

LEGISLATIVE ASSEMBLY OF THE  
NORTHWEST TERRITORIES  
7<sup>TH</sup> COUNCIL, 49<sup>TH</sup> SESSION

TABLED DOCUMENT NO. 7-49

TABLED ON JUNE 11, 1973

TD # 7-49  
Tabled on June 11, 1973



INFORMATION ITEMS

Council of the Northwest Territories

48th Session

January, 1973

Yellowknife, N.W.T.



COUNCIL OF THE NORTHWEST TERRITORIES  
CANADA

INFORMATION ITEMS

48th Session

First 1973

Communications

Slavey Language Broadcasts of Council Proceedings 18-48

Corrections Service

Correctional Institution in Frobisher Bay 9-48

Council

Meetings between Minister of Indian and Northern  
Affairs and N.W.T. Council 6-48  
25-48

Electric Power

Establishment of N.W.T. Electric Power Commission 2-48

Fisheries

Grade Checks Carried Out - Freshwater Fish  
Marketing Corporation 15-48

Meeting between Environment Canada and Tuktoyaktuk  
Hamlet Council 1-48

Settlement of Claims for Improper Grading of Fish  
by Freshwater Fish Marketing Corporation 10-48

Transfer of Responsibility for Fisheries  
Administration 8-48

Game Management

Banks Island Muskox-Caribou Range Relationship Study	14-48)
Banks Island Muskox-Caribou Range Project - Summer 1972	16-47)
"New" Trapping Licence	23-48
Reciprocity of Licensing of Hunters	5-48
Reindeer Introduction on Southampton Island	13-48
Retail Outlets Selling Game Licences	4-48
Support for Hunters' and Trappers' Associations	12-48
United States Marine Mammals Act, 1972	16-48

Industrial and Business Development

A Tannery for the N.W.T.	24-48
Preferential Treatment for Local Entrepreneurs	6-48

Justice

Appointment of Court Aides	20-48
----------------------------	-------

Lands

Federal Legislation to Protect Resident Users of Territorial Lands	6-48
--	------

Snowmobiles

Anti-Noise Protection - Snowmobiles	19-48
-------------------------------------	-------

Social Development

N.W.T. Old Age Pension Supplement	11-48
-----------------------------------	-------

Sport

Reconsideration of N.W.T. Entry in National Curling	3-48
---	------

Transportation

Dates and Costs of Ferry Operations	21-48
Northwest Transportation Plan - 1972	17-48
Report on 1972 Sealift Operations in the Eastern Arctic	22-48

Water, Sewer and Garbage Services

Sewage Lagoons in the North - CBC News	7-48
--	------



COUNCIL OF THE NORTHWEST TERRITORIES  
CANADA

INFORMATION ITEM NO. 1-48

Meeting between Environment Canada and  
Tuktoyaktuk Hamlet Council

During the 47th Council session, the Administration was requested to enquire if Fisheries Officials of the Department of the Environment could travel to Tuktoyaktuk to meet officers of the hamlet council to discuss a seismic program to be carried on in Husky Lakes.

An interim reply dated 21 August 1972 which was presented to Council during the October portion of the 47th session as Information Item 65-47, explained that the proposal was being considered and a further reply could be expected in the near future.

Subsequently, the following reply dated 20 October 1972 was received from the office of the Deputy Minister of Indian Affairs and Northern Development:

"In Mr. Chrétien's absence, this is in reply to your letter of August 4, signed on your behalf by Mr. Parker, about the concern of the Hamlet Council of Tuktoyaktuk over the summer seismic program to be carried on in Husky Lakes by Explor-Alta. You enclosed an extract from the debates on the subject. Let me first apologize for the delay in replying.

While the Council was still in session, senior officials of this Department and of the Department of The Environment were at Inuvik for the period June 24 to 27 attending the Mackenzie River Basin Intergovernmental Seminar. Arrangements were made to visit Tuktoyaktuk on the evening of June 25 to discuss the seismic exploration program with citizens of Tuktoyaktuk since we had heard of the concern directly as well as through verbal reports of the Council debates. A meeting was arranged with Chairman John Steen of the Hamlet Council and three other councillors.

This meeting was attended by the following officials:

- Mr. Jean Lupien - Senior Assistant Deputy Minister, Department of The Environment.
- Mr. A. D. Hunt - Assistant Deputy Minister, (Northern Development), Department of Indian Affairs and Northern Development.
- Dr. A. McPherson - Regional Director, Canadian Wildlife Service, Department of The Environment, Edmonton, Alberta.
- Mr. D. Gee - Regional Manager, Northwest Lands and Forest Service, Yellowknife, Northwest Territories.

At this meeting, all the difficulties seemed to be resolved. Agreement was reached on the following points:

- (a) All seismic exploration work in the vicinity of Tuktoyaktuk, whether on land, offshore, on the ice or on fresh water lakes, would first be appraised by the Land Use Committee in Yellowknife, and recommendations on the proper conduct of the seismic operation would be made.
- (b) Any social-economic issues connected with a land use operation or water based exploration activity would be co-ordinated by the District Superintendent of the Northwest Lands and Forest Service. In this case, it would be Mr. O. R. Travers who is located at Inuvik.

These points were agreed upon by the Chairman of the Tuktoyaktuk Hamlet Council. I am aware that since that time some further problems have arisen but not in the context of this particular program nor in the context of the administrative arrangements agreed upon. It concerns rather the apparent duplication of seismic programs and Mr. A. D. Hunt has spoken with Mr. Steen on this matter and will be arranging for further discussions of the problem with the Hamlet Council."



COUNCIL OF THE NORTHWEST TERRITORIES  
CANADA

INFORMATION ITEM NO. 2-48

Establishment of N.W.T. Electric Power Commission

A motion regarding the establishment of a Northwest Territories Electric Power Commission was adopted at the 47th Council session.

A letter dated 21 August 1972 was received from the Department of Northern Development which was presented to Council as Information Item 66-47. It explained that at the time the motion was under study and a reply would be forthcoming in the near future.

The following is the text of a letter dated 19 October 1972 sent by the Minister of Indian and Northern Affairs.

"Thank you for your letter of August 2 enclosing a copy of the Council's motion at its 47th Session concerning the establishment of a Northwest Territories Electric Power Commission in the Territories.

I wrote to you on this subject on June 23, but the Council had not received the information at the time of the passing of the motion you have enclosed. I would like now to give you my comments on the points raised in the Council's motion.

The Northern Canada Power Commission is responsible for not only the Northwest Territories, but also for the Yukon Territory and plants at Field, British Columbia and Moose Factory, Ontario. The Council motion would in effect mean the break-up of the Commission into at least two, or even possibly more bodies. Such a step at the present time would have a serious effect on the Commission's efficiency. It would mean that two or more administrative bodies would have to be created to accomplish the same tasks carried out so ably by the present single administration. The costs of such a move would have to be passed on to the Commission's customers, meaning a rise in costs without necessarily meaning an improvement in service.



The Commission's planning function applies to the whole North. If the Commission were split, the planning process would become fragmented, and again costs might increase. The prospect of an increased pace of development in the North means more than ever that planning should take into account the potential of the North as a whole. Quite evidently, it would not be desirable from an economic or planning viewpoint to split the Commission at this time.

If the Commission is to retain those areas of responsibility that it now possesses, the location of a new headquarters must fulfill certain criteria. The Council motion mentions these criteria in passing, but does not give them due consideration. A brief prepared by the Commission in 1971 estimates that a move to Yellowknife (as an example of a Territorial location) would cost \$353,279 more than a move to Edmonton in the first year, and \$280,000 per year thereafter. This increased cost is not justifiable so long as the Northern Canada Power Commission is responsible for more than the administration of just the Northwest Territories.

An Edmonton location means that the Commission's officers are readily able to travel to both Territories as well as to the rest of Canada. A location in Yellowknife would render such travel more time and money consuming, thus increasing costs to the Northern consumers.

The nature of the work of the Commission's headquarters staff requires frequent contacts with suppliers and consultants. A location in Yellowknife would render this move difficult and expensive. There is no reason to expect an improvement in service from a move to Yellowknife, since the local supervisors and regional managers, who are responsible for the proper functioning of the Commission's activities, are doing an excellent job.

Because of the foregoing, it is evident that I cannot support Council motion 3-47 calling for the establishment of a Northwest Territories Electric Power Commission."



For Council Members'  
Use Only

COUNCIL OF THE NORTHWEST TERRITORIES  
CANADA

INFORMATION ITEM NO. 3-48

Reconsideration of N.W.T. Entry in National Curling

Council passed a motion at the 47th session requesting reconsideration by the Canadian Curling Association of their decision not to grant Northwest Territories rinks direct entry in National Curling Championships.

A telex message dated 13 October 1972 was forwarded to the President of the Canadian Curling Association explaining Council's concern, the expenditures to individuals and clubs and the high participation rate in the sport of curling by territorial residents. The message further stated that the Administration had been advised that at the 1972 annual meeting of the Canadian Curling Association in St. John's, two motions for direct entry of the Northwest Territories to National Championships had been unanimously approved by the general membership.

The following is the text of the reply dated 24 October from the President of the Canadian Curling Association:

"Your telepost message of October 13th, 1972 requesting reconsideration of our decision respecting direct entry in National Curling events was received by me on October 14th.

This subject was discussed at length at a meeting of our Management Committee in Winnipeg on October 7th and 8th and the result was the following motion which was passed unanimously: "That the Management Committee, after careful consideration, confirm that for the year 1973 there will be no change in its decision respecting additional entries into Canadian Curling Association National Competitions."

I am sorry that your wire was not received before our meeting but I doubt if our decision would have been any different as we had a full submission from

the President of the Northwest Curling Association  
dated October 3rd, 1972.

Our Committee does not meet again until next March  
when the matter will no doubt be raised again."

Attached is a copy of the letter from the President of the  
Canadian Curling Association to the President of the  
Northwest Territories Curling Association.

COPY

October 24, 1972.

Mr. T. C. Robinson,  
President,  
Northwest Territories Curling Association,  
Yellowknife, N.W.T.

Dear Robbie:

Your letter of October 3rd was read to our Management Committee meeting in Winnipeg on October 7th and 8th and the whole question of your request for direct entry to National Curling Events was fully discussed.

Following full consideration the following motion was unanimously passed:

"That the Management Committee, after careful consideration confirm that for the year 1973 there will be no change in its decision respecting additional entries into Canadian Curling Association National Competitions."

You are of course not precluded from competing in all National Events as I know you are welcome, as in the past, to join in the B.C. and Alberta playoffs.

As per the motion passed at our Annual Meeting in St. John's the executive of the C.C.A. will discuss with the appropriate sponsors your direct entry into the Seniors, School and Canadian Curling Championships.

Yours truly,

Irl England,  
President.



14 December, 1972

COUNCIL OF THE NORTHWEST TERRITORIES  
CANADA

INFORMATION ITEM 4-48

Retail Outlets Selling Game Licences

During the 47th session, while discussing the Game Ordinance, Council asked if sporting goods stores would be allowed to sell game licences and requested a report on the feasibility of granting such authority.

The advisability of appointing retail outlets in various settlements as agents for the purpose of issuing small game and game bird licences was considered.

It was felt that the responsibility for issuing big game licences should remain with the game officers for the following reasons:

1. There is a quota allocation on big game in most game management zones.
2. In addition to the quota allocation on polar bear, headquarters personnel assist in booking the hunt.
3. Buffalo licences could be issued but the game management division would prefer to maintain control to prevent overkill.

If retail outlets were granted permission to issue big game licences it is obvious for the reasons stated that all control would be lost.

Listed below are the advantages and disadvantages of permitting the sale of licences through retail outlets:

Advantages

1. Better service to the public.
2. Game management officers would be relieved of a great deal of onerous paper work permitting them to spend more time on essential tasks.

### Disadvantages

1. It is questionable if retail outlets would agree to act as agents for issuing these licences when one considers that revenue from small game and game bird licences for the 1971-72 fiscal year totalled \$2,631.00 throughout the Territories. Any percentage of this amount would seem to be small recompense for the work involved (i.e. issuing licences, monthly remittances and reports). Granted the retailer would have ancillary benefits in that a hunter would in all probability purchase shells, food and other hunting needs while in the store but whether this benefit would be sufficiently attractive to have the retailer agree to act as an agent is debatable.

2. The workload at game management headquarters would increase a great deal. It would be necessary for our clerk to record the licences issued and the reports from all new agents, not to mention the follow-up to ensure that each agent submits his report monthly. It is felt that an agent would give reporting a very low priority compared to his prime function of selling merchandise.

3. The department of administration has advised that it would be very reluctant to appoint new agents. It has no objection to appointing existing agents who are now authorized to issue motor vehicle licences. This would only include a very few settlements.

4. Clerks in retail stores are not familiar with the Game Ordinance and Regulations and through lack of this knowledge could misinform the public.

5. Procedural changes both financial and administrative would be required. For example the small game and game bird licences have a declaration on the reverse of the form that the holder must complete and swear before a commissioner attesting to the number of birds taken before he can be issued a renewal of his licence. This would necessitate appointing each new agent a commissioner for oaths.

### Conclusion

After careful consideration, we would not recommend the appointing of retail outlets as agents for the purpose of issuing game licences.



14 December, 1972

INFORMATION ITEM 5-48

Reciprocity of Licencing of Hunters

During the 47th session, Council requested that (a) the Administration prepare a paper regarding reciprocity of licencing of hunters and related matters of hunting and fishing across the boundaries of the Northwest Territories, Greenland and Alaska; and (b) the Game Ordinance be amended to permit Eskimos who make a practice of crossing borders to hunt in the Northwest Territories.

The Administration recommends against any such reciprocal agreement for the following reasons:

1. The Eskimo people of the Northwest Territories limit their hunting to what is considered Canadian territory and waters while the Greenland people do not. Thus any reciprocal agreement would in fact amount to simply legalizing polar bear hunting by Greenland people in Canadian waters. This would be resented by the Northwest Territories Eskimo people. A similar situation exists between Baffin Island and Quebec. Indications are that exchange with Alaska on the Western border is nil nor are we aware of any desire for reciprocal travel for hunting or fishing purposes by Mackenzie Delta people.
2. The major species involved, polar bear, involves quota restrictions. It is extremely unlikely that the Northwest Territories settlements would be interested in giving up a part of their respective quotas to others as the settlements involved now have requested larger quotas. In addition, recently the Department of External Affairs made representations to Denmark to discourage current hunting of polar bear in Canadian waters by Eskimo hunters originating from Greenland.
3. Current laws concerning harvest limits and seasons are in general very well adhered to by the Eskimo hunters in the Canadian Arctic despite the fact that enforcement is often very difficult. There would be no guarantee that any such spirit of co-operativeness would be exhibited by the Eskimo hunters originating from Quebec, Greenland or Alaska. Indeed, in the case of Greenland the opposite would appear to be true. Intensive enforcement to preserve the

species through adherence to quotas would be extremely expensive as well as difficult to carry out. Liberalization of current harvest levels in most areas should not be contemplated until adequate field investigations can be carried out.





For Council Members'  
Use Only

COUNCIL OF THE NORTHWEST TERRITORIES  
CANADA

15 December, 1972

INFORMATION ITEM 6-48

Interim reply to:

- (1) Preferential Treatment for Local Entrepreneurs
  - (2) Federal Legislation to Protect Resident Users of Territorial Lands
  - (3) Meetings between N.W.T. Council and the Minister of Indian and Northern Affairs
- 

During the concluding portion of the 47th session held at Frobisher Bay, the Administration was requested to express the views of Council regarding the above subjects to the Minister of Indian and Northern Affairs.

Letters along with excerpts from the debates containing the relevant discussions were forwarded to Mr. Chrétien.

The following is the text of the interim reply dated 6 December, 1972 received from the office of the Director, Territorial Affairs Branch:

"The Honourable Jean Chrétien has asked me to acknowledge your letters of November 24, concerning establishing preferential treatment for local Northern entrepreneurs, a motion to develop Federal legislation to protect resident users of territorial lands, and a motion to establish personal meetings between the Northwest Territories Council and the Minister. These matters are at present being studied, and you may expect a further reply in the near future."



15 December, 1972

INFORMATION ITEM 7-48

Sewage Lagoons in the North - CBC News

On 24 October, 1972 the CBC Mackenzie News reported several cases of typhoid in the Inuvik area and stated that a professor from the University of Toronto, taking part in the investigation of the typhoid cases, was critical of the sewage treatment in the north, particularly, sewage lagoons.

The Administration wrote to the Department of Environment requesting their comments on the press statements attributed to Dr. LeRiche.

For Council's information, the following is the text of the reply, dated 17 November 1972, from Environment Canada.

"The news in the CBC Mackenzie News is similar to other items which appeared in various eastern newspapers last month. Mr. John Hazen, Ottawa 995-7091 and 995-6900 called me and I supplied him with information by telephone regarding the outbreak of typhoid and also other intestinal diseases. Dr. Covill supplied the statistics.

In summary I stated that there were six cases of typhoid in the Inuvik hospital, four of which came from one family at Sachs Harbour, one from Tuktoyaktuk and one from Nicholsons Pt. In the whole of the Northwest Territories there was one case of typhoid in 1971 and none in 1970. Infectious Hepatitis peaks every seven years and 1971 was the year, with 132 cases in the Inuvik Zone. To date there have been 17 cases in 1972, and there was one in 1970 there.

In the Inuvik zone there have been 39 cases of bacillary dysentery to date in 1972, 36 cases in 1971.

In this typhoid outbreak the evidence points to personal contact being the mode of the disease transmission. It has nothing to do with either the water supply or wastes disposal at Inuvik.

I enquired of Dr. LeRiche by telephone concerning his statements to the press. He stated that he did not know much about the subject of sewage oxidation ponds, and was trying to get some information. I sent him copies of four different relevant reports of ours on the subject. He appears to be a very pleasant fellow and I thought he sounded surprised that he had been so widely quoted.

Dr. LeRiche stated that the mode of transmission of the three diseases is likely personal contact and certainly not by the Inuvik water supply. The wastes disposal practices in the unserviced houses in communities is very dangerous in this respect, however the matter has not been investigated thoroughly.

The sewage lagoon (oxidation pond) at Inuvik provides efficient sewage treatment as we have reported. The main problem is the unsightliness of the sludge at the inlet to the lagoon. You will recall that we discussed this matter a few years ago at a meeting in Inuvik. I stated at the time that we should not waste money to improve it, but rather to replace it. At present we are making arrangements to assist both the Northwest Territories and Northern Canada Power Commission to improve the problem.

Sewage lagoons have been proven to be excellent sewage treatment systems if properly planned. Approximately 1000 towns in the Prairie Provinces use this method of disposal. We have designed, or been involved in the design of, several for Indian Reserves, National Parks and Northwest Territories. Our problems have been minimal compared to what we would have if we had had other methods of treatment."



14 December, 1972

INFORMATION ITEM 8-48

Transfer of Responsibility for Fisheries Administration

Supplementary to Information Item 13-46 (attached) the request for the responsibility for the management of fisheries to be transferred to the Government of the Northwest Territories was reiterated by Council during the 46th session.

In compliance with Council's request, the Administration continued corresponding with the Minister of Indian and Northern Affairs.

For Council's information, following is the text of the letter dated 9 June, 1972 from the Administration to the Minister and the reply from the Minister dated 20 November, 1972:

Letter from the Administration to the Minister of Indian and Northern Affairs dated 9 June, 1972.

"Since receipt of your letter of February 23, 1972, consideration has been given to Mr. Davis' decision to delegate only the responsibility for the administration of the freshwater sports fishery to this Government.

It was the hope of Council that responsibility for the management of the entire resource would be transferred to the Government of the Northwest Territories.

Unfortunately it appears that this offer by Mr. Davis is not intended as the first step of assignation of responsibility, but it appears to be a "final" offer and accordingly since assumption of this responsibility alone would be time consuming, costly to administer and of questionable benefit to this Government, I would be very reticent to accept the offer.

If, in his Departmental planning, Mr. Davis is prepared to stage the transfer of additional responsibilities over a reasonable time frame I would be fully prepared to consider his initial proposal.

I would appreciate your approaching Mr. Davis in this regard to obtain his reaction."

Reply from the Minister of Indian and Northern Affairs dated  
20 November, 1972.

---

"You will recall that I promised to draw your letter of June 9, 1972 concerning the transfer of responsibility for fisheries administration to the attention of the Minister of Fisheries.

I have now received a response from Mr. Davis in which he confirms his original position. At this time he would only be able to concur in the transfer of the administration of the freshwater sport fishery to the Territorial Government. The delegation of responsibility for such matters as commercial fisheries, anadromous species and marine mammals is a complex issue and he is unable to support such a transfer now or in the foreseeable future. He did indicate, however, that he would be ready to review the situation in the light of any changes which may occur in future.

I cannot disagree with the position which Mr. Davis has taken. While it does not meet the wishes of the Council, it does recognize the close relationship between sports fishing and tourism. The administration of sports fishing by territorial officials could be useful and beneficial in the further development of tourism in the Northwest Territories. If you wish to proceed with the transfer of sports fishing, would you please let me know."



ATTACHMENT

COUNCIL OF THE NORTHWEST TERRITORIES  
CANADA

COUNCIL OF THE NORTHWEST TERRITORIES

INFORMATION ITEM 13-46

Administrative Responsibilities for Fisheries

During the 45th session, Council asked the administration to approach the Minister of Indian Affairs and Northern Development with respect to the Territorial Government assuming responsibility for freshwater fish management work now being carried out by the Fisheries Service, Department of the Environment.

Following is the text of the reply from the Department of I.A. & N.D. dated 19 November, 1971.

"Thank you for your letter of October 15, addressed to the Minister relaying the request of the Territorial Council that the responsibility for freshwater fish management work in the territories be transferred from the Department of the Environment to the Territorial Government.

Mr. Chrétien is writing to the Minister of the Environment to determine whether his Department would be prepared to arrange such a transfer of responsibility and if so, the extent to which the Territorial Government would exercise such responsibility. There is a good possibility that the Department of the Environment will look favourably at your request as it relates to freshwater fisheries but I cannot hold out much hope at this time that they will accede to your request for a transfer of the responsibility for management of sea mammals. I should mention that the Federal Government has only seen fit to transfer administrative responsibility for salt water fisheries to one province and this took place in the early twenties.

The Minister will nevertheless convey your request for the management of both freshwater fisheries and sea mammals to the Minister of the Environment and you will be advised as soon as a reply is received from Mr. Davis."



For Council Members'  
Use Only

COUNCIL OF THE NORTHWEST TERRITORIES 18 December, 1972  
CANADA

INFORMATION ITEM 9-48

Correctional Institution in Frobisher Bay

During the 47th session the Member for the Eastern Arctic asked what the Administration's plans were regarding the establishment of a correctional institution in Frobisher Bay.

The following is a progress report on the corrections program in Frobisher Bay.

Representatives of the Department of Social Development held an initial meeting with the Frobisher Bay Hamlet Council on November 27th to solicit the Hamlet Council's views on the kind of Corrections Program which might be appropriate in Frobisher Bay or elsewhere in the Baffin Region. It is the Department's intention to consult fully with the Frobisher Bay Hamlet Council or other Councils and individuals who express or have an interest in plans for the development of a corrections program which will be responsive to the needs of offenders from that part of the Territories.

The next meeting is scheduled for January 8th. Further plans, including those for future meetings, will be dependant on our discussions with the Hamlet Council on January 8th.





18 December, 1972

INFORMATION ITEM 10-48

Settlement of Claims for Improper Grading of  
Fish by Freshwater Fish Marketing Corporation

A motion which requested Council to support the efforts of the Northwest Territories Fishermen's Federation in their attempt to settle their financial claims with the Freshwater Fish Marketing Corporation was adopted by Council during the 47th session.

As a result of enquiries into these problems the Department of Industry and Development submitted the following findings:

"With respect to the claims of the Federation, the Corporation has indicated their willingness to check all the Great Slave Lake medium light whitefish in inventory at Edmonton and Winnipeg to ascertain whether there has been any discrepancy in grading. The Corporation has assured the Federation that they will reimburse the fishermen if there is any evidence that smoker whitefish have been graded as medium light.

It is proposed that this inventory check will be made in the presence of representatives from the Great Slave Lake Fishermen's Federation, Federal Fisheries Service and the Corporation. The check will be made by an independent impartial fish grader.

The Corporation has stated with respect to this problem at Great Slave Lake, their records show that the Corporation has been paying for more smoker whitefish than it received in 1969, 1970 and 1971. This has cost the Corporation approximately \$30,000 per year.

This year, grading of fish has become more stringent, and because of this, they have to date found no evidence from the fish purchased this summer from Great Slave Lake that they have short-changed the fishermen with respect to smokers.

On November 29, 1972 in a telex received from the Corporation, Mr. Tinling, Fisheries Development Section, was requested to advise when it would be convenient to have a Federation

representative meet in Edmonton to carry out the proposed grade check.

On the same date, Mr. Alex Morin, President of the Great Slave Lake Fishermen's Federation, indicated that they would name a representative at a meeting to be held on December 7, 1972.

At this meeting, Mr. Tinling was informed that the Federation were unwilling to have any representation because they felt the exercise would be fruitless, the reason being they were only interested in fish from the Wool Bay and Moraine Point stations where the controversy took place. The medium light whitefish in storage represented the whole lake which included some areas where smoker whites were not evident.

This attitude on the part of the Federation has resulted in an impasse in the situation.

Because of the seriousness of the Federation's claim and in the interest of both parties, we have requested the Corporation to carry out the grade check in the presence of creditable witnesses and report the results to us."



COUNCIL OF THE NORTHWEST TERRITORIES 18 December, 1972  
CANADA

INFORMATION ITEM 11-48

N.W.T. Old Age Pension Supplement

A motion which was adopted during the 47th session requested that the Administration prepare a report on the total number of people in the Northwest Territories receiving old age, disability or other pensions together with a projection of costs of supplementary payments to pensioners.

The issues raised by this item are complex ones which require considerable information before adequate recommendations can be made. While there is no question that the subject is an important one, the matter of providing additional financial benefits to certain types of people must also be weighed in relation to the increasing demands being placed on the Department of Social Development to support the development of much needed community-based welfare services such as day care, co-ordinated home care, programs to deal with alcoholism, child welfare facilities, social services to the aged and so on.

As a prerequisite to making any comments or recommendations regarding the feasibility of a Territorial Supplementary Benefits program, the following action has been initiated to obtain essential information:

1. A request to the Regional Director of Old Age Security, Edmonton, to advise us of the number of Territorial residents in receipt of basic Old Age Security; the number receiving Old Age Security with partial benefits from the Guaranteed Income Supplement (G.I.S.); and the number of recipients receiving Old Age Security plus maximum benefits from G.I.S.
2. A request to the Regional Superintendents of Social Development, for a complete analysis of the social assistance caseload for the month of October 1972, to determine the number of persons in receipt of Old Age Security, Disabled Persons' Allowance, Disabled Persons' Assistance,

and Blind Persons' Allowance, who were also supplemented by social assistance, including the amounts of supplement to each recipient, the number of dependents, and an estimate as to whether such persons receive social assistance on a regular, frequent or occasional basis.

3. A request to each province for information on any special programs they might have related to the problem.

4. Preliminary discussions with representatives of the Federal Government regarding the limitations with respect to cost-sharing under the Canada Assistance Plan, of supplementary income maintenance payments, that may be in addition to, or incorporated in our present social assistance program.

If this information can be obtained and analysed by the Department of Social Development prior to the 48th Session a special paper will be put before Council. However it is a complex task which has far-reaching financial implications and it appears doubtful that a thorough, well-documented paper can be ready by January 19, 1973.

It should be noted that it is our plan to phase out the present categorical allowance programs of Disabled Persons' Allowance, Blind Persons' Allowance and Disabled Persons' Assistance commencing April 1, 1973 when our revised social assistance procedures go into effect. Our goal is to meet the needs of all territorial residents who require financial assistance to maintain an adequate standard of living, through one program, regardless of cause of need, rather than through the multiplicity of programs that now exist. This will be advantageous to the recipients since the regulations regarding allowable income are quite flexible and generous. Social assistance will be paid by cheque, thus eliminating the present "voucher" system and there will be provision for payment of long-term and continuous recipients by a payroll system. Persons whose income from Old Age Security is insufficient to meet their basic needs and the needs of their dependents, will also be able to apply for supplementary aid through social assistance.



For Council Members'  
Use Only

January 12, 1973

COUNCIL OF THE NORTHWEST TERRITORIES  
CANADA

INFORMATION ITEM 12-48

Support for Hunters' and Trappers' Associations

Introduction

The 47th Session of Council approved a recommendation by the Administration that financial support be given to Hunters' and Trappers' Associations. The purpose of the program was to provide annual grants to associations to cover the administrative costs of their organization thus assisting them in promoting their independent goals. The grant was established at \$500 per year to each organized association, however, the fiscal year 1972-73 grant was \$350, based on part year requirements.

Eligibility for receiving the grant was based on the following criteria:

- a) The association must be registered under the Societies Ordinance.
- b) The association must consist of a minimum of ten members who are depending wholly or largely on resource harvesting.
- c) Membership was to be established by a nominal membership fee as set out on the association charter.

Synopsis of Progress

To date the formation of eligible Hunters' and Trappers' Associations has progressed very well with Game Management Officers providing the necessary leadership to assist in the drafting of by-laws and constitutions in preparation for registration under the Societies Ordinance. It should be noted that the Game Officers did not "over promote" the formation of associations thus assuring that they are self-motivated groups.

Hunters' and Trappers' Associations have been formed and registered in Aklavik, Sachs Harbour, Tuktoyaktuk, Fort Norman, Fort Franklin, Fort Smith, Fort Resolution, Paulatuk, Pangnirtung, Chesterfield Inlet, Eskimo Point, Whale Cove and Coral Harbour and each has received a grant in accordance with Recommendation to Council 1-47.

The association in Baker Lake has been formed and we are only awaiting the arrival of the application before the grant is processed. Hunters and trappers in Fort McPherson and Spence Bay have indicated they are ready to apply for registration and our Game Officers are meeting with them in the near future to provide the necessary guidance.

The following points have been prominent within the objectives of the associations:

- a) To assist the Government of the N.W.T. in co-ordinating Game Management and Game Harvesting Programs.
- b) To obtain a business licence, to provide a service to the hunters and trappers, and to further the aims of the association by putting all proceeds from business back into the organization.
- c) To purchase equipment for the members' use, which will make the harvesting of renewable resources more economical.
- d) To enter into such contracts and ventures as deemed beneficial to the aim of the association.

In all, the program can be seen as a success, however, the involvement will not end there. Game Management Officers will continue to work with the associations and will seek their advice and recommendations on various aspects of the Game Ordinance and Regulations and other game related programs.



For Council Members'  
Use Only

12 January, 1973.

COUNCIL OF THE NORTHWEST TERRITORIES  
CANADA

INFORMATION ITEM 13-48

Reindeer Introduction on Southampton Island

The question of reindeer introduction to Southampton Island was raised by Council during the 47th Session. Caribou on Southampton Island have disappeared in recent years possibly as a result of over hunting. It was suggested that reindeer be introduced to the island as a substitute for caribou and subsequently as a source of meat for the people of Coral Harbour.

Reindeer introductions into areas in North America have met with varying degrees of success. Part of this relative failure was apparently due to poor management and part due to the lack of adaptability of the animals. The introduction of exotics has been demonstrated in many cases as an expensive lesson in futility and in some cases biologically dangerous. Although reindeer are similar to caribou, the two animals differ somewhat behaviourally and physiologically. The extent to which their differences affected the success of introduction is not well documented.

In 1967 the Canadian Wildlife Service captured 48 caribou on Coats Island for re-introduction on Southampton Island. These animals have survived and are increasing as expected. A projection shows the maximum population in 1972 to be under 200 animals, reaching 240 by 1973. By 1980 the projected level reaches slightly over 1,000 animals and from there doubles in three years to 2,000 and triples in five years (1985).

A reindeer introduction or any local harvests on Southampton Island at this time could seriously hamper the progress which has been made with this project.

The caribou population is presently too small for aerial surveys to confirm the expected population level. This situation should continue until about 1980 when there should be 1,000 caribou on the island. If surveys do confirm the population level at that time and thus the projected growth rate, harvesting could then begin and be manipulated to conform with a management policy. As the projected annual growth rate at that time will approach

20 to 25 per cent, the population could sustain a relatively high annual harvest. Reindeer populations introduced on islands in Alaska have shown that annual growth rates of 25 to 30 per cent are not uncommon, but at the same time if left unchecked usually result in a sudden decline in numbers.

The Canadian Wildlife Service is presently analyzing the data resulting from range investigation of Southampton Island and should soon be able to provide approximate figures on its carrying capacity. It is their recommendation which is supported by the Game Management Division that hunting should not be allowed until the population reaches at least 1,000 animals. As mentioned above, the normal projected increase will produce a population which could sustain a significant harvest in approximately seven years (by 1980).

In the meantime Coats Island has a relatively large caribou population and is providing an increasing source of meat for local people. In 1965 the population was estimated at 800. In March 1970 a survey of the island resulted in an estimate of approximately 1,500 caribou. The average annual increment from 1961 to 1970 was approximately 15%. A survey by the Game Management Division in 1972 confirmed that the population was increased at the predicted rate. The present population of approximately 2,000 animals or 1 animal per square mile is relatively much higher than any other caribou population in the Territories. An annual harvest of 300 animals is now required to hold the population in check. It is proposed that the present quota of 120 animals will be increased next year to 300.

The increased quota on Coats Island will therefore largely alleviate the problem of obtaining significant amounts of caribou meat by the people of Coral Harbour until 1980 when a harvest can begin on Southampton Island.





For Council Members'  
Use Only

12 January, 1973

COUNCIL OF THE NORTHWEST TERRITORIES  
CANADA

INFORMATION ITEM 14-48

Banks Island Muskox-Caribou Range Relationship Study

Introduction

The residents of Sachs Harbour expressed concern for the welfare of the caribou and requested that the N.W.T. Game Management Division investigate the possibility of decreases in numbers of caribou because of interspecific competition with muskoxen.

The nature of interspecific competition and its effects on the species involved is one of the least known and most controversial fields of ecology. When two species in the same trophic level occupy the same range, competition for the same food resource is a distinct possibility. It has been shown, however, that no two species possess identical ecological requirements. Empirical evidence of competition is very difficult to assess when dealing with wild species because of the great number of variables to be considered.

For example, aside from knowing that two species occupy the same range and use the same forage types, one must also consider such aspects as territoriality, social intolerance, and variations in range nutrient value and seasonal availability of food sources. Many of these aspects of inter-relationships would require very extensive studies and are beyond the scope of this project.

Therefore, a project was designed to determine whether competition for food and/or space by muskoxen is a possible factor influencing the abundance and distribution of caribou on Banks Island.

The proposed study was designed to answer the following questions:

- a) To what extent do muskoxen and caribou occupy overlapping ranges
- b) To what extent are the same plant species being utilized by both species

- c) Under the existing conditions, is the range adequate to support the existing populations of both species.

Synopsis of Autumn Work

Question a) was partially answered when the survey data obtained by Urquhart was compiled for the years 1971 and 1972. The resulting information indicated that the two species overlap only for a limited time and in limited geographical areas. Information relative to this was submitted to Council in Information Item 67-47 (attached). In conjunction with this data, question a) will best be answered by the intensive, time-specific surveys that will be conducted in limited areas in the coming year.

Thirty caribou were collected on Banks Island in November, 1972. This collection will provide much valuable data on questions b) and c). When considering the question of forage competition between two ungulate species occupying the same range, one must first determine the composition of the diets of each species. Proper analysis of rumen contents has generally been accepted as a method to determine qualitative and quantitative aspects of ruminant diet. The analysis of thirty rumen samples have been contracted out with the final results being due January 31st. However, rumen analysis alone will not provide a complete answer to question b). The diets of two species consisting of identical components does not necessarily indicate that food competition is a significant factor in the interrelationship. Rumen analysis must be coupled with studies on feeding behaviour of the two species. This phase of the study will be conducted in more detail in the summer of 1973.

It has been demonstrated that an animal's condition and fertility are related to the condition of the range. The relationship of range condition to productivity of a herbivore enables one to indirectly determine the adequacy of range through an investigation of condition and fecundity of a population.

If the range occupied by a particular species becomes inadequate because of some particular factor, the resulting poor condition and low fecundity should reveal this fact. Work done by other researchers show that the condition of most ungulates generally deteriorates from a peak in autumn to a low in late winter. The late winter period is when stresses from inadequate range will undoubtedly have the most profound effects on the animals.

Kidney fat and bone marrow fat measurements were taken from the thirty caribou collected in November and a collection of both species will be conducted again in late winter. These measurements will be used as indices which will be indicative of general condition.

Information resulting from the investigation of the three questions will form the basis for further study and ultimately assist in determining whether interspecific competition is an important factor influencing the two ungulate species on Banks Island. It is still expected that positive results will be achieved by January 1974 as indicated in Information Item 67-47.



For Council Members  
Use Only

COUNCIL OF THE NORTHWEST TERRITORIES  
CANADA

INFORMATION ITEM 67-47

Banks Island Muskox-Caribou Range Project - Summer 1972

Introduction

Banks Island supports substantial populations of muskoxen and caribou, estimated at approximately 3,000 and 10,000 respectively in 1971. These figures indicate that possibly a considerable increase in the numbers of both species has taken place over the past decade. Since little management oriented information was available for either muskoxen or caribou on the arctic islands, a research program was initiated by the Territorial Game Division in the summer of 1972. The primary objectives of this program are to gather information that can be used to successfully manage the ungulates on Banks Island and to test and establish research techniques that could be used in similar areas.

Synopsis of Summer Field Work

Neither muskoxen nor caribou on Banks Island are ubiquitous. Information from aerial surveys indicate that muskoxen on the island are found in two major concentration areas, the Castel Bay region in the north-central portion and the Parker River region in the northeast (see attached Map 1). Some muskoxen are found in other parts of the islands such as the Masik River valley and the Bernard River region, but the number of muskoxen in these areas is small.

Caribou migrate seasonally and thus their distribution depends upon the season of the year. Generally, caribou are most common in the western half of the island. Major summer concentrations occur in the northwest (see attached Map 2), while a great proportion of the population winters in the southwest in the vicinity of the Big and Egg Rivers (see attached Map 3). Neither of these areas harbours a significant number of muskoxen. See Map 4 for a composite map of Banks Island showing areas of muskoxen-caribou summer overlap.

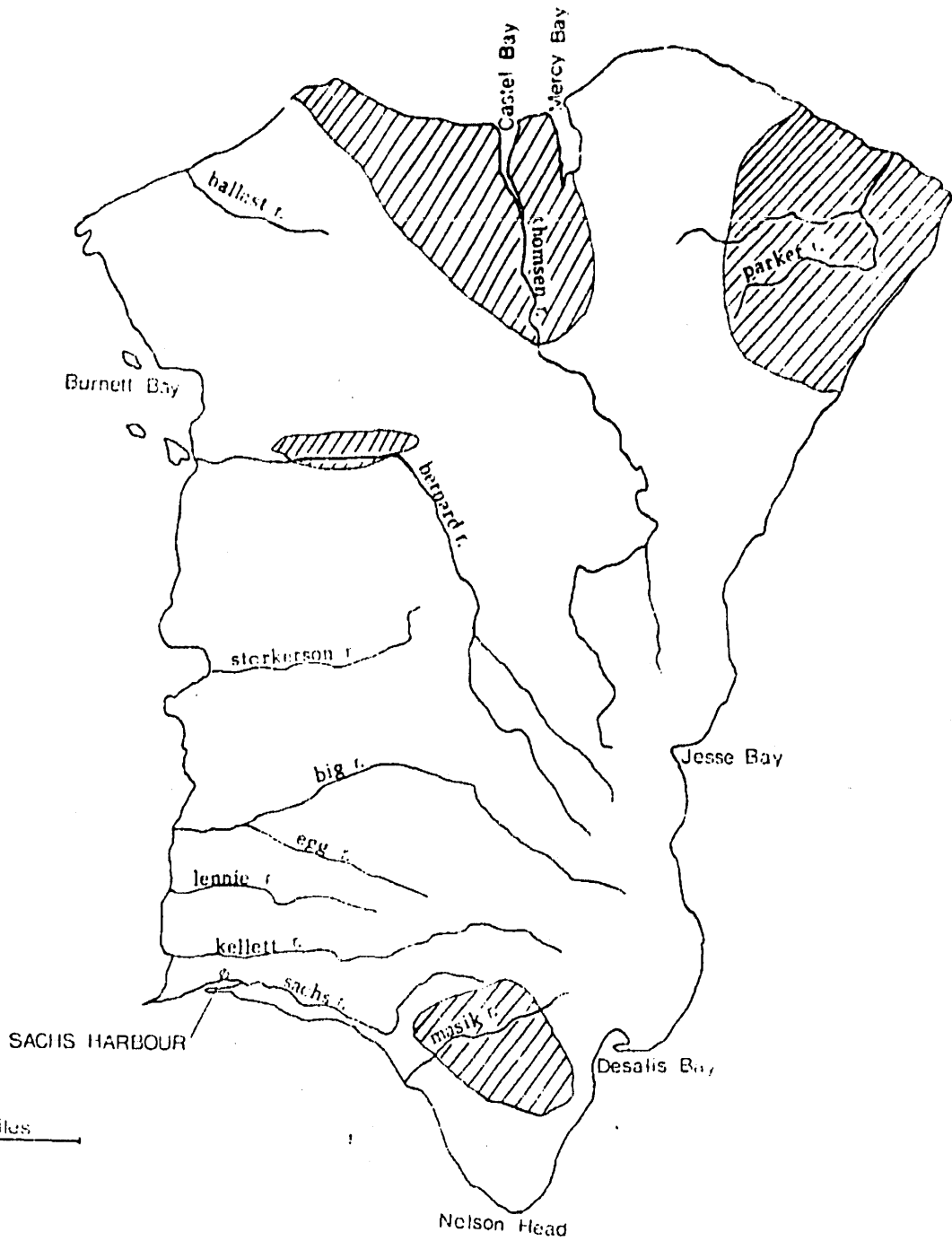
The pattern of habitat utilization by muskoxen during the summer of 1972 appeared to differ considerably from that of caribou. Muskoxen were particularly attracted to wet sedge meadows. In one area they spent 73 per cent of 29 feeding hours on such habitat, even though the sedge meadows comprised less than 40 per cent of the total area over which the animals moved. Utilization of wet meadows persisted even after the first snowfall in early September. Since these meadow areas are commonly associated with broad drainage valleys, it may be possible to evaluate muskoxen range at least partially on the basis of local topography. Caribou, on the other hand, appeared to utilize the dry meadows and plateau areas more extensively.

This suggests that the food preferences of the two species may be somewhat distinct. Analysis of rumen contents collected from muskoxen provide valuable data on the food preferences of that species. To date, rumen samples have been taken from 10 animals. Further rumen samples from muskoxen and similar samples from caribou will be collected and analyzed in order to provide food utilization data on a seasonal basis.

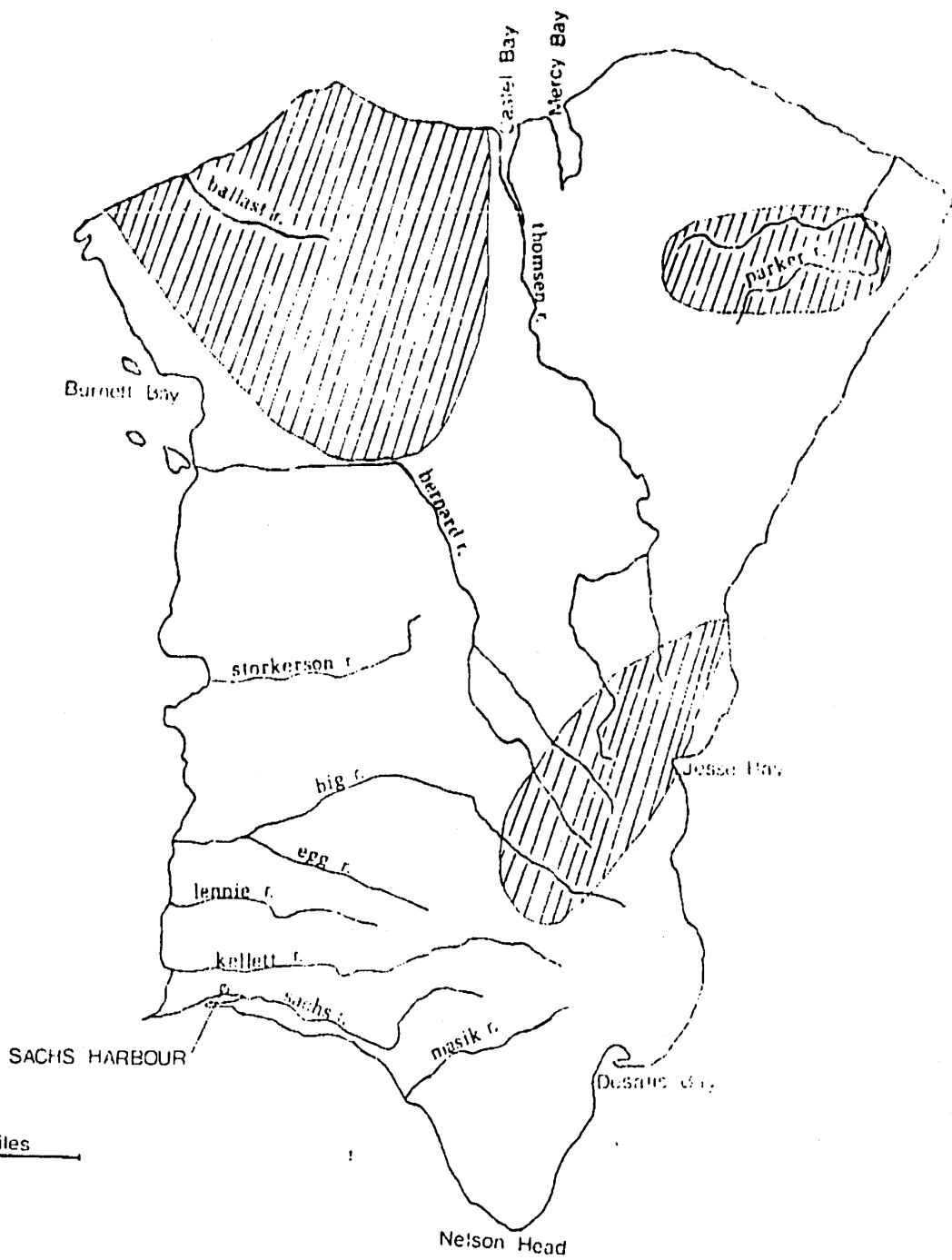
In addition to rumen samples, various specimens such as reproduction tracts, blood, kidney fat, and femurs (hindleg bones) are retained. These specimens are subsequently analyzed in the laboratory and provide valuable information regarding the condition of the animals. Also, the behavioural response of herd members to the shooting of one or more of their conspecifics is recorded. Such responses provide insights into the effects of hunting on the social behaviour of the remaining members of the herd.

Winter work is planned to monitor the physical condition and the food and habitat utilization patterns of muskoxen and caribou. Once enough information is obtained, it will be coupled with mortality and natality data and used to develop an overall management plan providing for the co-existence of both muskoxen and caribou populations on Banks Island.

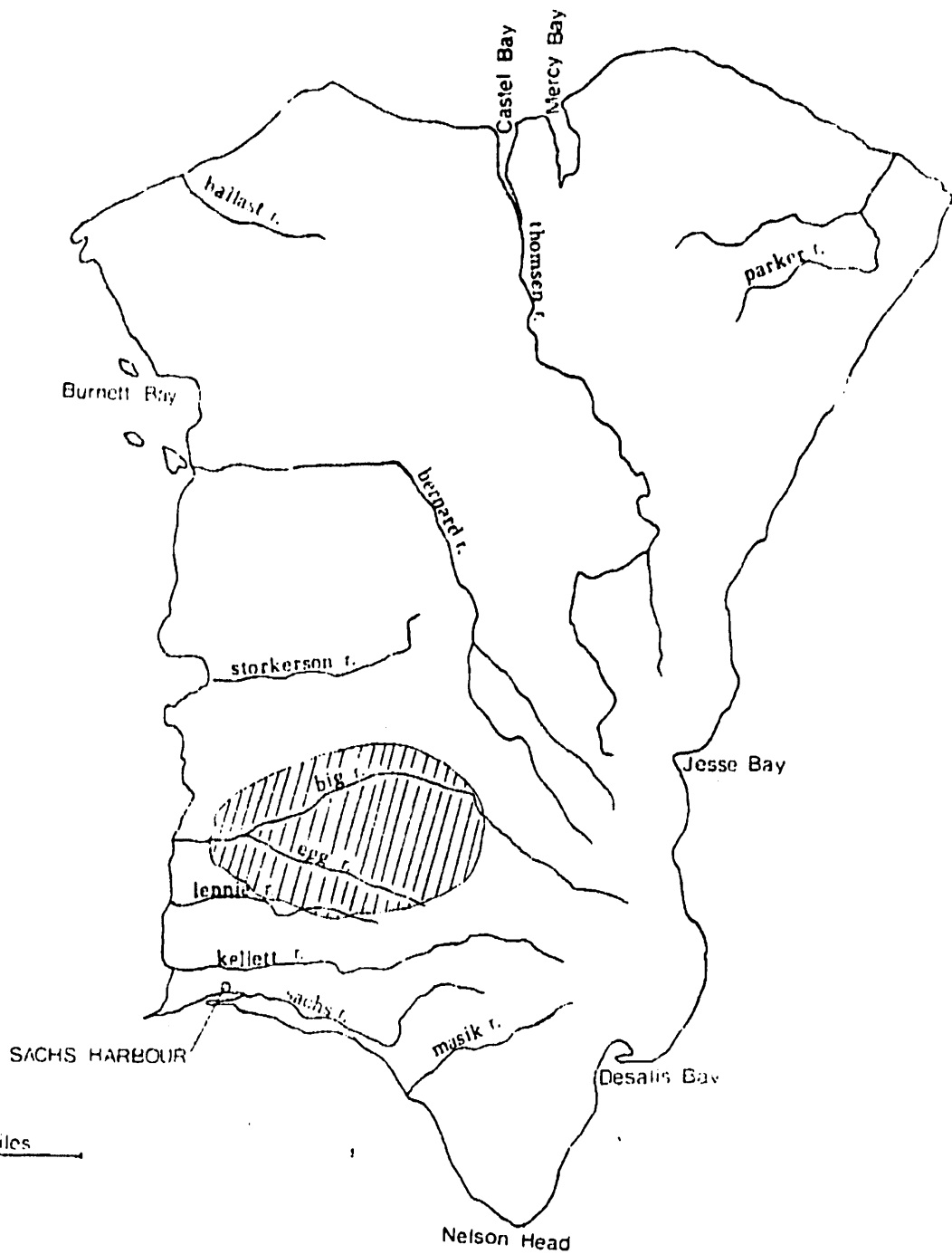
Realizing the importance of a sound management program to the people of Banks Island, the Administration has assigned top priority to it. Every assistance is being given by the Canadian Wildlife Service. It must be appreciated, however, that information of this nature cannot be physically collected quickly even with an intensified effort. Everything possible will be done to achieve positive results by January, 1974.



MAP 1 - Generalized major year-round concentrations of muskoxen on Banks Island, 1970, 1971 and 1972.

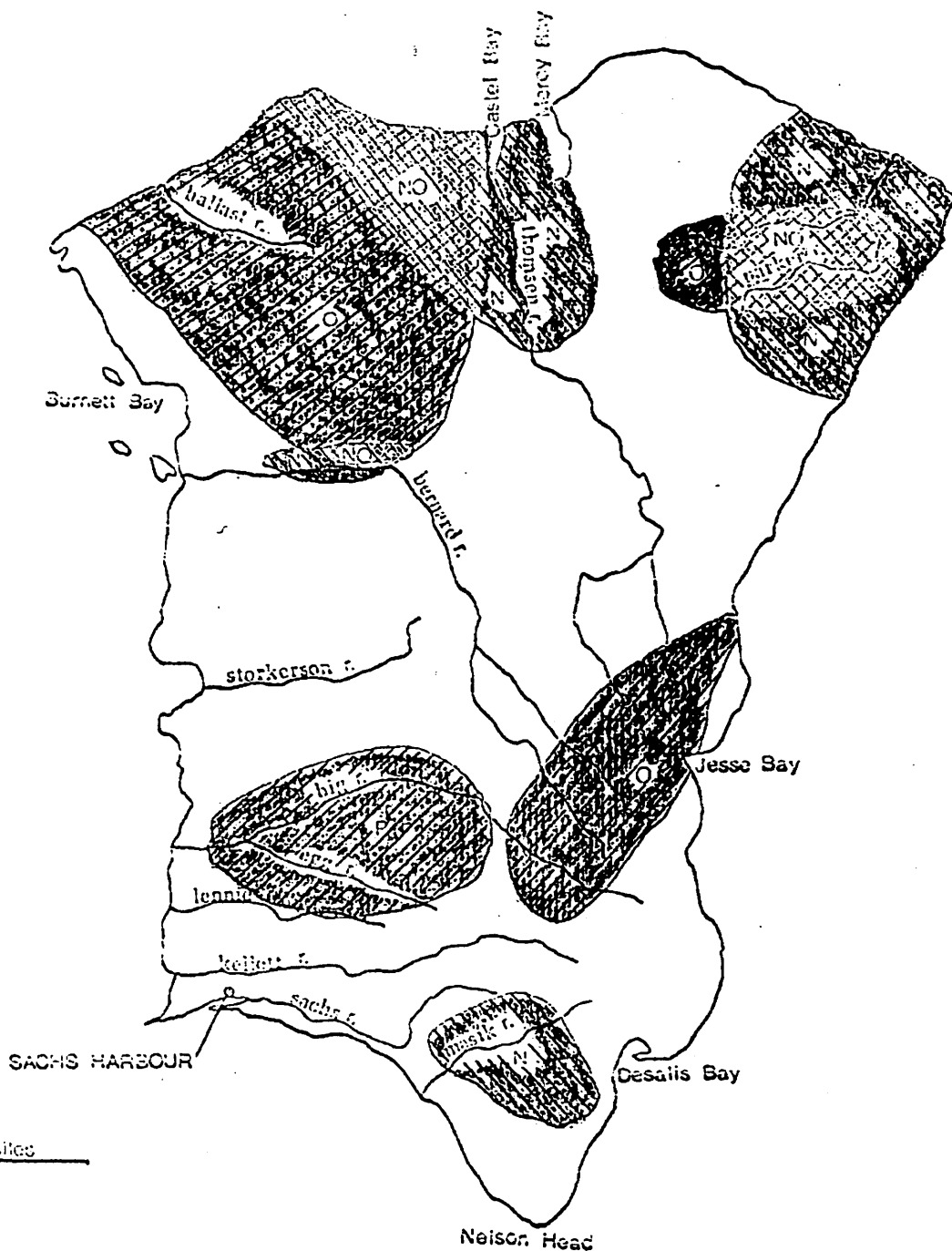


MAP 2 - Generalized major summer concentrations of caribou on Banks Island, 1970, 1971 and 1972.




MAP 3 - Generalized major winter concentrations of caribou on Banks Island, 1970 and 1971.






MAP 4 - Composite map of Banks Island showing areas of muskox-caribou overlap and distribution of the two species as per maps 1, 2 and 3.


MUSKOX = 

N - Generalized major year-round concentrations of muskoxen on Banks Island.

CARIBOU = 

O - Generalized major summer concentrations of caribou on Banks Island.

P - Generalized major winter concentrations of caribou on Banks Island.

MUSKOX - CARIBOU OVERLAP = 

NO - Generalized areas in which overlap occurs periodically during the summer months on Banks Island.



For Council Members'  
Use Only

January 12, 1973

COUNCIL OF THE NORTHWEST TERRITORIES  
CANADA

INFORMATION ITEM 15-48

Grade Checks Carried Out  
Freshwater Fish Marketing Corporation

Supplementary to Information Item 10-48 wherein it is mentioned that regardless of the N.W.T. Fishermen's Federation decision not to witness the regrading of medium light and smoker whitefish in storage, the Corporation was requested to carry out the grade check in the presence of creditable witnesses and report the results.

Following is the text of the telex dated December 21, 1972 received from the president of the Freshwater Fish Marketing Corporation by the Director of Industry and Development:

"OUR INSPECTION WAS CARRIED OUT IN EDMONTON BY FOUR REPRESENTATIVES AND THEY WERE UNANIMOUS IN THE OPINION THAT GSL MEDIUM WHITE GRADED PROPERLY. THEY ALSO ADVISE THAT IN PRIOR YEARS BUYERS WOULD HAVE PROBABLY ACCEPTED A PERCENTAGE OF THESE AS SMOKERS BUT DUE TO INCREASED SUMMER PRICES PAID BY F.F.M.C. TO FISHERMEN AND NATURALLY CHARGING MORE TO CUSTOMERS THESE CUSTOMERS NOW INSISTING THAT THEY GET ACTUAL SMOKERS FOR MONEY THEY PAY. CONSEQUENTLY OUR GRADING HAD TO BE STRICT. IN THE PREVIOUS THREE YEARS WHICH THE CHAIRMAN HAD ADVISED THE ASSOCIATION (FEDERATION) THE CORPORATION HAD TO REGRADE ALL GSL SMOKERS WITH A SUBSTANTIAL LOSS TO THE CORPORATION. SUGGEST IN ORDER TO SATISFY ASSOCIATION (FEDERATION) IN FUTURE SEASONS THAT THE CORPORATION AVERAGE PRICES WHICH SHOULD HELP ELIMINATE THESE PROBLEMS. ADVISE."

In the light of this, it would appear that the Corporation is satisfied that the grading of the whitefish on Great Slave Lake was satisfactory to market demands and are not prepared to honour the fishermen's claims.

Representatives from the Department of Industry and Development will be contacting the Great Slave Lake Fishermen's Federation in regards to the suggested averaging of prices.



January 23, 1973

COUNCIL OF THE NORTHWEST TERRITORIES  
CANADA

INFORMATION ITEM 16-48

United States Marine Mammals Act 1972

For some time it has been apparent that the U.S. Government intended to take action regarding the amount and method of the polar bear harvest off the Alaskan coast. We have recently been advised that to effect this, they have passed the Marine Mammals Protection Act which was promulgated on December 21, 1972.

This Act provides for a total moratorium on the taking of marine mammals and the importation into the United States of marine mammals and marine mammal products.

Specifically this means:

1. A U.S. resident may go on a polar bear hunt in the Northwest Territories but will not be able to get the hide home. Thus it is anticipated that many, if not all American hunters will cancel their spring hunts this year and subsequent years will also be adversely affected. A total of twenty-three hunters were booked for six settlements. Of this number, only five were non-American. If all of the Americans cancel this will mean that Paulatuk and Pond Inlet will have no hunters this spring while Sachs Harbour, Holman Island, Resolute Bay and Coral Harbour will be reduced to one or two hunters. There is insufficient time to attempt the rebooking of non-American hunters. However, with a concerted effort and the use of the Tourism promotion expertise, it should be possible to revitalize the program next year through publicity in Europe and elsewhere.
2. There should be no significant drop in value of the polar bear hides presently being sold through fur auction houses. The U.S. buyers are in the minority - 70% to 20% of total sales - and demand outstrips supply.

The settlements involved have been notified and advised that cancellations by U.S. hunters are likely. The Department of Industry and Development is awaiting their decision as to whether they wish to continue with the program this year.

The U.S. hunters have been advised of the implementation of this Act and informed that deposits minus booking costs will be returned if they decide to cancel. To date, 3 have cancelled and 3 wish to go ahead with their hunt.

The Department of Industry and Development will continue to keep a close watch on developments in this whole area of the international management of the polar bear to ensure that the interests of the indigenous people of the N.W.T. are protected.



For Council Members'  
Use Only

January 16, 1973.

COUNCIL OF THE NORTHWEST TERRITORIES  
CANADA

INFORMATION ITEM 17-48

Northwest Transportation Plan - 1972

A final report of the Northwest Transportation Study has been prepared by the Minister of Transport. The new version of the report contains substantial changes in sections dealing with the extension of railway systems into the Yukon and with the Skagway-Carcross road.

In conjunction with the release of the report, the Ministry of Transport issued the following press release recently:

FOR RELEASE

TRANSPORT MINISTER JEAN MARCHAND  
RELEASES "NORTHWEST TRANSPORTATION PLAN - 1972"

OTTAWA - A FORECAST OF TRANSPORTATION REQUIREMENTS IN THE CANADIAN NORTHWEST OVER THE NEXT DECADE WAS MADE PUBLIC TODAY BY TRANSPORT MINISTER JEAN MARCHAND.

TODAY'S RELEASE OF THE PLAN FOLLOWS RECENT MEETINGS BETWEEN REG. EXPANSION MINISTER DON JAMIESON, TRANSPORT MINISTER JEAN MARCHAND, B.C. PREMIER BARRETT AND B.C. RESOURCES MINISTER WILLIAMS. THE GOVERNMENT OF ALBERTA, THE YUKON AND NORTHWEST TERRITORIES HAVE ALSO BEEN APPRISED OF THE PLAN.

THE OBJECTIVE OF THE PLAN IS TO IDENTIFY THE KEY ROLES TRANSPORTATION SYSTEMS WILL PLAY IN THE DEVELOPMENT OF NORTHERN BRITISH COLUMBIA, THE YUKON AND THE NORTHWEST TERRITORIES IN THE 1970'S AND TO ASSIST IN THE FORMULATION OF SPECIFIC PLANS FOR THE REGION.

THE NORTHWEST TRANSPORTATION PLAN - 1972 SHOWS THAT ADDITIONAL MAJOR TRANSPORT INVESTMENT WILL BE NECESSARY OVER THE NEXT 10 TO 15 YEAR PERIOD BY BOTH THE PUBLIC AND PRIVATE SECTORS TO SUPPORT AND STIMULATE GROWTH IN AREAS WHICH HAVE ALREADY BEGUN TO DEVELOP.

"NEW TRANSPORT COMMITMENTS WILL BE ESSENTIAL" MR. MARCHAND STATED "IN ORDER TO OPEN UP RESOURCE DEVELOPMENT AND LATER TO SUSTAIN GROWTH IN AREAS IN THE

CANADIAN NORTHWEST WHERE SIGNIFICANT POTENTIAL LIES."

MR. MARCHAND POINTED OUT THAT THE PURPOSE OF THE TRANSPORTATION PLAN WAS TO ENCOURAGE DETAILED PLANNING IN CONSULTATION WITH OTHER LEVELS OF GOVERNMENT AND TRANSPORTATION COMPANIES WHICH WOULD LEAD TO THE ADOPTION OF OPTIMUM AIR MARINE RAILWAY HIGHWAY AND PIPELINE FACILITIES AT A TIME AND ON A SCALE CONSISTENT WITH THE AREA'S NEEDS.

THE MINISTER ELABORATED THAT THE STUDY AREA COUD BE VIEWED AS COMPRISING TWO DISTINCT PARTS BOTH WITH RESPECT TO GEOGRAPHY AND TO THE TYPE OF ACTIVITY FORESEEN. ONE PART DEALS ESSENTIALLY WITH THE DEVELOPMENT OF MINERAL AND FOREST RESOURCES IN THE NORTHWEST AND HAS AS ITS CENTRAL POINTS OF FOCUS THE ROLE OF THE PORT FACILITY AT PRINCE RUPERT, THE NATIONALIZATION OF TRANSPORTATION FACILITIES IN THE AREA TRIBUTARY TO THE PORT AND THE ULTIMATE NORTHERN EXTENSION OF THE CONTINENTAL RAIL NETWORK INTO THE YUKON. THE OTHER PART RELATES LARGELY TO OIL AND GAS DEVELOPMENTS IN THE NORTH SLOPE AND MACKENZIE RIVER DELTA AREAS AND FOCUSES ON POSSIBLE PIPELINE ROUTES AND THE TRANSPORT LOGISTICS PROBLEMS RELATED TO THE CONSTRUCTION OF THESE FACILITIES.

IN SUMMARY THE KEY RECOMMENDATIONS WHICH ARE ADVANCED IN THE NORTHWEST REGIONAL PLAN ARE THAT

1. THE FEDERAL GOVT. PROCEED THROUGH THE NATIONAL HARBOURS BOARD WITH THE INITIAL DEVELOPMENT OF BOTH A FOREST PRODUCTS AND BULK FACILITY AT PRINCE RUPERT IF THERE ARE REASONABLE ASSURANCES THAT EXPORT TRAFFIC ORIGINATING IN THE AREA WILL IN FACT MOVE THROUGH THE PORT WHEN IT IS ECONOMICALLY ADVANTAGEOUS TO DO SO.
2. DEFINITIVE AGREEMENT BE CONCLUDED WITH BRITISH COLUMBIA ON A PROGRAM OF NORTHERN RAILWAY DEVELOPMENT. THIS PLAN WUD UTILIZE THE LINE ALREADY UNDER CONSTRUCTION TO DEASE LAKE BY THE PACIFIC GREAT EASTERN (NOW BRITISH COLUMBIA RAILWAY) AND SUBJECT TO REACHING THE NECESSARY UNDERSTANDINGS WUD COMMENCE CONSTRUCTION ON A CONNECTION BETWEEN THAT LINE AND THE CANADIAN NATIONAL'S PRINCE RUPERT LINE AS SOON AS SURVEYS CAN BE COMPLETED.
3. THE EXTENSION OF THE RAIL NORTH SHUD BE STOPPED AT DEASE LAKE FOR A SUITABLE PERIOD TO ALLOW MINERAL EXPLORATION TO CONCENTRATE IN THE AREA SERVED BY THE LINE AND THUS SPEED UP ECONOMIC DEVELOPMENT OF THIS REGION.
4. THE SETTING OF A FINAL RAILWAY STRATEGY FOR THE YUKON ITSELF AWAIT THE COMPLETION OF AN INTERDEPTAL STUDY ON THIS SUBJECT.

5. DETAILED HYDROGRAPHIC WORK ON THE MACKENZIE RIVER AND DETAILED AERIAL PHOTOGRAPHY OF A HIGHWAY ROUTE DOWN THE MACKENZIE BASIN BE PROCEEDED WITH AND THAT THE ASSOCIATED ECONOMIC WORK ON BOTH THE WATERWAY AND THE HIGHWAY BE CARRIED FORWARD.

6. THE FEDERAL GOVERNMENT PROCEED WITH A RECONSTRUCTION AND PAVING PROGRAM ON THE ALASKA HIGHWAY BETWEEN FORT ST. JOHN AND FORT NELSON TO BE COMPLETED OVER A 5-YEAR PERIOD.

7. THE APPROPRIATE AGENCIES WITHIN THE MINISTRY OF TRANSPORT AND THE DEPT. OF INDIAN AND NORTHERN AFFAIRS PAY PARTICULAR ATTENTION TO DEVELOPMENTS OCCURRING IN THE NORTHWEST AREA SO THAT ADDITIONAL AIR AND ROAD FACILITIES RELATED TO SOCIAL AND ECONOMIC GROWTH ARE PROVIDED AS DEMAND DEVELOPS.

MR. MARCHAND IN COMMENTING ON RECENT MEETINGS WITH PREMIER BARRETT INDICATED THAT THERE WAS SUBSTANTIAL ACCORD BETWEEN THE FEDERAL AND BRITISH COLUMBIA GOVERNMENTS ON THE EARLY NEED TO RATIONALIZE THE RAILWAY NETWORK IN THE RESOURCE HINTERLAND TO PRINCE RUPERT. KEY REQUIREMENTS IN THIS AREA WERE IDENTIFIED AS ONE OR TWO RAILWAY BRANCH LINES TO TAP CERTAIN HIGH-PRIORITY TIMBER RESERVES AND A CONNECTION BETWEEN BC RAILWAY'S DEASE LAKE LINE AND CANADIAN NATIONAL'S RUPERT LINE.

OFFICIALS OF THE CANADIAN NATIONAL AND BC RAILWAYS ARE ALREADY HOLDING MEETINGS DESIGNED TO COMPATIBLY EXPAND THEIR SERVICES IN BRITISH COLUMBIA WITH RESPECT TO THE EXISTING RAILWAY SYSTEM IN THE YUKON. MR. MARCHAND SAID ITS RELATION TO THESE NEW PROPOSALS IS ALREADY BEING EXAMINED IN ORDER THAT THE BEST STRATEGY FOR THE YUKON BE DEVELOPED.

THE DEPARTMENT OF INDIAN AFFAIRS AND NORTHERN DEVELOPMENT STATED THAT THE DECISION TAKEN IN APRIL OF THIS YEAR IN RELATION TO THE MACKENZIE HIGHWAY HAS RESULTED IN THE NECESSARY AERIAL PHOTOGRAPHY OF THE HIGHWAY ROUTE BEING COMPLETED.

"EXPANSION OF THE TRANSPORTATION NETWORK FARTHER NORTH INVOLVES MANY COMPLEX ISSUES WHICH WILL AFFECT BOTH LOCATION AND TIMING OF SOME FACILITIES. IN ORDER TO ENSURE THE OPTIMUM PROVISION OF THESE FACILITIES CONTINUED DETAILED EVALUATION WILL HAVE TO BE CARRIED ON BY ALL THOSE INVOLVED FROM BOTH THE PUBLIC AND PRIVATE SECTORS " TRANSPORT MINISTER JEAN MARCHAND CONCLUDED.



For Council Members  
Use Only

January 16, 1973

COUNCIL OF THE NORTHWEST TERRITORIES  
CANADA

INFORMATION ITEM 18-48

Slavey Language Broadcasts of Council Proceedings

A formal motion was passed by Council during the concluding portion of the 47th session, requesting the Commissioner to approach the president of C.B.C. with a view to making arrangements for Slavey language broadcasts of the Council proceedings over northern radio stations commencing with the January 1973 session.

The following is the text of the reply dated December 27, 1972, received from the office of the vice-president of C.B.C. in Ottawa:

"Your letter of November 27, addressed to the President, on coverage of the Northwest Territories Council meetings in the Slavey language have been referred to me for reply.

The Northern Service of the Canadian Broadcasting Corporation has made an honest effort in the past to report the meetings of the Northwest Territories Council to its Indian and Eskimo-speaking listeners in their own languages. It has had difficulty getting Slavey-speaking reporters and interpreters from time to time. Mr. Nick Sibbeston has helped by naming possible Slavey-speaking broadcasters. When the last Council meeting took place, the two students who had undertaken to translate the English reports into Slavey were not available at the last minute.

The manager of the Mackenzie Network has arranged coverage for the forthcoming meeting. Mr. Joe Tobie will act as reporter in at least two Indian languages. There is no staff broadcaster able to report in Eskimo dialects, but translations will be made of the English-language coverage in Montreal for shortwave; and Churchill and Frobisher Bay for the local stations."





For Council Members  
Use Only

February 5, 1973

COUNCIL OF THE NORTHWEST TERRITORIES  
CANADA

INFORMATION ITEM NO. 19-48

Anti-noise Protection - Snowmobiles

At the 47th session, Council expressed serious concern over hearing damage suffered by large numbers of Eskimo and other residents of the Northwest Territories.

As a result of discussions on this subject Council concluded that one of the factors contributing to this situation was the noise level generated by snowmobiles. In light of this, a motion was adopted asking the Administration to approach snowmobile manufacturers with a view to incorporating the following modifications in their sales program;

(a) That all snowmobiles sold in the North be provided with one pair of earplugs per machine as standard equipment, and

(b) That a notice warning of the danger of noises to the owner and driver be printed on the machine as in the handbook in the various native languages thereby providing the owner with some protection.

Of the several snowmobile manufacturers who were notified of Council's motion, seven replied, namely: Featherweight Corporation (Alouette), Montreal; Outboard Marine Corporation of Canada Limited, Peterborough; Fred Deely Limited (Yamaha), Vancouver; Massey-Fergusson Industries Limited, Toronto; International Snowmobile Industry Association, Minneapolis; Rupp Manufacturing Incorporated and Bombardier Limited, Montreal. Copies of their replies with attachments, if any, are included as Appendixes I to VII.

APPENDIX I

TELEX FROM FEATHERWEIGHT CORPORATION, ALOUETTE DIVISION

FAPCOM MTL

JAN 12 73

OFFICE OF THE COMMISSIONER

NORTHWEST TERRITORIES

YELLOWKNIFE, N.W.T.

ATTN: MR. S. M. HODGSON

RE: YOUR LETTER OF DECEMBER 7 72. WE AGREE TO PROVIDE EAR PLUGS  
ON SNOWMOBILES SOLD IN N.W.T. WE AGREE TO AFFIX NOTICE OF WARNING  
IN REFERENCE TO DANGER FROM NOISE IN NATIVE LANGUAGES, HOWEVER  
WE WOULD REQUIRE THE TRANSLATIONS TO BE DONE BY YOUR OFFICE.

R. HAJEK

MARKETING AND ADVERTISING CO-ORDINATOR

ALOUETTE RECREATIONAL PRODUCTS

\*

GOVTNWT AAD YK

FAPCOM MTL

APPENDIX II

O U T B O A R D M A R I N E

December 14, 1972

Corporation of Canada Ltd.

PETERBOROUGH - Canada

Mr. S. M. Hodgson, Commissioner  
Office of the Commissioner  
YELLOWKNIFE, Northwest Territories

Dear Commissioner;

Re your letter of December 7, 1972 reference 10-030-034, I am confused as to whether you feel that all snowmobiles contribute to the problem mentioned or only our makes do.

Notwithstanding that, however, our company has succeeded in quieting snowmobiles considerably in the models which we are currently selling.

On six of our Johnson models and six of our Evinrude models we have attained the 82 d.b.a. required by the Federal Government on machines manufactured after February 1, 1972.

On two of our Johnson and two of our Evinrude models, namely the Rotary and the "Quiet" models, we have done much better.

On the Rotary Combustion models - that is, the Johnson Phantom and the Evinrude RC-35Q, we have attained 78 d.b.a.

On the Johnson "Golden Ghost" and the Evinrude TW-30-Q we have attained 75 d.b.a.

In addition to the above we have made available "air silencer kits" for machines which we manufactured in 1971 and which retail in Ontario at approximately \$16.00. These reduce noise slightly on older models.

We trust that the above information meets with your favor and please be assured we are constantly working to reduce sound levels on our equipment.

I will circulate your letter among my principals.

Sincerely,

(Signed)

E.E. Murphy  
Sales Manager  
Snowmobile Division

/h

APPENDIX III (2 pages)

F R E D D E E L E Y L I M I T E D

Y A M A H A

Head Office: 854 West 6th Avenue,  
Vancouver 9, B.C. - 879-6168  
Eastern Branch: 55 Penn Drive, Weston,  
Ontario - 749-5456

Canadian  
Distributor

December 19th, 1972

Mr. S. M. Hodgson  
Office of the Commissioner  
Yellowknife, N.W.T.

Dear Sir:

Re: Your file #10-030-034, letter of December 12th, 1972

We would like to draw your attention to the regulations published by the Minister of Transport under subsection 1204, which pertains to all snowmobiles manufactured or imported into Canada. Under subsection 1204 (1) which was effective April 1, 1970, the legislation reads "A muffler containing baffles or equivalent noise reducing material, shall be fitted to each exhaust pipe with which any snowmobile is equipped". Furthermore, the regulation forementioned under the same subsection on February 1, 1972, contained the following - (2) "When equipped with the muffler described in subsection (1), the sound intensity produced by the snowmobile shall not exceed 82dbA when measured in accordance with the SAE recommended practise J191 exterior sound level for snowmobiles, has ammended." It is the opinion of ourselves and our factory that these regulations are reasonable, and considering the fact that city buses and most trucks are well above this level we feel that under the new regulations, hearing damage would be minimal if at all existent.

Concerning your paragraphs a) and b) pertaining to ear plugs to be sold as standard equipment and a warning of danger from noise, we feel that regulations are unnecessary under the terms of the policing all ready undertaken by the Federal Government.

I would point out that the International Snowmobile Industry Association as well as the B.C. Snow Vehicle Association

con't ..... 2

-2-

have examined this problem thoroughly and feel that the policing that the Industry is currently doing to regulate noise are realistic and adequate without causing undue economic hardships on its members.

We trust you will reconsider the motion of October 11, 1972 in view of the above. We look forward to hearing your comments.

Sincerely yours,

FRED DEELEY LIMITED

(Signed)

D. A. (DON) JAMES  
Assistant to the  
Vice President

DAJ/bh

cc/ B.C.S.V.A.  
I.S.I.A.  
O.S.D.A.

APPENDIX IV (7 pages)

MASSEY-FERGUSON INDUSTRIES LIMITED  
915 King Street West,  
Toronto, Canada (416) 367-3811

January 9, 1973

Mr. S.M. Hodgson,  
Commissioner,  
Northwest Territories,  
Yellowknife, N.W.T.

Dear Sir:

My reply to your letter of December 7th has been delayed due to business travel and, of course, the Christmas vacation period. I hope, nevertheless, that this reaches you in time for the next session of Council, January 19, 1973.

We note with interest the Council's conclusion that one of the factors contributing to hearing damage suffered by Eskimos is the noise level generated by snowmobiles. We would be keenly interested in receiving a copy of the medical study or report which presumably formed the basis of the Council's conclusion.

Although sales of Massey-Ferguson Ski Whiz snowmobiles in the Northwest Territories have been quite limited to this point in time, we are anxious to comment on your letter as follows:

As you may know, the Federal Motor Vehicles Safety Act, which among other things regulates and prescribes safety equipment on a variety of vehicles, including automobiles, trucks, motorcycles and snowmobiles, has required that all snowmobiles manufactured in Canada or imported into Canada from and after February 1, 1972 must not exceed the 82 decibel rating on the "A" scale at 50 ft. in accordance with the SAE recommended practice, J 192, a copy of which is attached to this letter.

Under the said SAE recommended practice, the noise from snowmobiles must be measured at a level of maximum noise capability at full throttle, which measurement is different from that required for other vehicle noise testing, where they are measured at less than maximum noise capability. It should be noted that on the average snowmobiles are operated at much less than full throttle. It is estimated that trail speeds range between 10 and 15 m.p.h., which reduced speed would result in a decibel rating of less than 78.

Also, SAE J192 requires that the snowmobile path at the test site be covered with vegetation, i.e. grass, not exceeding three inches in height. If snowmobiles were required to be tested in normal operational conditions of snow, then generally it is more likely that the noise level of snowmobiles would be reduced because of the sound absorption quality, particularly of loose snow of three inches or more.

We feel that the required testing practice to comply with the 82 decibel rating requirement is more severe for snowmobiles than for other vehicles regulated under the Federal Act. Notwithstanding existing statutory requirements in Canada, our Company and the industry generally are exercising considerable research effort to reduce snowmobile noise emission levels below that which is presently required under the Federal Act.

For your information we are attaching a description of "Acoustic Terms" which includes a graphic scale of sound levels caused by different sources.

It is our understanding that hearing impairment created by noise emission is a very complicated subject, with definitive conclusions being rather elusive. Apparently any hearing nuisance, inconvenience, or impairment would depend on many factors, including pressure, frequency, duration exposed, pitch and loudness.

We believe that there are no empirical studies on snowmobile noise which have revealed a danger of hearing impairment with respect to normal snowmobile use involving currently produced models.

We believe that the supply of ear plugs for snowmobile operators would be a mere gesture, the use of which would be negligible. Compare the much-publicized use of seat belts in automobiles in relation to their actual use. 1970 statistics reveal that approximately 70% of automobile drivers did not make use of seat belts supplied. If an individual snowmobile operator is concerned about his hearing, a simple remedy could be to plug his ears with cotton batten in addition to his snug fitting safety helmet, which he should wear in any event.

The above comments are most relevant to snowmobile use and operation in southern Canada. However, it may be that snowmobile use and operation in the Northwest Territories are subject to climatic or operating conditions which are unique to your area. If so, such are not known to us. We would again suggest that you forward to the writer any recent studies and statistics on the subject for our review and consideration.

You may be assured of our interest and cooperation with your office.

We thank you for your letter and hope our comments will be of some assistance to you.

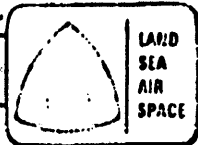
Yours very truly,

R. E. Drennan  
General Sales Manager, Canada

RED/mfk

cc: Mr. A.M. Whitton - Calgary  
Mr. R.M. Snelgrove - Corporate





## EXTERIOR SOUND LEVEL FOR SNOWMOBILES—SAE J192

Report of Vehicle Sound Level Committee approved September 1970

**1. Introduction**—This SAE Recommended Practice establishes the maximum exterior sound level for snowmobiles and describes the test procedure, environment, and instrumentation for determining this sound level.

**2. Sound Level Limit**—The sound level produced by a new snowmobile shall not exceed 82 dB on an A-weighted network at 50 ft when measured in accordance with the procedure described herein. (See paragraph 6.2 for field measurements.)

**3. Instrumentation**—The following instrumentation shall be used, where applicable, but the measurement required:

**3.1** A sound level meter which meets the requirements of International Electrotechnical Commission Publication 179, Precision Sound Level Meters, and ANSI S1.1-1961, General Purpose Sound Level Meters.

**3.1.1** As an alternative to making direct measurements using a sound level meter, a microphone or sound level meter may be used with a magnetic tape recorder and/or a graphic level recorder or indicating meter providing the system meets the requirements of SAE J184.

**3.2** A sound level calibrator (see paragraph 6.5).

**3.3** A calibrated engine speed tachometer (see paragraph 5.1.1).

### 4. Test Site

**4.1** A suitable test site is a level open space free of large reflecting surfaces such as parked vehicles, signboards, buildings, or hillsides located within 100 ft of either the vehicle path or the microphone. See Fig. 1.

**4.2** The microphone shall be located 50 ft from the centerline of the vehicle path and 4 ft above the ground plane. The normal to the vehicle path from the microphone shall establish the microphone point on the vehicle path.

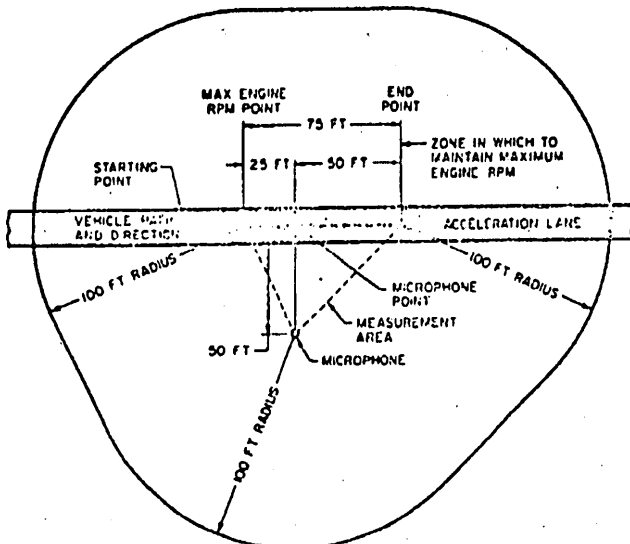


FIG. 1—MINIMUM UNIDIRECTIONAL TEST SITE  
(SEE PARAGRAPH 4.1)

## SAE Recommended Practice

**4.3** A starting point shall be established on the vehicle path (see paragraph 5.1.1).

**4.4** An end point shall be established on the vehicle path 50 ft beyond the microphone point.

**4.5** The measurement area shall be the triangular area formed by the maximum engine rpm point (see paragraph 5.1.1), the end point, and the microphone location. During measurement, the surface of the ground within the measurement area, including the vehicle path, shall be covered with vegetation not exceeding 3 in. in height.

**4.6** The reference point on the vehicle, to indicate when the vehicle is at any of the points on the vehicle path, shall be the front of the vehicle.

**4.7** Because bystanders may have an appreciable influence on meter response when they are in the vicinity of the vehicle or microphone, not more than one person, other than the observer reading the meter and the test driver, shall be within 50 ft of the vehicle path or microphone, and that person shall be directly behind the observer reading the meter, on a line through the microphone and the observer.

**4.8** The ambient sound level (including wind effects) coming from sources other than the vehicle being measured shall be at least 10 dBA lower than the level of the tested vehicle.

### 5. Procedure

**5.1 Vehicle Operation**—Full throttle acceleration test as specified below is the basis for establishing maximum noise capability of the snowmobile. A starting point and maximum engine speed point must be determined for use during measurements.

**5.1.1** The starting point for the vehicle is established by carrying out a reverse direction procedure as follows: From a standing start at the microphone point rapidly establish wide-open throttle and allow the vehicle to accelerate until maximum engine speed is reached. The starting point is then 25 ft beyond this point.

**5.1.2** For the test, accelerate the vehicle from a standing start by rapidly establishing wide-open throttle at the starting point. Maintain wide-open throttle until the end point is reached.

### 5.2 Measurements

**5.2.1** The meter shall be set for "fast" response and the A-weighted network.

**5.2.2** The meter shall be observed while the vehicle is in motion between the starting point and the end point. The applicable reading shall be the highest sound level indicated for the run, ignoring unrelated peaks due to extraneous ambient noises. At least four measurements shall be made for each side of the vehicle. All values shall be recorded.

**5.2.3** Observations shall be repeated until the number of readings equals or exceeds the range in decibels of the A-weighted sound levels obtained. The sound level for each side of the vehicle shall be the average of all such readings. The sound level reported shall be that for the side of the vehicle with the highest readings.

### 6. General Comments

**6.1** It is essential that technically qualified personnel select equipment and that tests be conducted only by persons trained in the current techniques of sound measurement. The operation of recording and measuring equipment is likely to be affected by low temperatures. Where measurements are undertaken at temperatures below -10 C (13 F), special precautions must be taken to ensure the reliability of sound level meter readings and/or records.

**6.2** An additional 2 dB allowance over the sound level limit is recommended to provide for variations in test site, temperature gradients, wind velocity gradients, test equipment, and inherent differences in nominally identical vehicles.

## EXTERIOR SOUND LEVEL FOR SNOWMOBILES

6.3 Instrument manufacturer's specifications for orientation of the microphone relative to the source of sound and the location of the observer relative to the meter should be adhered to.

6.4 Measurements shall be made only when wind velocity is below 12 mph.

6.5 Instrument manufacturer's recommended calibration practice of the instruments should be made at appropriate times. Field calibration should be made immediately before and after each complete test. Either an external calibrator or internal calibration means is acceptable for field use, provided that external calibration is accomplished immediately before and after field use. An acoustical coupler type of

calibrator is recommended for field calibration in low temperature conditions.

7. *Reference Material*—Suggested reference material is as follows:

7.1 ANSI S1.1—1960, Acoustical Terminology.

7.2 ANSI S1.4—1961, General Purpose Sound Level Meters.

7.3 1962 Physical Measurement of Sound.

7.4 International Electrotechnical Commission Publication 179, Precision Sound Level Meters (available from ANSI).

Applications for copies of these documents should be addressed to the American National Standards Institute, Inc., 1430 Broadway, New York, New York 10018.

12-70

### SAE Technical Board Rules and Regulations

All technical reports, including standards approved and practices recommended, are advisory only. Their use by anyone engaged in industry or trade is entirely voluntary. There is no agreement to adhere to any SAE Standard or SAE Recommended Practice, and no commitment to conform to or be guided by any technical report

in formulating and approving technical reports, the Technical Board, its Councils and Committees will not investigate or consider patents which may apply to the subject matter. Prospective users of the report are responsible for protecting themselves against liability for infringement of patents.

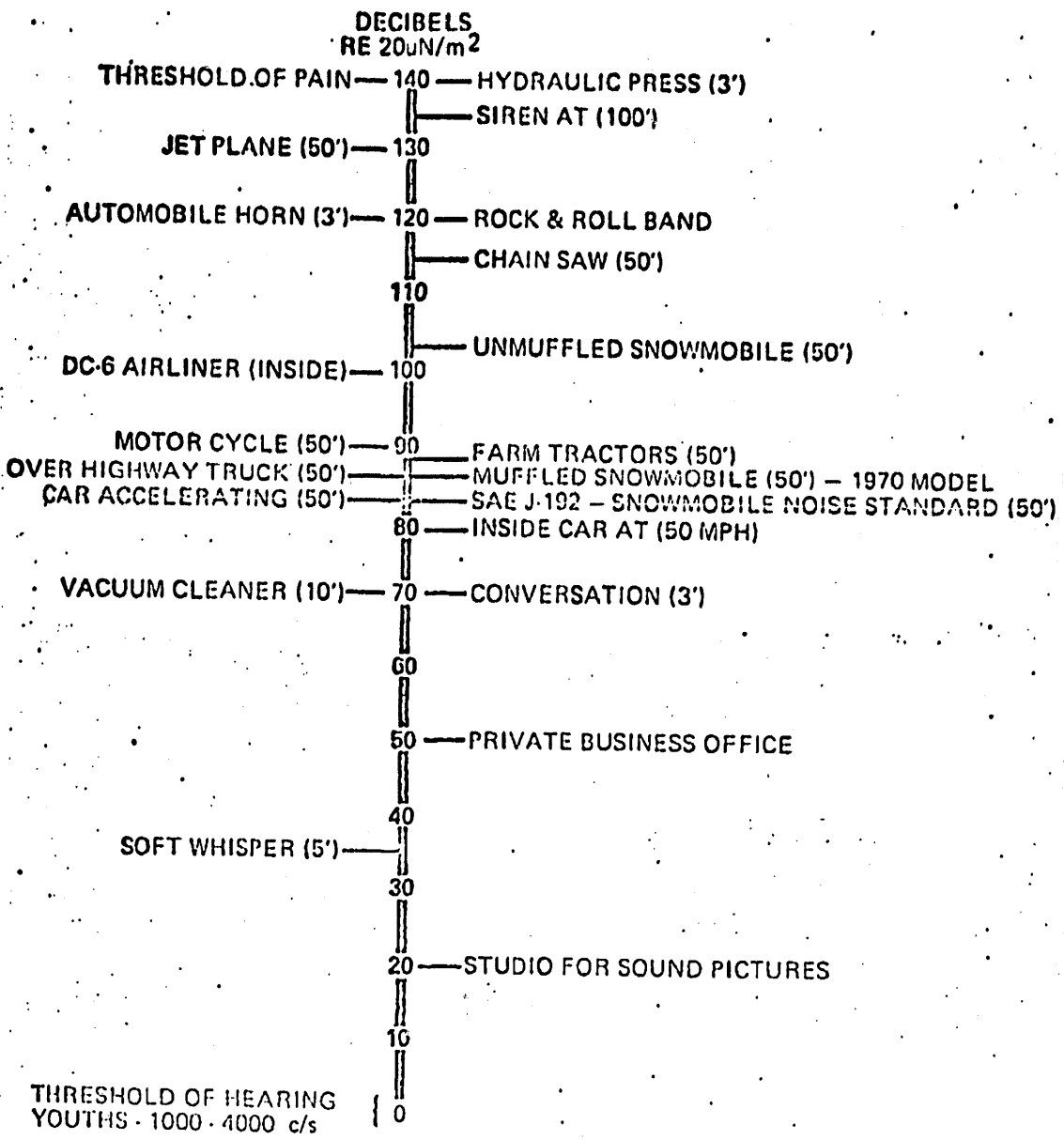
Printed in U.S.A.

The Society of Automotive Engineers (SAE) which is the standard making body of the world has noise standards for passenger cars and snowmobiles.

Passenger cars must conform with the SAE standard J-986A which is 86 decibels A scale (dba) measured at 50 feet.

Snowmobiles are now recommended to correspond to the new Nov. 1970 SAE code J-192 which is 82 dbA measured on the A scale at 50 feet. According to these standards snowmobiles are considerably quieter than that allowed for passenger cars.

## TYPICAL A-WEIGHTED SOUND LEVELS



Typical A-weighted sound levels measured with a sound level meter. These values are taken from the literature. Sound-level measurements give only part of the information usually necessary to handle noise problems, and are often supplemented by analysis of the noise spectra.

**DECIBEL** The decibel is a unit of level which denotes the ratio between two quantities that are proportional to power, the number of decibels corresponding to the ratio of two amounts of power is 10 times the logarithm to the base 10 of the ratio. Examples of quantities of power (any form) are: sound pressure squared, particle velocity squared, voltage squared. Thus the dB is a unit of sound-pressure-squared level. It is common practice to shorten this to sound pressure level.

The decibel is a unit of measurement of sound. To measure sound and to convert it to decibels, electronic measuring devices are used. They measure the sound pressure and frequency (octave). There are eight octaves of sound, and there are three scales used in the computation of sound measurement factors. These are the "A", "B", & "C" Scales. The "A" scale is most comparable to what the human ear receives and this is why the "A" scale is used for measurement of snowmobile noise.

Sound increases or decreases are computed on the logarithmic scale which works in multiples of 10. For every 6 decibels you increase or decrease the noise level you double or half the loudness. For example: if you take 86 decibels and reduce it to 80 decibels, you have halved the output of the noise or sound pressure. Correspondingly when you take 80 + 80 decibels and add them together you get 83 decibels not 160 decibels.

**dB "A" SCALE** The decibel level measured by a sound level meter weighted for the "A" scale frequency response. It has over 82% correlation with loudness as determined by the typical human ear. (dB overall has only 70% correlation to loudness).

**SOUND** Sound is an oscillation in air pressure which evokes an auditory sensation.

**SOUND LEVEL METER** A sound level meter is an instrument including a microphone, an amplifier, an output meter, and frequency weighting networks for the measurement of sound.

**SOUND PRESSURE LEVEL** The relationship of sound squared expressed in decibels relative to a reference pressure, usually .0002 microbar.

$$\text{SPL} = \text{dB} = 10 \log_{10} X^2 = 20 \log_{10} X$$

$$\text{Where } X = \frac{\text{P measured}}{\text{P ref. (.0002 microbar)}}$$

**MICROBAR** A microbar is a unit of pressure commonly used in acoustics. .0002 microbar is equal to .0002 dynes per square centimeter is equal to 20u Newtons per square meter.

**FREQUENCY** The number of pressure oscillations in a given interval of time, units of cps (cycles per second), also called Hz (Hertz).

**OCTAVE BAND** A range of frequencies extending from a base frequency to twice that frequency.

**SONE** The sone is a unit of loudness, defined at 1,000 cps and 40 dB to be 1 sone. A tone twice as loud is 2 .sones, corresponding to an increase of approximately 10dB.

**LOUDNESS** Loudness is the interpretation of an auditory sensation caused by sound, whereby sound is evaluated in intensity. Loudness depends primarily upon sound pressure and also frequency of a sound.

APPENDIX V (9 pages)

ISIA  
5100 Edina Industrial Boulevard  
Minneapolis, Minn. 55435  
Telephone: 835-2800  
Telex: 29-0399

January 12, 1973

Mr. S. M. Hodgson  
Office of the Commissioner  
Yellowknife, N.W.T.

RE: Your file #10-030-034  
Letter of December 12, 1972

Dear Mr. Hodgson:

A copy of the reference letter was forwarded to this office by Fred Deeley Limited. Since the subject matter pertained to the sound levels generated by snowmobiles, it is respectfully requested that the contents of this letter be presented and considered at the January 19, 1973 session of the Council.

As indicated in the attached letters, representatives of the snowmobile industry have not been given the privilege to receive the data of the survey taken on the hearing aspects of the Eskimo population. How factual this survey is from a scientific or medical basis is unknown. However, based on other studies conducted over the years in conjunction with industrial sound level exposures in the United States; on the effectiveness of various ear plugs; from the work done by the National Research Council of Canada; and on the problems associated with measuring the snowmobile operator sound level exposure because of cold temperatures and wind effects, we feel there is insufficient technical evidence developed to date to permit a definite conclusion to the cause of Eskimo hearing damage.

More studies should be done to determine the type and the magnitude of noise exposures and their effect. One of the attachments covers the subject of snowmobile operator sound level exposures as presented to the State of Minnesota. Possibly, this testimony will be of interest to you.

. . . /2

Mr. S. M. Hodgson  
January 12, 1973  
Page 2

Since ear plugs have to be molded or sized to fit individual ears by experts before they will offer any degree of protection, the Council's recommendation "a" would do little, if any, to solve the problem even if the natives could be enticed to wear them.

Since no one has established what the snowmobile operator sound level exposure is or how much an individual's exposure to snowmobile sound levels has attributed to his particular hearing impairment, there is no basis or parameters to establish a warning on. Also, a warning will not guarantee any protection to the snowmobile owner or operator. Since the snowmobile manufacturer has no knowledge where a machine will be sold when it is manufactured and the owner's manual included, handbooks printed in specific languages are not included.

These facts leave the proposed recommendation "b" as one that would be very hard to comply with, as well as one that would not guarantee any positive results.

We sincerely hope the Council will reconsider the motion made on October 11, 1972. If we can provide additional information on this subject or on other subjects pertaining to snowmobiles, please give us a call.

Yours truly,

John F. Nesbitt  
Director of Engineering

JFN/jm

cc: M. B. Doyle  
Ray Royer  
Jean Bertrand  
R. M. Snelgrove  
B. A. James  
Bill Shields  
NWT Legislation File

Enclosures

DEPARTMENT OF OTOLARYNGOLOGY

McGILL UNIVERSITY  
MONTREAL

July 19, 1972

Mr. Wayne L. Konickson,  
Product Safety Manager,  
Arctic Enterprises, Incorporated,  
Thief River Falls,  
Minnesota.

Dear Mr. Konickson;

Your letter of June 28, 1972 addressed to the McGill University Medical School has been forwarded to me.

Unfortunately I cannot send you a copy of our report on our findings in Pangnirtung as this contains confidential medical findings and recommendations to the Baffin Zone Medical Director.

The primary purpose of our survey was not to investigate the effect of noise on the hearing of the Eskimo population but to survey the extent of ear disease and hearing loss among the Eskimo population. Our work in Pangnirtung is only part of an overall survey of the whole of the Eastern Arctic. I am enclosing a copy of a letter that I recently sent to the Ski-Doo Division of Bombardier Limited, which I trust contains all the information that you require.

Our findings at Pangnirtung were most interesting. We have two further survey groups going up in September and December to survey the remaining settlements. In May of this year we surveyed Lake Harbour and Broughton Island in the Baffin Zone and we found similar sensori-neural hearing loss among the adult male population there, similar as reported in Pangnirtung.

As you could imagine we have become very interested in this question of noise among the Eskimo population. I fully realize your concern in this problem, and may I assure you that we would very much like to discuss this with some of your personnel, to come to some protective conclusions.

Yours sincerely,

J.D. Baxter, M.D.,  
Professor and Chairman,  
McGill University.

JDB/js  
Enclosure.

Department of Otolaryngology  
McGill University  
Montreal

July 19, 1972

Mr. Fred Swain,  
National Public Relations Manager,  
Ski-Doo Division,  
Bombardier Limited,  
8600 Decarie Boulevard,  
Montreal, P.Q.

Dear Mr. Swain;

This is a follow-up of our recent telephone conversation

The Department of Otolaryngology of McGill University is currently engaged in a survey of the Eskimo population of the Baffin Zone in the Eastern Arctic. The purpose of this survey is two-fold; to assess the extent of Ear Disease and Hearing Loss in the Eskimo population and to Identify Individual problems and Initiate procedures for their appropriate management. So far surveys have been carried out in three settlements - Pangnirtung, Lake Harbour and Broughton Island and in the school population of Frobisher Bay area.

One significant finding of the survey so far is that in the majority of males tested (17 years or older) there is a significant sensori-neural hearing loss. The consistent shape of the audiograms found among most males and several of the females suggest that most of the sensori-neural hearing loss in the population has been induced by noise. There are two main sources of noise in the Eskimo's life: the snowmobile and the rifle.

Tests undertaken with a Bruel and Kjaer sound level meter (Type 2004) showed that the level of noise in the Arctic from various snowmobiles measured at the driver's ear ranged from 110db to 120db when the machines were driven at top speed which is the Eskimo's usual speed. Top speed is maintained, according to the report of reliable witnesses, for periods of eight to fourteen hours at a stretch with occasional short breaks for refreshments. Such journeys may occur three to four times weekly in the search for Caribou. Shorter journeys of four to ten hours are undertaken in the search for Seals.

...../2



The rifles used by the Eskimos vary from the light .22 calibre to the heavy .3030. Most Eskimos use either .222 or .243 rifles. The sale of ammunition from the Hudson Bay stores in Pangnirtung and Broughton Island averages 1400 rounds per Eskimo hunter per year. Several Eskimos save the shells and have them reprimed for further use. This number is therefore a minimal estimate of rifle usage. Sound level readings of the impulse noise generated by the Rifle fire were taken with the microphone at ear level, six inches from the chamber. The sound pressure from a .222 rifle was found to average 130db and from a .243 rifle, 134 db. At fifty feet slightly to the right of the line of fire the sound level of these rifles were over 128db and 132 db respectively. Eskimos usually hunt in pairs or in parties of several (as in the Narwhal season). A hunter is therefore exposed to the noise of at least twice the number of shots he himself fires.

In Pangnirtung all adult male and several adult female Eskimos with significant hearing loss were questioned about their use of snowmobiles and rifles. In a few cases temporary threshold shift due to recent noise exposure may have exaggerated the extent of the hearing loss observed. But most Eskimos who have used both snowmobiles and rifles extensively are permanently and profoundly deaf to most high frequency sounds. Those who use one or the other also tend to have hearing impairment. For example, there were two Eskimos who had snowmobiles but no rifles. Both had significantly high frequency hearing loss and complained of ringing in the ears which persisted for several hours after long rides. Three Eskimos had no snowmobiles but used rifles extensively. All complained of ringing in the ears which persisted for several hours after firing shots. Only two adult males among the habitual hunters were found to have bilateral normal hearing. One of these explained that he had never been able to tolerate loud sounds and he therefore plugged his ears with toilet paper prior to embarking on a hunting expedition. His experience suggests that ear plugs could be used effectively to reduce, if not prevent, the occurrence of sensori-neural hearing loss among Eskimos or Indians who lead similar lives. A description of the effect of snowmobiles and rifles on hearing was obtained from a 17 year old, and a copy of this is attached for your information. The youngest male found to have noise induced hearing loss was age 12 years.

There is no question that noise from snowmobiles is a factor in the etiology of the sensori-neural hearing loss among the Eskimos. The rifles have been present for years whereas the snowmobiles were introduced around 1965. In recent years Eskimo hunters have been more aware of lack of hearing as effecting their hunting patterns.

I realize your Company is interested in this problem and I would be very happy to discuss it with you at any time. The snowmobile is an essential vehicle in the area. I am attaching a letter which is self explanatory from the Settlement Manager of Pangnirtung outlining the use of snowmobiles in that area.

Yours sincerely,

J.D. Baxter, M.C.,  
Professor and Chairman,  
Department of Otolaryngology,  
McGill University.

JDB/js  
Enclosure.

ADDENDUM TO  
INTERNATIONAL SNOWMOBILE INDUSTRY ASSOCIATION'S  
STATEMENTS OF JUNE 1, 1972  
PRESENTED AT MINNESOTA'S DEPARTMENT  
OF NATURAL RESOURCES PUBLIC HEARING

SNOWMOBILE OPERATOR SOUND LEVEL EXPOSURE

BY JOHN F. NESBITT

Several have suggested and recommended that the operator of a snowmobile not be exposed to sound pressure levels above 90dBA or that the operator exposure be in accordance with the requirements established for a factory worker by the original Walsh-Healey Act and, more recently, by the Federal Occupational Safety and Health Act. Whether it be a machine irritation noise or an operator sound level exposure, too many people are making suggestions and proposing regulations on an emotional basis, rather than one based on scientific or medical requirements.

Let us consider a few facts pertinent to human sound exposure. The hazard to hearing that is produced by a given noise exposure depends on the intensity and the frequency distribution of the noise source and on the duration of the exposure. Each of these factors must be considered in determining which exposures are hazardous. Therefore, nothing is gained by specifying a sound pressure level limit only.

The Occupational Safety Health Act sound level limits are ones that have been established on sound medical data obtained over a period of time. They have been established to cover persons who are exposed to fairly constant noise sources eight hours a day, fifty weeks a year for their working life. The maximum allowable exposure levels and times have been established so that 90 per cent of the persons so exposed throughout their lifetime occupational years will suffer little or no effect due to this noise exposure.

Comparable exposure levels and times have not been established for seasonable, intermittent and variable sound level exposures such as that experienced by an operator or a passenger of a snowmobile. This fact is pointed out in SAE Research Project R-4 that was conducted by the Department of Applied Physics at the Southwest Research Institute in San Antonio, Texas for the Society of Automotive Engineers. It is entitled "A Study of Noise Induced Hearing Damage Risk for Operators of Farm and Construction Equipment". Since this covers applications similar to that

of a snowmobile, I would like to quote from the abstract of this report.

#### ABSTRACT

"Most noise criteria for evaluating hearing damage risk have been derived for industrial environments where noise is assumed constant, where daily exposures are uninterrupted, and where conditions are repeated on an almost daily basis. Such criteria are not directly applicable to evaluation of hearing damage risk for operators of farm and construction equipment. Analysis of several typical exposure patterns for tractor operators shows that criteria evolved for in-plant application (e.g., Walsh-Healey) are conservative and available short-term criteria could prove to be 2 to 7 dB too restrictive for applications to the farm and construction environment."

"While some noise criteria make limited provision for short duration exposures and a few include some compensation for recovery (rest) periods, none are directly applicable to the more general problem of intermittent, variable intensity noise, nor for seasonal variations in exposure. While criteria such as Walsh-Healey provide some measure of compensation for intermittency, no provision is made for long-term variations in exposure. Since these patterns are the rule rather than the exception for tractor operators, an accurate definition of their noise dosage (time-intensity pattern) is needed in order to formulate a basis for predicting and preventing hearing loss."

"Based upon the study described, two major conclusions are drawn:"

1. "First, there is insufficient data presently available on noise levels or exposures to adequately define noise dosage as a function of time, intensity, and spectra for operators of farm and construction equipment. Lacking such documentation on typical exposure patterns, no formulation of allowable intensities or exposure cycles can be made."
2. "Secondly, no criteria are available to apply to such exposures for predicting hearing damage risk which include the intensity, short-term recovery, and long-term absences from the sound field. Several modifications are suggested, however, whereby existing techniques might be adapted for more direct applicability to operators of tractors and related equipment."

In essence, there is a lot of work to be performed on snowmobile operator sound level exposure before anyone has determined (1) how to measure it on a good repeatable and technical basis, (2) what is the overall exposure that a typical snowmobile operator may receive in a day or a season, or (3) what would be the reasonable maximum levels or times to prevent hearing damage from this exposure.

In a joint program with the National Research Council of Canada, the snowmobile industry and the SAE Snowmobile Sound Level Committee have tackled the first task in the only logical way to proceed with the solving of the problem. That is, the development of the necessary instrumentation and procedure to measure the sound level exposure of a snowmobile operator or a rider with proper allowances for wind, headgear and cold temperatures.

APPENDIX VI

RUPP MANUFACTURING INC., 9 ROYALCREST ROAD,  
REXDALE 610, ONTARIO 416-749-6250

December 15th, 1972.

Rupp Industries Inc.,  
P.O. Box 1095,  
MANSFIELD, Ohio. 44903.

Attention: Mr. Frank Ruth.

Dear Frank:

Please find enclosed a copy of a letter I received from the  
Office of the Commissioner, Yellowknife, Northwest Territories,  
Canada. - Mr. S.M. Hodgson.

Frank, this is a suggestion from a Council session they had,  
as the letter reads, and wondered what your feeling and opinion  
was on this.

Looking forward to your reply, I remain

Yours very truly,

RUPP INDUSTRIES INC.,

Woody Howard.  
General Manager.

cc: S.M. Hodgson.  
Office of the Commissioner,  
Northerst Territories.

APPENDIX VII (2 pages)

BOMBARDIER/

8600, Boul. Decharie, Montreal 307, Quebec, Canada/ Tel. 341-7000,  
Telex 05-268849

January 9, 1973

File 6100-083

Mr. S. M. Hodgson  
Commissioner  
Northwest Territories  
Yellowknife, N.W.T  
Canada

Dear Mr. Hodgson,

May I take this opportunity to thank the 47th Session of the Council of the N.W.T in Frobisher Bay for contacting Bombardier in reference to modifications you suggest regarding our sales program. You can rest assured that your suggestions will be taken under very serious consideration.

Your letter arrived at a timely moment as I have just concluded meeting with Dr. Baxter of the University of Montreal and the Royal Victoria Hospital who was in the North studying ear infection among the Eskimo population.

In conversations with Dr. Baxter, I found that his studies on ear infections were not related to further information he gathered which seemed to indicate that two tools used by the Eskimo in his every-day life were contributing to hearing loss. These items were the high-powered hunting rifle and the snowmobile which he utilizes not as a recreational vehicle but in much the same manner as an automobile. Dr. Baxter was given a complete tour of our R & D facilities and noise laboratories in Valcourt and was impressed with the progress we have made over the past several years in reducing snowmobile noise level from 90 dbA at 50' to 82 dbA at 50' and recognized the fact that a realistic time period is needed by industry to do further work on driver level noise reduction. It was explained to the Doctor that this noise level is within federal regulations both in the United States and Canada. We are, through our industry association, committed to a further reduction by 1975 to 78 dbA at 50'.

It is our intention now to concentrate our activities in the noise reduction field for the driver.

Unfortunately the press has a way of sensationalizing reports. A prime example is the report made in the Montreal Gazette after Dr. Baxter had concluded his study. The headline read "Snowmobiles cause ear damage in Eskimos." Dr. Baxter did not say that, but said that amongst other things, snowmobiles were a contributing factor. I am sure councillor Bryan Pearson's remarks in a recent issue of Weekend Magazine when he was quoted as attributing ear damage directly to the snowmobile and in inferring there were no additional factors were similarly mis-construed.

We are exceptionally proud of the technological advancements we have made over the past several years in noise research and confident of the progress we shall make in the very near future.

Once again Commissioner Hodgson, may I assure you that research is underway in the snowmobile industry now regarding ear muffling devices and that the modifications suggested in your communiqué of December 7th will most definitely receive consideration.

Sincerely,

Paul A. Swain  
National Public Relations Manager

PAS/sb





For Council Members'  
Use Only

January 17, 1973.

COUNCIL OF THE NORTHWEST TERRITORIES  
CANADA

INFORMATION ITEM 20-48

Appointment of Court Aides

A formal motion was adopted at the 47th Council session requesting the Administration to prepare a paper outlining the benefits derived from appointments of Court Aides and arrangements necessary to establish such positions in the Northwest Territories.

For Council's information the Department of Public Services has submitted the following report:

"A survey of all of the Provinces and the Yukon Territory has revealed that only Alberta, Saskatchewan and Manitoba have had any experience in this field.

The program in Alberta is called Native Counselling Services of Alberta. It is composed of Court Workers and Alcohol Education Counsellors and these are located at various places within the Province.

The organization apparently receives grants from the Federal and Provincial Governments but does not receive any direction from either. The organization is composed of native persons (Indian and Metis).

A Court Worker interprets court procedure, conveys to the Courts the point of view of native persons charged with offences and, generally, acts as a liaison between native persons and the Court. One Provincial Judge has commented:

'This liaison has better enabled the Court to understand the problems of the native persons appearing before it and also has assisted the native person to better understand the law to which he is subjected.'

Some Court Workers act as interpreters on occasion and some Provincial Judges feel they are of great assistance in sentencing certain individuals.

The Alcohol Education Counsellors visit a community to organize a workshop. The people in the community determine what is to be on the agenda. The resource people are then brought in. A typical agenda may be as follows:

- 1st Day - R.C.M.P. - They explain their duties and how the Native people can utilize their services in order that they get to understand these services as well as the people that supply them.
- Provincial Judge  
Family Court Judge  
Probation Officer  
Fish & Wildlife Officer  
Alberta Legal Aid
- 2nd Day - Native Counselling Services of Alberta - Director explaining Native Counselling Services' role.
- Court Worker - Explaining Court Worker duties.
- Alcohol Education Worker - Explaining Alcohol Education Workers duties.
- 3rd Day - Alcohol Education - Films
- Resources Speakers - Alcoholics Anonymous  
- Al-Ateen  
- Al-Anon  
- Alberta Alcohol & Drug Abuse Commission  
- Henwood  
- Alcohol Education Workers  
- Speakers on glue sniffing

The workshops are very informal and each resources speaker outlines his area of work and expresses some of the most common areas of concern in dealing with the Native people.'

The program in Alberta has apparently had excellent results. The complete Annual Report is available from the Department of Public Services.

By letter dated September 20, 1972 the Deputy Attorney General of the Province of Manitoba advises as follows:

'With reference to your letter of September 11th, I am not certain of the meaning you assign to the term "court aides". As you may know this Province has been concerned for some time about the problems of Native People appearing before the Courts charged with offences and who may have very little knowledge of court process, the availability of counsel through legal aid or otherwise, the procedures involved and even, in some instances, have a problem of lack of communication generally. Accordingly, this Department established as a pilot project four Court Communicators attached to the Office of the Chief Magistrate and paid by the Department. Two of these Communicators serve the Magistrates' Courts in Greater Winnipeg, one is at Brandon and the other in the Northern Judicial District. The Communicators are all Native People who understand Indian dialects and who have been given a course of instruction by the Chief Magistrates, Crown Attorneys and Social Workers regarding the court system, the rights of persons charged with offences and the availability of legal aid.

To the best of my knowledge this program is working satisfactorily and it is hoped, subject to budget limits of the Department, that the Court Communicator Staff can be increased in numbers.'

It is apparent that the program in effect in Alberta is much different in scope than that in Manitoba in that it involves the native groups directly rather than having certain individuals on the payroll of the Government.

By letter dated November 15, 1972 a Crown Solicitor with the Department of the Attorney General, Province of Saskatchewan advised as follows:

'We would advise that this office has begun to take steps towards developing a court aid program. Our plans are just now beginning to take shape and we anticipate having a program fully developed in the month of December of 1972.

We will diarize this matter for the early part of January, at which time we should be in a better position to provide you with material.'

Unfortunately, at the time of preparation of this report, no material has been received.

It might also be mentioned that this Department was advised in December that the Melis Federation was commencing a program at Hay River patterned after Alberta. This Department offered assistance and requested further details but, at the time of preparation of this paper, further contact has not been made."



January 5, 1973

COUNCIL OF THE NORTHWEST TERRITORIES  
CANADA

INFORMATION ITEM 21-48

Dates and Costs of Ferry Operations

During the June portion of the 47th session, Council asked the Administration to prepare a report showing dates and costs of ferry services for the past three years.

Listed below are the operating costs for the Fort Simpson and Fort Providence ferries for the years 1970 and 1971. The amounts shown for 1972 include actual expenditures plus commitments as of December 31, 1972.

For the period October 6 to 23, 1970, the Fort Simpson ferry service was contracted from Lindberg Transport Limited. Costs for 1970 were as follows:

	<u>Fort Simpson</u>	<u>Fort Providence</u>	<u>Total</u>
Marine Engineer's fees for report on M.V. McQuesten	3,363.25		3,363.25
Payroll costs		83,348.00	83,348.00
Hire of tug and barge	6,816.00		6,816.00
Equipment, rental and operating costs	932.50	10,491.00	11,923.50
Travel, communication and other		<u>1,150.00</u>	<u>1,150.00</u>
Total	<u>11,111.75</u>	<u>94,989.00</u>	<u>106,100.75</u>

In 1971, ferry service for Fort Simpson was contracted from Lindberg Transport Limited for the period May 22 to August 17. From August 17 until November 1, service was provided by the Territorial Government operated M.V. McQuesten pushing a rented barge from Lindberg Transport Limited. Costs for 1971 were as follows:

	<u>Fort Simpson</u>	<u>Fort Providence</u>	<u>Total</u>
Payroll costs	18,541.00	89,438.00	107,979.00
Equipment, rental and operating costs	52,842.00	10,928.00	63,770.00
Contracts	8,898.00	3,110.00	12,008.00
Travel, communication and other	<u>770.00</u>	<u>1,109.00</u>	<u>1,879.00</u>
Total	<u>81,051.00</u>	<u>104,585.00</u>	<u>185,636.00</u>

Costs incurred in operating ferries  
for the 1972 season:

	<u>Fort Simpson</u>	<u>Fort Providence</u>	<u>Total</u>
Payroll costs		146,500.00	146,500.00
Equipment, rental and operating costs	4,750.00	20,950.00	25,700.00
Contracts	102,500.00	14,900.00	117,400.00
Travel, communication and other	<u>1,150.00</u>	<u>7,000.00</u>	<u>8,150.00</u>
Total	<u>108,400.00</u>	<u>189,350.00</u>	<u>297,750.00</u>

Starting and closing dates of operation of the Johnny Berens  
ferry on the Mackenzie River for the past five years were as  
follows:

	<u>First day</u>	<u>Last trip</u>
1968	28 May	19 November
1969	23 May	15 November
1970	21 May	17 November
1971	11 May	4 December
1972	29 May	16 November



5 February 1973

COUNCIL OF THE NORTHWEST TERRITORIES  
CANADA

INFORMATION ITEM 22-48

REPORT ON 1972 SEALIFT OPERATIONS IN THE EASTERN ARCTIC

1. Main differences from previous years

- a) In prior years M.O.T. exercised complete control over sealift planning, vessel scheduling and operations with little or no input from other government departments.
  - i) This year the Territorial Government assumed a very active role in pre-planning, preparation of tenders, etc. Involvement at the time of awarding contracts contributed greatly to the success of the overall operations.
  - ii) Temporary staff on the Montreal waterfront provided a valuable expediting and liaison function.
  - iii) Sealift requirements were planned well in advance in order to arrange for improved vessel scheduling. Unfortunately ice conditions played havoc with this program but not to the degree that could have been expected had it not been implemented.
  - iv) Accurate information on vessel positions was made available on almost a daily basis which greatly assisted the various construction programs.
- b) Previously, ships were contracted for on a time charter basis and usually at the last minute to meet requirements as they materialized. Because remuneration was based on a per diem rate the ship owners evaded the responsibility for sealift operations and voyage outcome. Under the old system it was impossible to determine transportation costs until voyages were completed and accounting accomplished with serious connotations to budget control.

- i) This season the time charter concept was discouraged and tenders were invited on an all inclusive firm rate per ton predicted on predetermined tonnage figures.
  - ii) Serious delays encountered because of ice conditions had no effect on this year's firm freight rate structure.
  - iii) Programs were informed of transportation costs well in advance of loading.
- c) M.O.T. in the past had entered into stevedoring contracts for the loading and offloading of ships and many of the services supplied (particularly barging) were in effect subsidized.

The discharging and handling of cargo within the settlements was in many instances accomplished by "stevedoring gangs" brought in from the south.

- i) This season arrangements were made for the ship owners to assume full responsibility for loading as well as discharging the cargo to high water mark.
  - ii) Much of the M.O.T. equipment in the North has become antiquated, however, the operational barges, etc. were rented to the various ship owners as required, on a per diem basis.
  - iii) In many cases local labour was employed by ship captains to assist in discharging.
  - iv) Arrangements were made with local co-operative groups to handle cargo within the settlements.
- d) The need for improvement in the following areas was also recognized:
- i) Greater control over cargo loading operations with more emphasis on arranging early delivery of construction materials.
  - ii) The preparation of clear and concise manifests and improvement to other shipping documentation.
  - iii) Assurance was obtained from the shipping companies that adequate facilities were available to



handle the cargo assigned to them. Responsibilities were clearly defined at the time of tendering.

- iv) Arrangements were made for improvement in the packaging and handling of cargo. Claims resulting from loss and damage were minimal this year.

## 2. Cost Analysis

An actual cost comparison between 1971 and the current year's operation is difficult because of the problem of placing a dollar value on the services provided by M.O.T. in past years (barging, etc.). However, even without taking these subsidized services into consideration the average rate per ton on cargo shipped into the Eastern Arctic this year was lower than in the previous year.

- a) Baffin Island bulk P.O.L. was delivered this year on a rate per gallon basis (13 cents per gallon) which resulted in a \$10.80 per ton saving over last year's time charter arrangement (21.5 cents per gallon).
- b) Baffin "dry cargo" freight rates averaged \$156.00 per ton for a saving of \$24.00 per ton over last year's \$180.00 rate.
- c) The only ship employed to carry cargo for this Government on a time charter basis this year was the M/V Maplebranch, for the delivery of Keewatin bulk P.O.L. Fortunately, the voyage went well and the per ton costs will be approximately the same as for last year.
- d) The Keewatin "dry cargo" per ton costs were approximately 10% higher this year. The increase is directly attributable to the high cubic content of the cargo occasioned by the "bulk gasoline" program. Twenty-three 20,000 gallon storage tanks measuring 115,000 cu. ft. were shipped to the Keewatin settlements this season. (212 tons by weight but equivalent to 2875 tons cubic measurement).
- e) "Direct to dock" shipments in Montreal Harbour resulted in savings of \$94,000. Contracts with ship owners this year permitted direct shipments during loading periods. Precise scheduling resulted in over 50% of the dry cargo being handled in this manner.

3. Problem Areas

- a) Nonrecurring - The main difficulties encountered centered around adverse climatic conditions. Severe delays experienced early in the season had the snowballing effect of delaying delivery of each subsequent cargo, culminating in the return of cargo on two ships in Fox Basin and one in Frobisher Bay.

The early delays were caused by heavy ice which held up discharge of three ships off Pangnirtung and Frobisher for a total of 67 days. Delays at Grise Fiord and the High Arctic ports were also of a serious nature. The late arrivals in Fox Basin mentioned above resulted in 163 tons of our Hall Beach cargo being discharged at Igloolik. In fact, had it not been for the staunch efforts of the people in the communities of Igloolik and Repulse Bay the sealift for that particular area would have been most unsatisfactory. Cargo was handled across the ice by tracked vehicle and dog team.

Approximately 50 tons of cargo was returned to Montreal from Frobisher when ice conditions at that port forced a halt to discharging operations. An attempt was made by ship owners earlier in the season to take the pressure off tight scheduling by chartering the M/V "Conrad Marie". However, this vessel went aground in Frobisher Bay and underwriters would not permit her to make a planned second voyage.

- b) General - The following problem areas were identified as being "ongoing" as opposed to the difficulties associated with weather conditions:
- i) Scheduling - Delays in the arrival of cargo, particularly construction material, at loading port resulted in construction program delays. In a few instances materials missed scheduled sailing and alternate arrangements had to be made.
  - ii) Rate Structures - The "rate per ton" freight structure served the purpose of providing a firm transportation cost base, however, the concept created hardships for the non commercial private sector.
  - iii) Cargo Bookings - The non commercial private sector experienced difficulty in arranging for their transportation requirements.

iv) Insurance

- a) There is a very real possibility of increases in "hull insurance" rates due to this year's damage claims.
- b) Introduction of "The Arctic Waters Pollution Act" will not only make scheduling critical (and costly) but will also adversely affect insurance premiums.

4. Freight Rates

The trend will be toward higher rates and increased costs because of the following reasons:

- a) Removal of drummed gasoline from our cargo base will have the adverse effect of increasing the average cubic content of cargo shipped and therefore increase the rate per ton. To elaborate:

Dry cargo shipped into the North by water is very high in cubic content (pre-fab measures 275 cu. ft. per ton as compared to the standard used in shipping circles of 40 cu. ft. per ton). Government of the N.W.T. cargo in the past has averaged about 100 cu. ft. per ton but once bulk gasoline handling becomes a reality and the drum cargo base is removed from sealift, freight rates on the remaining "dry cargo package" could increase by something in the order of 30% unless some other high density cargo is introduced into the system to replace the drums.

- b) Owners will undoubtedly attempt to recover losses experienced this season because of the introduction of the "rate per ton" concept.

5. Conclusion

Given the peculiar climatic conditions the re-supply in general was accomplished fairly satisfactorily. Considerable progress was made over previous years particularly in the areas of advanced scheduling and cargo handling within the settlements. Further improvement is looked for in these and other phases of sealift operations which affect not only the Territorial Government's interests but also the interest of the non commercial private sector.

6. Program of Corrective Action

- a) Scheduling - The solution to the problem of late shipments is one of timing. It is proposed that the various programs identify their requirements early and advance their time table for placing orders with supplier.
- b) Rate Structure - It is proposed that a rate structure be developed which will distribute costs more equitably i.e. higher rates for the high cubic items such as pre-fab and storage tanks and lower rates for the "deadweight cargo" (cement, flour, etc.). This will be negotiated with the M.O.T.
- c) Cargo Booking - It is planned that this Government, M.O.T. and D.I.A.N.D. enter into immediate discussions on ways and means to establish a facility to offer the necessary assistance to the non commercial private sector.
- d) Insurance
  - i) This Government intends to press for Federal Government involvement in the insurance field and
  - ii) Support removal of "foreign flag" restrictions on vessels trading in the Arctic in order to increase competition among ship owners.
- e) Freight Rates - The following is being taken to reduce freight rates and to improve on next year's sealift:
  - i) Early tendering of requirements should result in preferred freight rates.
  - ii) Re-investigation of other handling modes such as the 'skycrane', especially if early tendering does not result in realistic rates from conventional carriers.



February 5, 1973.

COUNCIL OF THE NORTHWEST TERRITORIES  
CANADA

INFORMATION ITEM 23-48

"New" Trapping Licence

Introduction

The 47th Session of the Council of the N.W.T. in June 1972 passed an amendment to the Game Ordinance authorizing issuance of a new annual Trapping Licence. The holder of this licence would be permitted to trap or hunt fur bearers within a specified area.

Many requests were received from persons wishing to trap in unoccupied areas on a hobby or part-time basis. Former legislation provided only for the issuing of a General Hunting Licence to authorize any type of trapping e.g. full time or hobby. This caused problems in that the holder of a General Hunting Licence was practically unrestricted in his trapping and hunting privileges.

Situation to Date

During the period of introduction all Trapping Licences are being issued from Yellowknife Headquarters. The applicant for such a licence must apply through the local Area Game Management Officer who adds his recommendations and routes the application to Headquarters. This ensures that no conflict occurs with full time indigenous trappers holding General Hunting Licences. In addition, in all cases, the local Hunters' and Trappers' Association is contacted before a licence is issued.

In general, the above meets with the intent of Resolution #2 from the Inuvik Regional Trappers' Conference which stated: "The new Trapping Licence shall not be issued without the approval of the Trappers' Association in the area concerned and that the licence shall be co-signed by the chairman of the Association". We have not included the co-signature because it would be unworkable to have a licence signed by an individual who is not authorized under the legislation to do so.

Licences issued to date:

Fort Smith Region

Yellowknife 2  
Fort Smith 1  
Tungsten 3

Keewatin Region

Ennadai Lake 1 (weather station)

Baffin Region

none

Inuvik Region

none

Applications rejected to date:

Fort Smith Region

Yellowknife 1 (conflict with indigenous hunting area)  
Fort Smith 1 (conflict with a trapping area reserved  
for older indigenous residents)

Inuvik Region

Sachs Harbour 1 (conflict with Registered Group Area)



FEE: \$5.00

TRAPPING LICENCE

No 007

SUBJECT TO THE PROVISIONS OF THE GAME ORDINANCE OF THE N.W.T.

PLEASE PRINT										LAST NAME										FIRST NAME AND INITIALS									

OF \_\_\_\_\_ ADDRESS \_\_\_\_\_ AGE \_\_\_\_\_  
 IS HEREBY AUTHORIZED TO TRAP FUR BEARING ANIMALS IN THE N.W.T. DURING THE OPEN SEASON FOR SUCH  
 FUR BEARING ANIMALS IN THE LICENCE YEAR ENDING JUNE 30, 19\_\_\_\_. (Subject to Conditions on Reverse).  
 ISSUED AT \_\_\_\_\_ DATE \_\_\_\_\_

LICENCEE \_\_\_\_\_ GAME OFFICER \_\_\_\_\_  
 FOLD \_\_\_\_\_ FOLD \_\_\_\_\_

THE AREA WHICH MAY BE TRAPPED IS DEFINED AS FOLLOWS

QUOTAS OR LIMITATIONS WHICH APPLY:

**CANCELLED**



6 February 1973

COUNCIL OF THE NORTHWEST TERRITORIES  
CANADA

INFORMATION ITEM 24-48

A Tannery for the N.W.T.

The results of the Tannery Study conducted on behalf of the Department of Industry & Development by the Federal Department of Industry, Trade & Commerce, were submitted to the 47th Session of Council in June 1972. As a result of the ensuing debate, Council requested the Administration to solicit from all established Canadian tanning companies proposals for the operation of a tannery in the N.W.T. and advertisements for the same purpose to be placed in newspapers.

Advertisements were placed in ten major southern newspapers and five northern newspapers. Letters with a copy of the advertisement material were sent to nine major tanneries in southern Canada. Nine enquiries were received, four of which were from well-established tanning and fur dressing companies. Statistical information was forwarded. Three of the original nine submitted definite proposals.

<u>Name</u>	<u>Proposal</u>
1. Maranda & Labrecque Ltee., 180 Avenue Renaud, Quebec 8, Quebec.	Not interested themselves but advised that qualified friends had a \$175,000. plant for sale (excluding moving and dismantling costs) that could be purchased. In addition, a 15,000 sq. ft. building would be required (est. \$250,000.). They would expect an operating and maintenance subsidy that could be calculated at a later date.
2. G. C. Rieber & Co., P.O. Box 990, N.5001 Bergen, Norway.	The volume of fur dressing and tanning is not sufficient to warrant expensive machinery. Capital outlay would be between 1.5 to 2 million dollars.



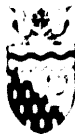
Specialists would be required as the business is too risky without skilled people.

3. Motson Industries Ltd.,  
241 Bridgeland Avenue,  
Toronto 19, Ontario.

Proposed importing sheepskins for Government handicraft purposes. Not convinced that a tannery would be feasible. Estimated that \$140,000. for machinery plus a 14,000 sq. ft. working area and a five year period required to reach potential. The proposal was based on tanning sheepskin only.

To date, investigations have centered on large scale sophisticated operations. It would appear that these would not be feasible unless heavily subsidized. The Department of Industry & Development is now studying the feasibility of smaller, more specialized operations, similar to those being established in the developing nations. A preliminary report will be presented at the June 1973 session of Council.

Close liaison is also being maintained with a native tanning operation on the Hobbema Indian Reserve to determine if this pilot project will have technical and financial success.



For Council Members  
Use Only

January 17, 1973

COUNCIL OF THE NORTHWEST TERRITORIES  
CANADA

INFORMATION ITEM 25-48

Meetings between Minister of I & N.A. and N.W.T. Council

One of the subjects in the interim reply included in Information Item 6-48 concerned meetings between the Minister of Indian and Northern Affairs, and the Northwest Territories Council.

The following is the text of the reply dated January 10, 1973 received from Mr. Chretien.

"Further to Mr. Davidson's letter of December 6, I am writing with regard to your letter of November 24, 1972 concerning the motion which was adopted by Council at Frobisher Bay in support of personal meetings with me from time to time. I note that the object of such meetings would be to facilitate discussion and to achieve more rapid decisions on items of major concern to the Council and my Department.

May I say at the outset that I concur in principle with this motion because I realize the value of these discussions. I am always happy to discuss matters of mutual concern with the Council. I expect you will agree that items to be discussed should normally be related to policy consideration rather than the details of specific programs. I am sure that the Council will also appreciate that it would be necessary to arrange for such meetings far enough in advance to enable me to make firm commitments and that discussions would follow agendas agreed upon when the meetings were arranged."