an exchange program to deal with the overcrowding situation that we have, with other provinces, to return those prisoners that we have in our institutions in the Northwest Territories to their home provinces, their home jurisdictions. Saskatchewan and Manitoba are interested in obtaining an agreement with the Northwest Territories.

For the work release program, we assist the inmates in obtaining employment outside of the institution, so that they can work toward their credits; they can help to pay for their fines, they can help to maintain their families. This program is introduced to those inmates who are considered for an early release. As I mentioned in my reply to the honourable Member's question during the formal sitting, I want to meet with him and the mayor of Fort Simpson to discuss the matter a little more closely, because the people who are on work release are not the only ones affected by the program that we have. There are other correctional centres that we operate that are affected by this program. I indicated that I wish to review the whole matter of work releases, especially in the areas where there is impact on employables in the communities, such as Fort Simpson, Yellowknife, Frobisher Bay and other centres that we may be operating within the Territories. So, I would like to have that opportunity to discuss and perhaps to get some ideas from the meeting, in order that we can make, perhaps, some changes to the ordinance for us to be able to deal with the matter in a much more responsible manner. I would like to have that opportunity to meet with various people concerning this whole matter, about the release program for our incarcerated persons.

CHAIRMAN (Mr. Sayine): Mr. Patterson.

### Work Release Program In Baffin Region

HON. DENNIS PATTERSON: Thank you, Mr. Chairman. I would like to say that I was not willing to see this proposed motion of Mr. Sibbeston's debated in a hurry today, because I think there is another side to the question. While I appreciate his constituents' concerns about people, particularly people from outside Simpson taking jobs that might be available to Simpson residents, I would like to say that in my view there are a great many benefits to the work release program. In my experience with inmates in the Baffin, and it may well be a different context, work release is a very beneficial program for them.

Many of the persons who are jailed in my area are jailed because they have no purpose in life. They are bored. They get into trouble for want of something better to do. When they do go to the correctional centre, in addition to what they can learn through the on-the-land program, if they do have an opportunity to get a job, some of them discover for the very first time in their lives what it is like to have a job. This is an experience that can change their whole lives. They discover what it is like to get up in the morning, rather than to go to sleep in the morning, having been up all night. They discover what it is like to have a bank account, because moneys they earn are put into an account and saved for them and managed for them. They learn how to manage money. They learn, for the first time, that it is possible to obtain things through savings, and help support their families.

So I would hate to see the work release program tossed aside, even in times of high unemployment. I suppose it should be noted that people who are incarcerated are residents of the Northwest

Territories who have economic needs of their own, whose families have economic needs. The money, as I understand it, is held by the correctional centre, and distributed with their approval, so that I think usually the money ends up going to families and worth-while purposes while they are in custody. So it is not as if it is being wasted in that sense. So I would just like to express that point of view, as the other side of the coin, as it were, and explain to Mr. Sibbeston where I am coming from on this issue. Thank you.

CHAIRMAN (Mr. Sayine): Mr. Sibbeston.

MR. SIBBESTON: I want to say too that I agree with the work release program. I think it is a good program and it is a means of rehabilitating people who end up in jail. A number of years ago when I was building my house in Simpson here, in the early 1970s, I ended up hiring a couple of people from the correctional institute here in Yellowknife, and it was a very satisfactory arrangement. We ended up becoming good friends with a couple of people that worked. In fact, when one of the inmates came out of jail, he lived with us for about a month, and I still consider him a good friend. He comes from the Fort McPherson area.

I am not saying that the work release program is bad, or that it should be abandoned in any way. All I am saying is that the correctional people have to use common sense; they have to appreciate the situation that has arisen in Simpson. The Simpson area has experienced the highest unemployment it ever has, and people are very anxious for work, and people in Simpson are particularly sensitive about the pipeline. We in Simpson and the Mackenzie Valley fought pipelines for the last 10 to 15 years. Finally, we gave our consent to the pipeline, on the basis that people in the area would benefit. Now the view is that we want to benefit and people in the area want to benefit, particularly these days when there is so little employment. However, it just happens that the corrections people have put five inmates into the work force in Fort Simpson at a time when people are a bit sensitive about jobs. There is not much employment and people are actively interested in working. As I said, there are over 100 men looking for work daily at the Canada Employment Centre. I just feel that it is an unfortunate situation. It has become highly political and everybody in Simpson is in an uproar about it. The joke in Simpson is, "Well, if I want to get a job, I had better go to jail; then you are assured of a job."

The other point that I want to make is that I think the work release program should continue, but it should continue in areas of the North where unemployment is not high, and also in areas of work that are not so desired by people. In a normal town, a normal situation, there are some jobs that nobody else wants to do, like washing floors or janitorial-type jobs maybe, or sweeping sidewalks, or cleaning snow off roads. There are always jobs in any community that are not desired by people, and no one wants, yet somebody has to do them. It is those types of jobs that I could see these inmates doing. So I guess in the interests of achieving what I would like now, I would like to make a motion.

Motion To Recommend Removal Of Five Prisoners Working On IPL Pipeline Right Of Way Clearing

Mr. Chairman, the motion is as follows: I move that this Assembly recommend to the Executive Committee that it remove the five prisoners presently working in the Fort Simpson area on the IPL pipeline right of way clearing immediately.

CHAIRMAN (Mr. Sayine): Can we have a copy of your motion, please?

MR. MacQUARRIE: Point of order.

CHAIRMAN (Mr. Sayine): Point of order, Mr. MacQuarrie.

MR. MacQUARRIE: Yes, the motion is made with respect to the work release program. There is one in the formal motion in the House at the present time, is there not? Do we not have two motions on the same topic?

CHAIRMAN (Mr. Sayine): We will take a ruling on the motion after coffee break.

---SHORT RECESS



CHAIRMAN (Mr. Sayine): The committee will come to order. I will have the Clerk read the motion again.

CLERK OF THE HOUSE (Mr. Hamilton): The motion on the floor is: I move that this Assembly recommend to the Executive Committee that it remove the five prisoners working in the Simpson area on the IPL pipeline right of way clearing immediately.

CHAIRMAN (Mr. Sayine): My ruling is that the motion is in order. To the motion. Mr. Patterson.

HON. DENNIS PATTERSON: Mr. Chairman, I would like to know where these workers, these prisoners, are from.

CHAIRMAN (Mr. Sayine): Mr. Minister.

HON. KANE TOLOGANAK: Thank you, Mr. Chairman. All the inmates are residents of the Northwest Territories. They are all from the Mackenzie Valley. Two are from Fort Franklin, one from Hay River, one from Fort Smith, one from Fort Simpson. Thank you, Mr. Chairman.

CHAIRMAN (Mr. Sayine): To the motion. Mr. Patterson.

HON. DENNIS PATTERSON: Well, Mr. Chairman, it seems to me that Fort Franklin, Hay River, Fort Smith and Fort Simpson are all suffering from unemployment, and I am just wondering whether I am going to support this motion, in view of the fact that these inmates all seem to come from communities where unemployment is equally high. In other words, a resident of Hay River with dependants or family in Hay River, it seems to me, could use the money as well as anyone from Fort Simpson, and one of these inmates is from Fort Simpson anyway, so I would be interested to hear why Mr. Sibbeston thinks that his community should not provide employment for these people who come from communities where there are no jobs either.

CHAIRMAN (Mr. Sayine): To the motion. Mr. MacQuarrie.

#### Time Needed To Examine Situation

MR. MACQUARRIE: Thank you, Mr. Chairman. Although you have ruled the motion in order and I would not challenge that -- you may be correct in a technical sense -- we are still really dealing with the same substance as the formal motion that was introduced earlier today. We could get into a situation where, if people supported this motion today, and then had the two days, as we require, to examine the situation, to find out more about the nature of the work release program, the objectives, the employment situation in Fort Simpson, and in two days time decide that we should not amend the program, then these people will have already suffered the consequences of this motion even though the formal motion decides there should not be a change in the program. On the other hand, in two days time, if Mr. Sibbeston's motion is supported, then this is precisely what would happen to these people, presumably.

I just feel that it is not an urgent situation. It is important, and it should be acted on reasonably quickly, but it is not urgent that it has to be done this day. There are some other matters that ought to be known first, and therefore I feel that I cannot support the motion right now, whereas in two days time I may very well be able to. So I feel I must vote against it, however reluctantly.

CHAIRMAN (Mr. Sayine): To the motion. Mrs. Sorensen.

MRS. SORENSEN: Mr. Chairman, I am going to support the motion. I agree with the fact that in an enlightened society one sends those who break the law to prison to punish them, but I think that they also are there to be rehabilitated, and that one of the things that we do in order to rehabilitate them is to send them to work so that they develop work habits and are able to learn the process of handling money. But when we are faced with a situation of extreme unemployment among those who have not broken the law, who have spent their time attempting to get jobs in order to take care of their families, and who through no fault of their own are faced with this unemployment, then we have to choose priorities. That is why we are elected representatives of the people.

I choose the priority of those who are unemployed, who have not broken the law, to get the jobs, the very few jobs, that are available to the citizens of the Northwest Territories. I believe that is what Mr. Sibbeston is saying, and I certainly support that in this motion. It is not in opposition to the rehabilitation of prisoners, but rather in support of those poor unfortunates who are unemployed through no fault of their own, and I strongly support Mr. Sibbeston's motion. Thank you.

CHAIRMAN (Mr. Sayine): To the motion. Mr. MacQuarrie.

MR. MacQUARRIE: Yes, Mr. Chairman, it could well be that in two days time I would choose the same priority, if all the facts that I can gather in the meantime indicate that that is the priority that should be chosen, but I do not think we have them right now. I would ask the mover, can you provide us, Mr. Sibbeston, with a list of people in Fort Simpson who have applied for work on the pipeline project and who have been turned down? I would appreciate that information if you have it.

CHAIRMAN (Mr. Sayine): Is that a question to Mr. Sibbeston?

MR. MacQUARRIE: Yes. I would like some specifics, not just a general statement, Mr. Chairman. Not just a general statement that there are people who cannot get jobs, but I would ask how many men are there who have applied and who have not been able to get employment because they were told that the jobs were given to these inmates. How many people?

CHAIRMAN (Mr. Sayine): Mr. Sibbeston, did you hear the question?

Fort Simpson Unemployed Actively Seeking Jobs

MR. SIBBESTON: Well, it is hard to answer a philosopher. No, all I know is that there are people interested in work in Simpson, and I know that there are people who are actively seeking employment. The type of work that is available as a result of the IPL pipeline clearing is heavy equipment operator type of jobs, and these, for the most part, have been filled. The other jobs are labour type of work like burning brush that the cats knock down, piling brush and just generally clearing along the right of way. So these are labour jobs, as far as I know, that the inmates are employed to perform. They would do the labourer work, as I indicated. In Simpson I am aware that there are some heavy equipment operators that are still interested in work, but for the most part most of the people looking for work are labourers, and I cannot tell Mr. MacQuarrie how many people visited the Canada employment office today, but I do know that there are men actively seeking work going on a daily basis to the employment office for work. I had it confirmed by the employment office manager in Simpson that there are at least 100 men that she has a list of who have gone to the office and put their names down, indicating that they are looking for work. This work does not include women. There are, as I understand it, women who have applied for jobs, and there are some women's jobs in camps -- camp attendants, and as cooks -- and some women are definitely working now, but there are also women looking for work who simply cannot find jobs. So there are more than a 100 persons looking for work in the Fort Simpson area.

CHAIRMAN (Mr. Sayine): To the motion. Mr. Fraser.

MR. FRASER: Thank you, Mr. Chairman. I will support the motion. I do not think that this should be a practice of the territorial government. These five people who are working now out of Fort Simpson are not just a start, it is continuing, because there are other people in Yellowknife that are doing it. However, it seems that if this is going to be the practice, all you have to do is go to jail to get a job. There are a lot of people looking for work, and if that is the case, well, go to jail to get a job. If that is going to do it, I imagine some of them would take advantage of it, but I cannot see making such a big issue of a request, as the motion says, to get rid of them and put people to work who need the work. I am sure there are a lot of people with families, not only in Fort Simpson, but in other places who are looking for some part-time work and some fast money, and that is the time to get it.

Now, when these people are -- you would say "law-abiding citizens" -- they are entitled to a chance to go to work, if there is work to be done, without hiring inmates from the correctional institutes. I cannot see, for the life of me, the Minister not dealing with it in a different manner. I do not know if it is law -- he says it is policy, or whatever it is, but I cannot see any reason why he should not agree with the mover to hire people that are not breaking the law. I fully support the motion, Mr. Chairman.

CHAIRMAN (Mr. Sayine): To the motion. Ms Cournoyea.

MS COURNOYEA: Mr. Chairman, I would like to have a question of clarification answered by the Minister. While these people are actively engaged in employment through the correctional program, are they receiving full wages as though they are just normal workers? If they are, is the cost of their room and board through the corrections program, being deducted from their wages?

CHAIRMAN (Mr. Sayine): Mr. Minister.

HON. KANE TOLOGANAK: Mr. Chairman, to the first question, yes; and for the room and board while staying at the camp, that is deducted from their cheque. They are getting full wages.

CHAIRMAN (Mr. Sayine): To the motion. Mr. McLaughlin.

MR. McLAUGHLIN: Thank you, Mr. Chairman. I am in favour of the type of work programs that can help rehabilitate prisoners, especially ones where they will be given parole on the condition that they have got a job, and that maybe they are using that job to pay off a fine, or to pay back a community for vandalism they did. However, I am afraid I am not in favour of work programs for people who are still serving their term. I do not think that is the way to go, especially when there is unemployment. So I am going to vote in favour of the motion.

CHAIRMAN (Mr. Sayine): To the motion. Mr. Patterson.

HON. DENNIS PATTERSON: Mr. Chairman, I have been persuaded by all these eloquent speakers to support the motion, but I would like to make it clear that in so doing, I do not feel that the work release program is not important, or should not be continued, although I acknowledge that there are certain exceptional circumstances here that we should probably address. So I will support the motion. Thank you.

Motion To Recommend Removal Of Five Prisoners Working On IPL Pipeline Right Of Way Clearing, Carried

SOME HON. MEMBERS: Question.

CHAIRMAN (Mr. Sayine): Question being called. All those in favour? Against? Motion carried.

---Carried

Correction service, page 14.04, O and M, \$6,034,000. Mr. MacQuarrie.

Seventh Step Society

MR. MacQUARRIE: Thank you, Mr. Chairman. I had wanted to note something that I think was just mentioned briefly by the Minister in his general remarks on corrections, and that is the existence of what is called the Seventh Step Society, in the Yellowknife Correctional Centre. I think that the mention was maybe too brief. I think it is a very important development. I am aware that on February 2nd, that society had its first anniversary. It has been in existence for a year in the Territories, and it has had success elsewhere. The reason that I want to make mention, particularly, of that program is because I am very impressed with the approach that it is taking. For those who do not know, the Seventh Step Society is a society of inmates and ex-inmates -- and there are those in the branch that is in Yellowknife -- who, rather than laying the blame at the doorstep of society for the difficulties that they have encountered, who recognize, rather, that if they value their freedom, they will have to effect some change in their own lives and work together in order to do that.

The approach is similar to that that is used by Alcoholics Anonymous and I believe that it is a very valuable beginning. It is not a government program; it is a group of inmates who have started this on their own. I think, just as with AA, it should not become a government program, or heavily funded by the government. I think that the approach where people try to bring about improvements in their own lives is the best way to let it go. As a matter of fact, that kind of approach is really the only approach to rehabilitation that I personally have any faith in.

While it is not a government program, I would like, at least, to ask what is the government attitude toward it, and does the government, at least, take pains to encourage inmates to participate in that program and to facilitate their trying to do something to help themselves? Could you tell me a little bit more about that, please?

CHAIRMAN (Mr. Sayine): Mr. Minister.

HON. KANE TOLOGANAK: Thank you, Mr. Chairman. I am aware and very impressed and very proud of these inmates who have formed the Seventh Step Society. They, being a volunteer group -- which is a big step for any society in this day and age to be able to act voluntarily -- this voluntary society to help those inmates who have been released to adjust to society by giving them support, is very courageous and very time consuming at times, I suppose, but very supportive to those who are in need and who may have some trouble trying to readjust. That is why I have been saying for the last couple of days that such programs that we run, like work releases, try to introduce and bring them back to society, so that they can adjust back to a normal, everyday life rather than

being frustrated as soon as they get out, with no support from anyone, and probably ending back in our institutions. We support fully the Seventh Step Society. Unfortunately, it being a voluntary society, we do not support it with any funding. Thank you, Mr. Chairman.

CHAIRMAN (Mr. Sayine): Questions? Ms Cournoyea.

MS COURNOYEA: Mr. Chairman, maybe the Minister could give us statistics on the number of repeats that are in the correctional institute over the last three or four years.

CHAIRMAN (Mr. Sayine): Mr. Minister.

HON. KANE TOLOGANAK: Mr. Chairman, I am just trying to get some clarification on the graph that I have in front of me, which I will make available to the Member. In the period 1967 to January 17, 1983: one incarceration -- that is a repeat -- 54.4 per cent; two incarcerations, 18.6 per cent; three incarcerations, 9.0 per cent; four incarcerations, 5.6 per cent. Then it goes down: five incarcerations, 3.1 per cent; six incarcerations, 2.5 per cent; seven incarcerations, 1.8 per cent; eight incarcerations, 1.3 per cent; and nine, 1.1 per cent.

Institutional Programs Not A Deterrent

CHAIRMAN (Mr. Sayine): Ms Cournoyea.

MS COURNOYEA: Mr. Chairman, we have over a number of years considered -- and it has been stated in this Legislative Assembly -- and perhaps I come from a unique area, but there is a feeling from the general public that it is not a deterrent to be sent to an institution because you have committed a crime. As a matter of fact, it continues to be a standing joke that it is better to be in a correctional institute because you get treated better and your well-being is very well looked after. So the kind of program that is put forth to the criminal offenders is often tagged as one that it is probably better to be in than to be out on the streets. I am wondering if the Minister is aware of that feeling. What measures have been tried to change the attitude so that it would not be so appealing to be sent up for two or three months or a couple of years?

CHAIRMAN (Mr. Sayine): Mr. Minister.

HON. KANE TOLOGANAK: Thank you, Mr. Chairman. The kind of programs that we have been presenting to the House through legislation are ones that try and prevent this kind of thing from happening, that try to discourage people who are, just for the joke of it, trying to get back into the jail system, to our institutional system -- like the Fine Option Ordinance, which was introduced in the last session. We are trying to deal with that kind of problem. I mentioned, though, that the institutions are for more serious type offences that do happen. For problems such as not paying fines, small related problems in alcohol, that kind of thing, we would like to give alternative sentencing, and the community programs that are being introduced through our policies and programs. Thank you, Mr. Chairman.

CHAIRMAN (Mr. Sayine): Ms Cournoyea.

MS COURNOYEA: I guess I asked the Minister, Mr. Chairman, if he was aware of that general attitude, and in view of the statement on page 14.04 saying that "The number of individuals incarcerated continues to be greatly in excess of the capacity of NWT institutions" and, as well, the forecasts for building larger institutions, seems to indicate that the program of deterrence does not seem to be holding the enrolment in your institutions down.

The program I am talking about is one of deterrence. How do you have a person who goes to that institution return home and encourage his counterparts that it is not the best place to go, rather than saying, "Well, that was an easy thing, and you had the availability of some pretty good times." Sometimes the kinds of social functions and the care that they receive are not available in a smaller community, so people do go back home and they are not greatly concerned if they commit a next offence, or carry a message to their friends that it is not such a bad place to go. So there is really no deterrent. That has been the major concern in our area, that people do not really see it as a deterrent.

CHAIRMAN (Mr. Sayine): Mr. Minister.

### Alternative Sentencing

HON. KANE TOLOGANAK: Well, I cannot really disagree with the Member for the Western Arctic. I have heard those kinds of things before, not only in her area but in other parts of the Territories as well, and in the kind of programs that we are trying to do, we are trying to stave off some of these problems as best we can.

I wonder if the ones that send the people to jail -- we just house them, I think -- perhaps the Minister for Justice and Public Services can answer part of this question. It would be most helpful to us as well, because we only take care of the incarcerated when they are sent to our institutions.

CHAIRMAN (Mr. Sayine): Mr. Braden, do you want to...

HON. GEORGE BRADEN: I was not listening. Would you repeat that, please?

CHAIRMAN (Mr. Sayine): Mr. Tologanak.

HON. KANE TOLOGANAK: Mr. Chairman, for my colleague, I was attempting to respond to the honourable Member for the Western Arctic in regard to repeaters and people returning to institutions for the pleasure of it, and saying how much fun they had in the jails and how easy it was for them. You know, however, we are not the ones that send the people to our institutions. We only house the people in our jails, and we try to offset some of these sentences by introducing community programs and some alternative sentencing.

CHAIRMAN (Mr. Sayine): Go ahead, Mr. Braden.

HON. GEORGE BRADEN: Well, generally speaking, Mr. Chairman, I think the argument that jail is a nice place to be is somewhat overstated. I do not know how many Members of this Assembly have served a weeks time in jail, but I suspect that if they did they would find out it is not a very pleasant experience. Obviously, there are some offenders in the Northwest Territories who see that jail is a viable alternative. In respect of the RCMP and the courts, we have either federal or territorial laws that we have to enforce, we have case law that we have to deal with in terms of determining what the sentences are, and obviously we do look to alternatives for sentencing. One alternative could be community service or community work orders. In some communities that works very well, where the community is willing to demonstrate that they have a viable program which is recognized by the courts and by the police as one which allows for an offender to serve his penalty or serve his sentence working in the community and providing a service in payment or in lieu of going to jail. Other alternatives that the Minister has already mentioned include one group north of Yellowknife where we are looking more and more to sending out first-time offenders and young offenders, because we believe it is an institution which provides an alternative.

I should say, Mr. Chairman, that the Departments of Justice and Social Services are looking to see if it is possible to change our laws to have these bush camps recognized as an institution. Now, we have not completed that exercise yet, but I would say that we are working very seriously at it. It is not an easy thing to do, because the various authorities, and the various regulations that we establish, demand that there are certain standards in correctional institutions, so we have to examine that option and ensure that there are certain standards maintained in some of these isolated correctional facilities. I think we are seeking ways to find alternatives, in terms of sentencing. Mr. Chairman, does the Minister require that I say more? Is there something I missed? Can I get back to my letter? Thank you.

CHAIRMAN (Mr. Sayine): Correction service, \$6,034,000. Ms Cournoyea.

MS COURNOYEA: Mr. Chairman, I am sorry to be taking up so much of the time of the other Members here, but it is a concern, and it has been a concern that has been growing and has been brought up on many occasions. Although I agree with the Minister, that another department actually does the sentencing, at the same time, once those individuals are sentenced they are moved into a correctional centre that is run by the Department of Social Services. I certainly feel, if the sentences are not carried out, where it does become not the in thing to go and get a few days in jail for committing an offence, that people continue to do it. I do not know if there is a mistake or misunderstanding in what I am saying. I realize that sometimes going to work in a job would be a big deterrent and I am not saying that that is not supportive. However, I would like to bring a motion forth which may clear up this situation, because I do feel that the correctional centre does not offer a program of deterrence and it is not such a bad place to go.

I suppose that perhaps, myself, I would not like to spend that time in jail, but many of the offenders that are starting their careers, or have begun their careers some years ago, are used to that kind of treatment and when they go back home a lot of the people at home are scared of them. They run the community. They go in the community and they push around other people and they influence other young people and they create a fear of themselves. Maybe larger communities do not see that but when you are in a smaller community, there are people who are working and are trying to raise a family. They are trying to make their young people grow up with good respect and these people come back home and they have been charged two or three times. They come back and they push the kids around, and they threaten other people within that community. It just goes on and on. I feel that that is a detriment to a growing community, to seeing some kind of standard of good behaviour in that community. All that is really seen -- and perhaps it is misguided -- is that certainly when people come back from the correctional institute, there are very few of them that have their heads hung down in shame for what they have done. They stick their chests out and sort of defy anybody to try to stop them from creating the next offence.

I do not know how you take care of that. Certainly the program that you are trying to put into the community for the community work program, in some places does work, because it takes a certain amount of time to make sure it does and a few people who are dedicated can make sure that those community work programs are working, and they will probably get better. That probably is one part that can be seen as maybe, something positive, but there are a large number of these young people that are creating that problem in the communities and making their little mafia grow. To assume that they should be sent out to camps and to put up really nice camps -- that might be a deterrent, but what I see is that most of the hunters and trappers are trying to get assistance to get out there. So maybe if we did make them institutionalize all the hunters and trappers -- if they automatically commit a crime, then they will get assistance to go out into the bush.

#### Motion To Recommend Stronger Sentencing Policy Be Instituted To Provide Greater Deterrents

I would like to try this motion out for comfort and see if it does fly, within this area. It is: In view of the growing public feeling that respect for law and order is being undermined by the leniency of sentences being handed down for criminal offences in the NWT, be it resolved that a stronger sentencing policy be instituted to provide greater deterrents for potential criminal offenders.

Mr. Chairman, when I say that, I hope that people will not misinterpret that to mean, perhaps, longer sentences that would force people to go to southern institutions, but when they are in there I would like to see sentencing policy in such a way that it is not so comfortable and there was a deterrent, in fact, when they were incarcerated.

CHAIRMAN (Mr. Sayine): Can we have a copy of your motion, Ms Cournoyea? Okay, Ms Cournoyea, I understand you meant this to be recommended.

MS COURNOYEA: That is correct.

CHAIRMAN (Mr. Sayine): The motion is in order then. To the motion. Mr. Butters.

HON. TOM BUTTERS: Mr. Chairman, as the honourable Member for the Western Arctic has indicated, this debate is a constant one in this House. It has been heard on frequent occasions when the budget of this department is before us. In previous Houses, I recall that Members had an opportunity to visit the correctional centre. I do not know how many Members here have visited the centre and looked at the facilities that exist, and are able to determine whether or not they are living in a luxury palace or whether it is pretty spartan surroundings. I am quite sure that the government, and Minister, would be very happy to take the Members on a tour of the existing institution, and show Members exactly what exists by way of physical plant.

HON. ARNOLD McCALLUM: Appoint them for seven days.

#### Lack Of Discipline In Schools And Antisocial Behaviour

HON. TOM BUTTERS: I have a question of the Member also. The Member for the Western Arctic also raised, what I would say, is a philosophical question; she referred to antisocial activities and apparent lack of respect for law and order, and she mentioned the young people in relation to this particular attitude. I am wondering if I could direct a question to her, as a recent Member of the special committee on education.

Did she feel, when she sat on that committee and toured the communities, that possibly this antisocial problem and this lack of respect for law and order might even occur in our educational institutions? Possibly, we should be practising a bit stronger discipline at even that level,

to ensure that the graduates of our institutions do not move from the playgrounds of the northern schools into the exercise grounds of the correctional institute. I wonder if she might comment on that, whether she had any thoughts with regard to the relationship of the two training situations, if there is one.

CHAIRMAN (Mr. Sayine): Mr. Cournoyea.

MS COURNOYEA: Mr. Chairman, I quite occasionally visit the correctional institute and visit some of my friends there. As for the general attitude, a lot of the young people who are, indeed, getting in trouble are -- a lot of them -- drop-outs. They have not stayed in the system very long. Not necessarily in terms of the tours of the special committee on education, but just as a normal growing problem within a community, the lack of discipline is a problem that continues to be brought up, within the school, within the family and within society, in general. We can attribute that, in any kind of theoretical discussion, to some people saying times are changing so quickly, that the parents have lost their control over their children. Hopefully, with a new society, and a new kind of formula such as a corrections program, and perhaps that responsibility handed over to the RCMP, or to the teacher -- I do not know if there is any real solution, any one solution to the problem. I think we have to address it from all areas. Certainly, within the educational institutions, it is being said that there is not a lot of discipline.

In this area, where young people are getting in trouble, the concern I have is what is being done with them after they are in trouble -- and this is not only young people, some of these are older repeaters. They do not seem to be much concerned whether they get back in there or not. You know, some of those are my family too, and they do not seem to be entirely concerned about the kind of punishment they are going to get -- and this may not necessarily mean the length of time that they are in there, but the kind of treatment they are getting -- they do not seem to express, to me anyway, that going in a second time is really a major concern to them -- or a third time. It is just one of those things. It is not such a bad trip after all, you get to go to Yellowknife, you get to make a few belts and purses, which you never had a chance to make before, and you are comfortable.

Certainly, there are a lot of problems within the communities with not enough to do and people losing some direction, but in dealing with the corrections program, today, this is just one area that I feel probably could offer less appeal if the sentences or the policy were a little more severe. Even though I certainly supported Mr. Sibbeston where these people were taking away jobs from citizens who are staying out of the penitentiaries, I do feel, perhaps, the work program is very beneficial to them because maybe that is the first time they have worked in their lives.

I just do not feel, in my everyday relationship with the communities, that anyone really feels that going through the corrections program because they have done something bad is really going to stop them from doing it again. So, the motion is not really to lengthen a sentence; it is not there to say, "Well, look, we are going to have to beat them up", and all that kind of stuff, but it seems there should be a method of treatment where people do not want to go back. That is what the motion is all about.

CHAIRMAN (Mr. Sayine): To the motion. Mr. McLaughlin.

#### Programs For Young Offenders Ineffective

MR. McLAUGHLIN: Thank you, Mr. Chairman. I would like to support the motion because, in my community, I have been involved in minor sports for a long time and I have seen in our community, a handful of people who were just small troublemakers in school, and then juvenile delinquents, and then I guess what you would call nowadays young offenders. Now they are young adults, and they are still causing all the same problems they did before, only they are more serious problems, and they are getting longer penalties, but it does not seem to be a cure. I have seen them when they were younger being brought back from Hay River by social development officers, and when they came into the restaurant, they get a kind of applause; a cheer went up for them when one of them returned one time. There seems to be an understanding amongst their peer group that these people are not in any way being punished or have done anything wrong, so perhaps Mr. Butters' comments are in order. Maybe part of our education program should be a tour of the correctional institutes to see what happens to you if you do become incarcerated -- like part of a social studies program or something. Then, I wonder if what they would see would be enough to scare them from having to go there. I am not sure.

I also am very sympathetic to some of these young people, because I have seen them come from homes where there has been no parental support, no attention. They do not get three square meals a day, they do not have a room to themselves, and they do not have sports equipment. Some of those things seem to be offered to them when they break the law and go to one of our institutions.

So, I am definitely in favour of the type of work programs, especially ones where your parole, for example, is conditional upon you finding a full-time job, because I think most of these young people that come back into the communities, if they had a job, would have some money to spend, and would not get in trouble. However, right now they just loiter around the coffee shops and pinball arcades, and other places where youth hang out in the communities, and all they do is cause more kids to miss classes. The parents are continually complaining about their children, being concerned about them being misled by the rest of these kids; and I will tell you four to 10 young adults like this in the community really can disrupt the whole social fabric of a small community.

I am certainly in favour of this motion in the hope that the people in corrections and the social development officers can really look at doing something, especially for young offenders so when they finally do get out, they will have something to do. Maybe the judges of the Northwest Territories might listen to our complaints and look at the sentencing that will give parole on condition of jobs to guarantee that these people will not keep coming back at us.

The other thing is just the continuous problem of these people coming back and back and getting in the same trouble again. Nobody seems to help them once they are out, and that is what the big problem is. There may be some attraction to being in the institution, but they do not seem to have anything when they get out. Nobody particularly wants to hire them, because in most communities the jobs those people could get are ones of trust, like working in a small store or something like that, and you do not want to have those types of people working for you. I know people in our community who have tried, and have suffered the consequences of trying to help young people out like that. So, I do not think we want to have a tundra prison somewhere for these people, but something has got to be done different from what is done right now, that is for sure. So I will support the motion.

CHAIRMAN (Mr. Sayine): To the motion. Mr. MacQuarrie.

MR. MACQUARRIE: A question first, Mr. Chairman. Can I ask, for first offenders what is the average length of sentence? Pardon me, not first offenders, but people who are incarcerated for the first time. What is the average length of sentence?

CHAIRMAN (Mr. Sayine): Mr. Minister.

HON. KANE TOLOGANAK: Thank you, Mr. Chairman. The average is four months.

CHAIRMAN (Mr. Sayine): Mr. MacQuarrie.

#### Prison Experience Should Be Unpleasant

MR. MACQUARRIE: Four months was the answer, I gathered, which is a very brief time. So given the fact that some of those would have committed more serious crimes and probably are long-termers, the majority of them are probably in for 30 days, or two months, and that is a very short time to try any rehabilitation program, in my estimation.

The way Ms Cournoyea's motion is worded seems to imply, with the words "a stronger sentencing policy", that we would be advocating judges to sentence people to longer terms, and I do not particularly support that at all. When Ms Cournoyea explained her motion, it seemed to say, also, that that is not what she means at all. Simply, that when people hit the correctional institutions, what happens to them there, I believe she feels should be sterner treatment than is ordinarily accorded. If that is what is meant, I am inclined to agree. Over the last two budget sessions, I have raised that matter myself. I feel that the prison experience, particularly over the short term, should be a distinctly unpleasant experience, and I do not mean that there should be brutality or anything like that, but a distinctly unpleasant experience.

I know when I raised it once before I was told that, in fact, it is a distinctly unpleasant experience. Never having been there myself, I do not really know, but maybe it is not unpleasant enough. I am reluctant just to say, yes, go with the motion, because although I have raised this matter twice in the past, I honestly have to confess that I just have not had time to really have a look at the whole situation myself and, therefore, do not really feel qualified to say that it is not stern enough now. However, my inclination is to think that it is not, and I believe that on the short sentences, particularly for those who are there for the first time, that during the whole of that time, it should be unpleasant. For the longer sentences, at least half of the sentence should be very unpleasant, and then you begin a rehabilitation program as you begin to move toward the sentence from halfway through, and so on. So, generally with those remarks and



with the understanding that what I would be asking in supporting this motion is that, at least, the department review its treatment of prisoners and, particularly, short-term prisoners and those who are there for the first time. If the department would take it in that way, that is the way in which I intend to support the motion, and will support the motion on that basis.

CHAIRMAN (Mr. Sayine): Mr. Patterson.

Support For Sterner Treatment

HON. DENNIS PATTERSON: Thank you, Mr. Chairman. Mr. MacQuarrie has said much of what I wanted to say. I would oppose the motion if it meant longer sentences, but rather I think Ms Cournoyea is reflecting what I certainly perceive in my constituency to be a very strongly felt sentiment, that things are too easy. I think my constituents would like to see sterner treatment. They would like to see inmates in the Baffin Correctional Centre doing some hard labour; they would like to see inmates piling rocks, shovelling snow, cleaning up the community -- whether for money or not. I will just cite a small example of the sort of concerns that have been expressed to me by citizens of Frobisher Bay. There is a local improvement committee that has done a great deal to clean up the town, and the chairman of a particular committee told me that when they went to the correctional centre to ask for volunteers to help clean up the beach, early one Saturday morning, they were told, "Well, not all the inmates would be available, because they had to go and play broomball." This was a source of great distress to this person and others who heard about it.

HON. ARNOLD McCALLUM: It is just a matter of scheduling.

HON. DENNIS PATTERSON: Not that there is not a value to sport and recreation, but I think I can wholeheartedly support the general direction of this motion, which is to toughen things up and tighten things up, and I think that the outdoor programs that are in place are excellent, and particularly if they operate all year round. I think it is an excellent builder of character and promoter of a sense of self-worth to have young men go out of doors in wintertime, dealing with the elements and the challenge of staying warm and surviving. So for all those reasons, I have no hesitation as a representative for Frobisher Bay in supporting this motion, provided that it not be seen as a means of promoting longer sentences, but rather more discipline to inmates who are incarcerated. I suppose that that was a bit of a difficult decision for me to make, having worked for five or six years in courts trying to prevent people from getting punished, but I have no hesitation whatsoever in supporting this, and I think Ms Cournoyea has put her finger on a profoundly held grass-roots view in the Northwest Territories, so hopefully this will give useful direction to our correction services and our courts. Thank you.

CHAIRMAN (Mr. Sayine): To the motion. Mr. Evaluarjuk.

MR. EVALUARJUK: (Translation) Yes, Mr. Chairman. I have not heard the motion. When we are going to vote on it, I would like to hear the motion again. I am questioning the fact that after going to a correctional institute, why would people want to go back to the correctional institute? I think I understand why they would like to go back, because in the smaller settlements they do not have very much to do, and they do more things at night and not in the daytime. The people that are over 16 are able to do whatever they want to do in the communities. For example, if I ask somebody to go home, that person that I tell to go home would say, "I am a Canadian and I am free to do whatever I want to do." I think we should report these people to the by-law people or the RCMP. I think it would be better if they are reported to the RCMP so that they can take care of whatever is going on. That is the way I see it.

Right now, the communities do not have enough recreational facilities, and they cannot really control these crimes that are being committed at nights because of a lack of things to do in the communities, and if they are aware of that and they want assistance from the Commissioner, they should get the assistance from the Commissioner. What I wanted to say was that if the communities are given more recreational facilities or other things to do -- if they could get more authority in the communities, I think it would be a lot of help to the people in the communities.

CHAIRMAN (Mr. Sayine): May we get the Clerk to read out the motion again?

CLERK OF THE HOUSE (Mr. Hamilton): In view of the growing public feeling that respect for law and order is being undermined by the leniency of sentences handed down for criminal offences in the NWT, be it resolved that a stronger sentencing policy be recommended to provide greater deterrents for potential criminal offenders.

CHAIRMAN (Mr. Sayine): To the motion. Mr. McCallum.

Motion Deals With Sentencing Not Corrections

HON. ARNOLD McCALLUM: Mr. Chairman, the motion that was just read in my view has nothing at all to do whatsoever with corrections, it has to do with the sentencing. The only way that one is sentenced by a court is when one makes a conscious decision, albeit maybe under the influence of whatever, to break the law. We, in this House, are a lawmaking body. We provide penalties -- minimum and maximum -- for breaking the law, and then the person is arrested or taken to court and the judge determines what the sentence will be. If we are to make changes in our legislation that would support that, fine; but that has nothing to do with making a person do hard time in an institution. Maybe what we should do is go back, and instead of buying hockey sticks or baseball bats -- instead of getting a gross of hockey sticks for this coming hockey season, we get a gross of the small hammers and a gross of the large mallets so that we can crush every rock in the Territories and Lord knows there are enough of those around, or we could do a great job getting rid of all the old oil barrels that are stashed in every community in the North.

If the idea is to make the prisoner do hard time, do we differentiate between the kind of crime the person has committed? We have a policy in the Northwest Territories now that if a person is given over two years or two years and over that that person does not have to serve the time outside if they are from the Territories. That was the policy as I understand it that came from an elected body for anybody who had to serve that time. As a result, instead of having people do that time outside, away from their family, we have had them do that kind of time in the Territories, in the Yellowknife Correctional Centre or the Baffin Correctional Centre. To do what the motion is suggesting is to change our laws, and then give the judge very little room in which to evaluate when a person is found guilty, by whatever means; but it has nothing to do with the conduct within an institution.

If people here think that it is an easy time in there to have their freedom from movement removed, to be dressed in prisoner garb, to be told what time to get up, and when to eat, to be locked up -- not in single rooms, but with another group of people because the centres are too small -- to have lights out at a particular time; and in all of it to take their freedom of movement away -- if that is an easy time for somebody to do, I suggest some of you try it.

I agree that there is a difficult period of time after one is incarcerated when one has to go back out. Because they can learn things, education is living. Those that do not get the education in our schools can pick it up on the street or in any other institution, such as a correctional centre. At the present time, the law with prisoners or people incarcerated is that they can earn remission. I forget just how much is earned, but it seems to me that if you are sentenced to three to four months, you can get three weeks to a month free earned remission time over that period. In other words, if you were sentenced to life for second degree murder with a recommendation for parole, you are eligible after 10 years on that kind of a formula. I cannot speak with any authority at the present time on earned remission.

Complete Turnaround Of Treatment Of Incarcerated People

I have heard it said that we should be making them do things around the communities. There are certain communities that wanted one or another of our institutions to do some work in the community, and the business people who were involved with snow removal, with doing other work in the community, put up a great uproar against it. We had a good example just today, in the motion. People are out of work in other communities, so you do want to make them do the hard time. Well, hard time is solitary time, it is boring with nothing to do. Crush rocks and sit around. That is hard time, where nothing is done, where your freedom to move is taken away from you. But that is not what the motion said as I heard it read, it did not talk about doing anything in the institutions; it talked about dealing with sentences.

If there are any Members at the present time around now who want to talk to judges, I need not remind you of what the end result of that can be. I think that things can be done to make it more difficult; but what you are saying is that you are advocating that when a person is sentenced to incarceration into any institution, that we do not make it easier. If that is what you want to do, you cannot talk about the sentencing there. You have to explicitly lay it out. I am not sure whether you want to go back to the idea of having somebody sit in a shed with a hammer and a washbucket full of rocks, to sit down for eight hours a day and knock those rocks apart until you get fine gravel, or to go out into a community in the Territories and come across a thousand or whatever number of oil barrels that have been sitting there for years -- for example, in Frobisher Bay at the dump -- and sit down there with a mallet and crush those and make

them as small as you possibly can. That is what you are suggesting to do, and you are talking a complete turnaround in terms of the treatment of people who are incarcerated; but that is not what the motion is talking about.

I know, as I said, people who learned those things in an institution that carry on that behaviour -- well, we are making a generalization. "Everybody who is incarcerated comes back and is a threat to a community." I do not for one minute believe that at all. I think that there are people who come out of there, first offenders or second offenders or people who have been in a long time, who have made a turnaround and have contributed to society. Ask the John Howard Society whether they have any. Better still -- if you want a good example and I say that because I know he has said it publicly -- ask Frank Howard, the former MP from British Columbia. You cannot paint everybody with the same brush. People who are incarcerated for a period of time do contribute to society -- not everybody, but by the same token, not everybody is a disgrace to society, because anybody who commits a crime makes a conscious decision to do so. Anybody incarcerated in an institution for three to four months -- if you are going to do anything other than make the time boring for them to make it a deterrent -- you are not going to be doing very much rehab with them. I think that we should take a look at what the motion says and be aware of what it says in dealing with sentencing, because if that is what you want, change the laws we have that are under our particular jurisdiction.

CHAIRMAN (Mr. Sayine): Mr. Sibbeston.

Imposing Tougher Sentences Not The Answer

MR. SIBBESTON: Mr. Chairman, I am not myself prepared to support the motion because in my experience as defence counsel in my area of the North, I do feel that the territorial judges and the JPs do give sufficiently harsh sentences to anyone that comes before them. I guess in my few years as a defence counsel, I have observed a number of things, and one of these is that people who get into trouble generally really resist the idea of going to jail. It is, to me, like dying. Nobody wants to die; well, nobody wants to go to jail. Maybe people in other parts of the North are different, but I have found, particularly with people from the small communities, for them to be sent to jail is a terrible thing. One can appreciate that because it is taking them from their environment to a faraway urban place, like going from Nahanni Butte to Yellowknife is a big, big move. The other thing I find is that people resist going to jail, and oftentimes after someone has been away a few months, I ask them: "Well, how has it been?" They say, "Well, it has not been that bad." People conjure up terrible things in their mind about going to jail, but once they go there -- particularly if they are sent to nice places like the South Mackenzie Correctional Centre -- they find that it has not been too bad.

The other thing I find is that it makes a major difference if the same territorial court judge goes and serves a particular area, and this has been our case in the Simpson area. We have had a judge resident in Hay River who has been there for three or four years, and he continuously does the court circuit. It makes a tremendous difference, because people fear appearing before him, and he gets to know the people that get into trouble. He does increase the sentence each time -- no mistake about that. Just to give people an idea of the type of sentences that are handed out by territorial court judges, the most common offences are assaults causing bodily harm. Usually for the first offence, a small fine is given. If the person is a young person, he is just given a suspended sentence or is placed on probation. The second time, for an assault charge or an offence like that, usually there is either a larger fine or else a short term in jail, two or three months. If the person commits the offence a third time, then usually it is a large fine or else jail for six to eight months. When you get into the fourth and fifth time, then you are talking about a jail term for about a year. So that is the kind of progression of sentences that I find the judges give out. To me, to suggest that we impose large sentences is a feeling of frustration about the situation. I see the reporter here nodding his head, agreeing with me.

---Laughter

I find people who get into trouble in two situations. One situation is just simply a straight case of a person doing something he should not without any other reason. The other situation is where persons commit offences, and it is the evidence of a larger social problem. Either people are frustrated or are socially disrupted, as it were, with what is going on, particularly with native people who do not understand what is happening, they are frustrated, and so forth.

So I say that often in cases it is not the people's fault that they get themselves into trouble, and it differs when the people that are in trouble are in the small communities. I find that people are different in the larger centres as opposed to the small centres. For the most cases with people in the small centres, it is a case where a person commits an offence and does not realize how serious it is; whereas in the larger centres like Yellowknife, I find people are more sophisticated, and obviously, you have to treat people differently in the two different circumstances. So in my view anyway, the answer is not to give larger sentences. I have found that over the course of two or three years, if people get into trouble continuously, progressively the sentence gets firmer, and I do find that over the course of a few years, people do smarten up. I have found that to be the case.

#### More Emphasis On Community Leaders

I guess in my view, the answer is not simply to ask the territorial court judges to put people in jail for longer periods of time. To me, the answer, if it could be done, is for the community leaders -- the government employees that are working in the Social Services area, the probation officers, the people that work with alcoholism and so forth -- to try to do a better job, to do more for the people who get into trouble. It is not a situation of one person being bad; it is usually the result of drinking, social disruption and people being alienated from society because of the way things are. I think more emphasis should be put on the community leaders. If there is a real drinking problem in the community, the leaders should do something about the drinking problem like provide more recreational facilities. I do not think that the answer is to suggest that whoever gets into trouble, be thrown in jail for a longer period of time.

To suggest that we have the judges impose tougher sentences is a move of frustration; it is not the answer. The answer is for everybody to try to do more to deal with the social problem in the community -- the mayors, the chiefs, the government employees. Also there is a responsibility on our government, to be more responsive to people, to create a better society here in the North. That is the sort of thing that I see. I do not know whether I am a good person to be talking about this. In dealing with people that get into trouble, the crown lawyers, the crown attorneys often used to tease and kid me because they used to think that certain people would be so terrible, but I would keep saying "No, they are not that terrible; they just got themselves into this situation and there is a reason why they did, and there is still hope that the person can straighten himself out." So that is the way I still feel about people who get into problems, and I just feel that the answer is not to impose larger fines or longer sentences.

CHAIRMAN (Mr. Sayine): Mr. MacQuarrie.

MR. MACQUARRIE: Yes, Mr. Chairman. Mr. McCallum's point of logic was exactly correct. If we look just at the wording, it would mean what he suggested. I remember when I was first elected, I used to think that committee motions meant what the word said, and I remember getting upset on many occasions because of what was being done. I have matured a little since then...

---Applause

...if that is what you would call it, and I now recognize that in a sense language is out the window, and these motions apparently mean what people want them to mean. So when Ms Cournoyea introduced this, she specifically said, "It does not mean that I am recommending longer sentences." I believe I heard her say that. It is in that spirit that I have taken the motion. I would not want to see that either, just as Mr. Sibbeston also said -- that is not his intention. I would not want to see that.

#### Treatment In Correctional Centres

Up until now, the Minister has not spoken, and I would ask the Minister to comment. Supposing someone is incarcerated for the first time, two months, what does happen to them during that period of time? What kinds of privileges do they have, or what is denied? You know, maybe we can have a clearer idea of what is going on when that situation occurs. Why is there an impression that when people have that experience that they go back home and find that it was not too bad at all?

CHAIRMAN (Mr. Sayine): Mr. Minister.

HON. KANE TOLOGANAK: Thank you, Mr. Chairman. Normally, just from the experience of the Minister being a witness and a motion being put forth in the committee, that really prevents the witnesses from speaking to the motion or against it unless asked a particular question, and so that is why I have not been commenting up to this point. To explain to Mr. MacQuarrie, just going by what has happened in the past, in the Northwest Territories, five people per thousand are incarcerated compared to one person per thousand in the rest of Canada, so we have the highest ratio of people who are incarcerated in our system. For people who are first-time offenders in our system, we try to get him involved in working. I liked the comment that was made that perhaps an invitation can be extended to see one of our institutions, the immediate one being the Yellowknife Correctional Centre. Earlier I made the invitation as well to visit one of the outlying camps that is operated by the Dechinta Society at Quyta Lake. I would like to invite as many people as possible to see what goes on down there, because it is quite a different system altogether. The people have to survive out at Quyta Lake, and I have known some people who are close to me as well -- I do have some friends who do end up in our institutions -- who for the first time are in a wilderness of this type, of this terrain, who explained to me that he is having a second look, he does not want to return to the system. He has had to cut logs, he has had to learn how to skin animals, to canoe, he has had to learn to do many things, things that he has not done before; but now he feels a lot more confident in himself that he can build a cabin, and this person is from the tundra.

So I think our system has some faults, our system has some good -- people can think back to what they can make of themselves in that system, and given that opportunity rather than being sent directly to jail, stay there and then back out again -- those are our repeaters. By letting them see a work program for the first time or experiencing some new kind of program that they have not tried before in their own community or their region -- some eyes do open. 95 per cent of the sentences in the Northwest Territories are alcohol related. Thank you, Mr. Chairman.

CHAIRMAN (Mr. Sayine): Mrs. Sorensen.

Stronger Not Longer Sentencing Needed

MRS. SORENSEN: Mr. Chairman, I am going to support the resolution. From listening to what Ms Cournoyea said and what Mr. Patterson said, I think particularly what Mr. Patterson said about Ms Cournoyea getting to the heart of the matter -- as I see it, there are simply two basic issues. Number one, that released prisoners going back to the community are bragging about their prison stay; and number two, that not only are they bragging about their prison stay, they are intimidating others in the community as a result of their crimes and their prison stay. From that, I see that if you look at whether the correction service is doing its job with the over seven million dollars that we are spending on corrections, you would have to say no. The role of corrections is to rehabilitate the people that stay in the prisons; it is not to make them tougher or more intimidating. So as I see it, when Ms Cournoyea says in her resolution she wants a stronger sentencing policy, I do not see it as necessarily being a longer term, but a term of stay in corrections that is more meaningful. She is not necessarily saying that they should chip rocks or whatever, but rather that their stay there should be meaningful with respect to the rehabilitation. That is why we have experts in Mr. Tologanak's department and in the correction service. Let us look at some alternatives. Let us ask them to bring forth some means by which, after a judge has sentenced a person to the correctional institute, there can be more meaningful corrections within the system. Let us come with a few more ideas.

Mr. Chairman, I think that we can be innovative up here, and that we should be innovative, and so I see this resolution as basically asking for that so that we do not have people going back to the communities in great numbers bragging about their prison stays and intimidating the people there. Thank you, Mr. Chairman.

CHAIRMAN (Mr. Sayine): The hour being 6:00 o'clock, I will report progress.

MR. SPEAKER: Mr. Sayine.

REPORT OF THE COMMITTEE OF THE WHOLE OF BILL 1-83(1), APPROPRIATION ORDINANCE, 1983-84

MR. SAYINE: Your committee has been considering Bill 1-83(1), Appropriation Ordinance, 1983-84, with one motion having been adopted.

MR. SPEAKER: Thank you very much. I have been informed by one of our honourable Members, Mr. Kilabuk, that he is not feeling well and will be absent from the chamber for probably a week. He is under a doctor's care at the present time. Are there any announcements? Mr. Clerk, announcements and the orders of the day, please.

CLERK OF THE HOUSE (Mr. Hamilton): Announcements, Mr. Speaker. There will be a meeting of the special committee on constitutional development at 9:30 tomorrow morning in room 211.

ITEM NO. 16: ORDERS OF THE DAY

Orders of the day, Wednesday, February the 9th.

1. Prayer
2. Members' Replies
3. Oral Questions
4. Written Questions
5. Returns
6. Ministers' Statements
7. Petitions
8. Reports of Standing and Special Committees
9. Tabling of Documents
10. Notices of Motion
11. Notices of Motion for First Reading of Bills
12. Motions
13. First Reading of Bills
14. Second Reading of Bills
15. Consideration in Committee of the Whole of Bills, Recommendations to the Legislature and Other Matters: Bill 1-83(1)
16. Orders of the Day

MR. SPEAKER: Thank you. Mr. McCallum.

HON. ARNOLD McCALLUM: I think there has been a change in the meeting of the special committee on constitutional development. It is not tomorrow morning at 9:30. As I understand it, it is at 12:00 o'clock on Thursday.

MR. MacQUARRIE: Mr. Sibbeston will let the Clerk know forthwith.

MR. SPEAKER: Then I take it that the proper time for that meeting is 12:00 o'clock on Thursday. So that announcement then is incorrect on that committee for tomorrow morning. Then there are no committee meetings tomorrow morning. The House stands adjourned until 12:00, Wednesday, February 9th.

---ADJOURNMENT

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Publications Clerk, Department of Information,  
Government of the Northwest Territories, Yellowknife, N.W.T.  
\$1.00 per day; \$30.00 for 1st session, \$20.00 for 2nd and 3rd session; or \$50.00 per year  
Published under the Authority of the Commissioner  
of the Northwest Territories