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**HOUSING PROGRAM PROPOSALS
FOR HOME OPERATIONS AND
HOME ACQUISITION ASSISTANCE**



NORTHWEST TERRITORIES HOUSING CORPORATION

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Of the total 7,400 dwelling units in the Northwest Territories, 2,600 are single family dwelling units under the Northern/Territorial Rental Housing Program and about 500 are Public Housing Units under the National Housing Act¹.

Housing needs studies² conducted during 1974 indicate that 1,200 new dwelling units are required to overcome overcrowding conditions and normal population growth with an additional requirement of 800 units to replace substandard and non-rehabilitative housing stock.

The Existing Housing Programs

The existing programs³ have to a degree placed families in the Northwest Territories in basically adequate housing. Experience, however, in these programs shows that because of limited responsibility on the tenant to exercise restraint in the use of fuel oil and electricity, and to be concerned with upkeep and maintenance, utility services are used exorbitantly and housing units deteriorate quickly. In most cases, the tenant is not aware and does not recognize the costs involved in the provision of shelter.

Because of these factors the operations costs are very high, particularly since there are limited incentives to encourage steps which will lead to restraints in the use of energy.

In addition, abuse of rental assessment results in a limited return in rental revenues even though a large percentage of families in a number of settlements have the ability to pay an economic rent⁴.

Since 90% of all housing⁵ in the Northwest Territories is government owned or leased, families have little or no concern for the total costs of shelter which encourages an attitude of indifference and a lack of personal interest in property and housing. Of major significance is the fact that ownership without tenant equity tends to reduce the concern of residents in the governing of their own community affairs.

Although purchase option clauses and equity grants are contained in all program objectives only two houses have been purchased. The option clauses have not been exercised since the maximum limit of rent payable under the programs is below the costs of utilities, services and upkeep and is substantially below the economic rent.

The New National Housing Act Programs⁶

The Rural and Native Housing Program, the Assisted Home Ownership Program and the Residential Rehabilitation Program are designed around home ownership.

The Rural and Native Housing Program is very similar to the Northern/Territorial Rental Housing Program and incorporates an option to purchase. The tenant may exercise his option when his rent-to-income reaches the economic rent.

The Assisted Home Ownership Program provides mortgage assistance in accordance with income related to principal, interest and taxes but excludes assistance for operations.

SIMILAR TO THE EXISTING PROGRAMS, THE EXTREME COSTS OF UTILITIES, SERVICES AND MAINTENANCE WILL LIMIT FULL PARTICIPATION IN THE NEW PROGRAMS AND WILL NOT ACHIEVE THE PROGRAM OBJECTIVE OF HOME OWNERSHIP.

The Residential Rehabilitation Program is designed to assist families owning homes but requiring assistance in the repair of their home in accordance with income, government owned housing is excluded. By virtue of incomes only a small percentage of the 7 percent of families⁷ now in home ownership in the Northwest Territories would be eligible.

Alternatives

There are three basic choices in relation to the defined problems:

- Alternative #1 — Continue to implement the programs as defined.
- Alternative #2 — Design new programs specifically to meet northern needs to replace the existing programs.
- Alternative #3 — Supplement the existing and new programs (N.H.A.) with complementary assistance programs to meet northern needs.

The first alternative does not allow persons in the Northwest Territories to enjoy those benefits which are available to persons in Canada as a whole. It does not offer a solution to the housing problems experienced in the Northwest Territories.

Alternative two is impractical as it would segregate the northern housing policies from the norm of established housing policies throughout Canada and may result in a different level of services and benefits.

The last alternative is considered as the logical solution since the supplementary programs provided in the north would:

- (a) assist in meeting the objectives of the existing and new programs (N.H.A.) available in Canada in accordance with the national scale,
- (b) provide for the integration and the full use of the existing and new programs in the Northwest Territories,
- (c) offset the higher costs of transportation, labour, utilities, services and maintenance experienced in the north,
- (d) provide the same opportunities for home ownership to northern residents as those now enjoyed by 'Southern Canadians'⁸, and
- (e) provide for the same level of benefits and services related to cost as those for 'Southern Canadians.'

Alternative #3 is realized by the implementation of the following proposed supplemental programs:

1. Home Operations Assistance
2. Home Acquisition Assistance

These supplemental programs do not involve additional costs to those now experienced by the Government in the provision of shelter. The proposals recommend a reallocation of subsidies such that rental revenues are in accordance with tenant incomes by restructuring the rental scale and adjusting the scale from 16 to 25% of adjusted income⁹.

The proposals further recommend proper assessment and the introduction of subsidies based on the assessment.

Apart from revenues generated through proper assessment, the objectives of home ownership are realized and savings in present subsidy expenditures result due to the participation of residents in the Northwest Territories in private home ownership.

The costs of the proposed programs are compared to the projected existing program costs.

Comparison of Proposed Program Costs with Projected
Existing Program Costs, 1975 - 1980

Northwest Territories

YEAR	PROJECTED EXISTING PROGRAM COSTS	CALCULATED PROPOSED PROGRAM COSTS	ADDITIONAL COST	SAVING
1975-76	7,300,000	7,654,000	354,000	
1976-77	8,030,000	7,508,000		522,000
1977-78	8,833,000	7,200,000		1,633,000
1978-79	9,716,000	7,245,000		2,471,000
1979-80	10,688,000	7,321,000		3,367,000

The cost presented do not incorporate savings that would accrue through the restructuring of the rental scale.

HOME OPERATIONS ASSISTANCE PROGRAM

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Most communities in the Northwest Territories experience costs of basic utilities, particularly heating oil and electricity, much in excess of those which can be afforded by the average home owner¹⁰. The proposed program is intended to assist the average home owner in meeting the operations cost.

The proposed program:

1. facilitates the ownership of homes by offsetting the excessive operating expenditures required in the Northwest Territories,
2. provides operations assistance to families, who are in need, now or in the future engaged in home ownership, and
3. encourages prospective home owners to purchase their own home.

Program Description

Assistance would be made available to present and future home owners who occupy the dwelling unit as a principal residence and who qualify on the basis of need.

Home owners qualifying for assistance under this program are required to pay the monthly operating costs to the supply agencies at the actual rates charged in the community.

Operations assistance for each home is calculated annually and one-twelfth of the total assistance paid to the recipient family on a monthly basis.

For the purposes of implementing this program, it is suggested that a maximum of eight percent of a family's adjusted income be allocated for the operating expenses of the dwelling unit; made up of the combined costs of electric power, heating oil, municipal services, unit maintenance and insurance.

Where a family's annual operating expenditures exceed eight percent of that family's adjusted income, assistance in the amount equal to the difference between costs (to a maximum annual quota)¹¹ and the designated proportion of income would be provided.

Example of Operations Assistance (Inuvik):

- a. Estimated annual assistance to family \$ 180.00
(Determined by the N.W.T.H.C.)

b. Average monthly payment to recipient family. Each recipient family is required to submit evidence of actual costs incurred during the year in purchasing heating oil and electricity, as well as a statement of income earned for that year.	\$ 15.00
c. Actual annual operations expenditures	\$ 1,156.00
d. Adjusted annual family income	\$12,000.00
e. Calculated eight percent of adjusted income designated toward operations cost	\$ 960.00
f. Actual amount of assistance for the year to the recipient family (c-e)	\$ 196.00
g. Assistance due to recipient family (f-a)	\$ 16.00

At the end of the year, the actual amount of assistance is calculated (f) and the difference between the actual amount of assistance and the estimated amount of assistance (a) determined. Any outstanding assistance, as in the above example, is paid to the recipient family in a lump sum payment. Where the estimated amount of assistance exceeded the actual amount of assistance, the overpayment is deducted from assistance provided in the following year.

INTEGRATION WITH EXISTING PROGRAMS

To ensure that the primary program objective of encouraging and facilitating home ownership in the Northwest Territories is achieved, it is essential that the total monthly payments required by home owners be approximately equal to the monthly payments incurred by those families occupying rental units, when family incomes are equal. If total expenditures to occupy rental units continue to be significantly less than those required by ownership, few families will be motivated to purchase their own home.

In order to achieve a more equitable level of monthly payments between home owners and renters, it is suggested that the rental scales of the various Government rental programs be restructured in such a manner that families able to pay an economic rent are required to do so.

PROJECTED PROGRAM COSTS

Assistance is provided in the Northwest Territories in the following manner:

1. Existing and future home owners are subsidized since a portion of the utility cost is being born by the Government of the Northwest Territories.
2. Persons in rental accommodation are fully subsidized. This includes not only the operations cost but also the principal, interest and taxes.

The proposed home operations assistance program primarily re-allocates the same funds now being utilized.

A comparison of the projected existing expenditure with the calculated expenditure of the proposed home operations assistance program shows that the costs are similar. The savings realized in the progressing years are attributable to the shift in responsibility for the operations costs to the home owner.

Comparison of Projected Existing Program Costs With the Costs of the Proposed Home Operations Assistance Program, 1975 - 1980

OPERATIONS ASSISTANCE COST YEAR	PROJECTED EXISTING PROGRAM COSTS	PROPOSED HOME OPERATIONS ASSISTANCE COST
1975-76	7,300,000	7,787,000
1976-77	8,030,000	8,165,000
1977-78	8,833,000	8,563,000
1978-79	9,716,000	9,072,000
1979-80	10,688,000	9,426,000

The restructured rental scale of the existing programs provides the necessary motivation for families to move toward private home ownership and provides revenues, not included in the above calculation, which will reduce the overall operations assistance.

HOME ACQUISITION ASSISTANCE PROGRAM

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The assistance proposed under this program, consists of a grant available to all residents of the Northwest Territories for the purchase of an existing housing unit or construction of a new home. Since the grant is intended to offset higher transportation-labour costs in the north and since these costs vary significantly across the Territories, several regions have been designated and a separate maximum grant has been calculated for each region.

These proposed grants enable the purchaser of an average dwelling to defer a large proportion of the differential in transportation-labour costs between his community and similar southern communities.

The proposed program:

1. facilitates the purchase of homes by offsetting the high transportation-labour costs associated with the provision of housing in the Northwest Territories,
2. ensures that an adequate standard of housing can be obtained by residents in need, and
3. makes optimum use of existing home ownership assistance programs sponsored by Central Mortgage and Housing Corporation and the Northwest Territories Housing Corporation.

Program Description

Conditions of Obtaining the Grant:

- a) The grant would be made available to a family consisting of at least one adult and one dependent child on a once in a lifetime basis.
- b) The particular dwelling unit for which the grant was made, must be the principal residence of the family receiving the grant.
- c) The grant includes a five-year forgiveness clause which makes provision for an annual forgiveness of 20% of the total grant, providing the recipient of the grant continues to occupy the unit for which the grant was made.

In the event the owner moves prior to the grant being totally forgiven, he may be given the option of either repaying the unforgiven portion of the grant to the Northwest Territories Housing Corporation or of adding the unforgiven portion of the grant to the outstanding Northwest Territories Housing Corporation mortgage on the property. The unforgiven portion of the grant may be transferred when home owners move from one region to another within the Territories.

Special arrangements would be required if the mortgage was held by an agency other than the Northwest Territories Housing Corporation or Central Mortgage and Housing Corporation.

Purchase of a Privately Owned Home or Construction of a Home

Under the provisions of the proposed acquisition assistance program and at the discretion of the Northwest Territories Housing Corporation who may implement the program for particular communities, all families in the designated communities purchasing an existing dwelling or constructing a home, are eligible to receive the home acquisition grant to the maximum amount specified for each region, provided that the families adjusted income is above the minimum level required to operate and maintain the home.

Upon purchasing a house, the new home owner may make application to the Northwest Territories Housing Corporation for an acquisition grant. The applicants ability to maintain the home is evaluated, the amount of grant determined and the cheque for the full amount of the grant forwarded to the home owner.

Because of the five-year forgiveness provision, at an annual rate of 20 percent, it will be necessary to register the grant as a charge against the property.

Purchase of Rental Accommodation From the Northwest Territories Government

Tenants of a rental unit may make application to purchase the home at the cost of construction.

Upon approval of the application for purchase, the tenant will receive 33% of the rent paid for the unit credited to a "Purchase Reserve" account to be applied against the cost of construction.

The applicant is allowed \$100.00 per annum for the time the home was rented by the applicant to provide adequate maintenance.

In addition the cost of construction of the dwelling unit is reduced by the amount designated as the grant under the proposed program applicable to the particular region.

The conditions applicable to the grant shall also apply to the reduction of the cost of construction of the dwelling unit.

Under the program, an application for a loan may be made to purchase the house at any time. Upon receipt of an application,

the individual's equity will be calculated as well as the value of the property. The Northwest Territories Housing Corporation will determine the applicant's ability to meet financial obligations of repaying a loan.

If the application is approved, the Northwest Territories Housing Corporation will enter into a formal agreement with the individual which will list the value of the property less any equity the individual is entitled to, as well as the applicable interest rate and the monthly payments over the term of the loan.

With the purchase of the home, the applicant assumes the responsibility for the cost of operation. The new home owner may, however make application for assistance under the Home Operations Assistance Program.

The Northwest Territories Housing Corporation will also purchase the house back from the individual should he wish to sell at any time.

INTEGRATION WITH EXISTING PROGRAMS

A large number of homes purchased under the provisions of the Home Acquisition Assistance Program will be existing dwelling units currently rented to the occupants by the Territorial or Federal Government.

To ensure that an adequate supply of dwelling units are placed on the market to satisfy the anticipated increase in demand for owner-occupied housing, it is essential that the various rental programs be co-ordinated with the new Home Acquisition Assistance Program.

The Home Acquisition Program is intended to supplement existing assisted mortgage programs sponsored by the Central Mortgage and Housing Corporation or the Northwest Territories Corporation. In those situations where a family is eligible for a mortgage loan through a program such as the Central Mortgage Housing Corporation Assisted Home Ownership Program, the home acquisition grant may be applied to the required down payment.

PROJECTED PROGRAM COSTS

The programs grant expenditure as detailed results in interest earnings which not only overcome the initial grant expenditure but also help reduce the operations assistance costs to a very significant degree.

YEAR	CALCULATED GRANT EXPENDITURE	INTEREST EARNINGS	SAVINGS
1975-76	218,000	351,000	133,000
1976-77	507,000	1,164,000	657,000
1977-78	366,000	1,729,000	1,363,000
1978-79	220,000	2,047,000	1,827,000
1979-80	141,000	2,246,000	2,105,000

PROJECTED DWELLING UNITS

The population, family units and dwelling units statistics obtained in the Northwest Territories Housing Corporation Needs Survey are summarized in Table #1.

Table 1

Population, Family Units and Dwelling Units, 1974

Northwest Territories

DISTRICT	POPULATION	FAMILY UNITS	DWELLING UNITS
MacKenzie	19,162	5,379	4,948
Franklin	7,506	1,684	1,748
Keewatin	3,658	758	690
Northwest Territories	30,326	7,821	7,386

Source: Northwest Territories Housing Corporation, Housing Needs Survey

The relationship between family units and population and dwelling units and population indicates generally average (Canada) numbers of persons per family unit and persons per dwelling unit, respectively, as shown in Table #2.

Table 2

Persons Per Family Unit and Persons Per Dwelling Unit, 1974

Northwest Territories

DISTRICT	PERSONS PER FAMILY UNIT	PERSONS PER DWELLING UNIT
MacKenzie	3.56	3.87
Franklin	4.46	4.29
Keewatin	4.83	5.30
Northwest Territories	3.88	4.11

Source: Table #1

The Census of Canada provided the percentage population change (1961 - 1971) as shown in Table #3. The calculated annual percentage

change shown in the same table assumes an average annual percentage change which is constant for the ten-year period for which census information is provided.

Table 3

Percentage Population Change, 1961 - 1971

Northwest Territories

DISTRICT	% CHANGE 1961-1971	CALCULATED ANNUAL % CHANGE
MacKenzie	58.83	5.88
Franklin	34.54	3.45
Keewatin	45.12	4.51
Northwest Territories	51.35	5.14

Source: Census of Canada 1971

The calculated annual percentage change obtained from the census information was applied to the population information gathered in the N.W.T.H.C. Needs Survey to obtain a population projection. The use of the calculated annual percentage change assumes that factors influencing population growth in the past will essentially remain similar for the future.

The projected populations are shown in Table #4.

Table 4

Projected population, 1975 - 1980

Northwest Territories

DISTRICT	1975	1976	1977	1978	1979	1980
MacKenzie	20,289	21,482	22,745	24,082	25,498	26,998
Franklin	7,765	8,033	8,310	8,597	8,893	9,200
Keewatin	3,823	3,995	4,176	4,365	4,561	4,766
Northwest- Territories	31,877	33,510	35,231	37,043	38,952	40,964

Source: Table 1 and Table 3

With the projected populations and the persons per family unit,

as calculated in Table #2, and the assumption that the persons per family unit as calculated for 1974 will apply to family units within the projection period; the total future number of family units has been calculated and is shown in Table #5.

Table 5

Projected Family Units, 1975 - 1980

Northwest Territories

DISTRICT	1975	1976	1977	1978	1979	1980
MacKenzie	5,699	6,034	6,389	6,765	7,162	7,584
Franklin	1,741	1,801	1,863	1,928	1,994	2,063
Keewatin	792	827	865	904	944	987
Northwest- Territories	8,232	8,662	9,117	9,597	10,100	10,634

Source: Tables #4 and #2

Similarly, using projected population and persons per dwelling unit from Tables #4 and #2 the projected number of dwelling units was derived. It is assumed that the average number of persons calculated for 1974 will apply to the projection period.

The projected dwelling units are shown in Table #6.

Table 6

Projected Dwelling Units, 1975 - 1980

Northwest Territories

DISTRICT	1975	1976	1977	1978	1979	1980
MacKenzie	5,243	5,551	5,877	6,223	6,589	6,976
Franklin	1,810	1,872	1,937	2,004	2,073	2,145
Keewatin	721	754	788	823	861	899
Northwest- Territories	7,774	8,177	8,602	9,050	9,523	10,020

Source: Tables #4 and #2

To determine the number of privately owned and occupied dwelling units income ranges from the income studies by the Department of Indian Affairs and Northern Development were used and projected.

The projected income ranges are based on the 1961 - 1971 trend for Canada of a 76.72% increase in income for the ten-year period.

It is assumed that this trend applies to the Northwest Territories and incomes have been projected at the annual rate of 7.67%.

Tables #7, #8 and #9 show the projected income ranges for the MacKenzie, Franklin and Keewatin Districts respectively.

The percentage distribution of families by the projected income groups forms the last row of each table and relates to the projected income range as identified by the year.

Table #7

Projected Percentage Frequency Distribution of Families by Income Groups

MacKenzie District

YEAR	INCOME RANGES								
1970 ¹	\$1- 499	\$ 500- 999	\$1,000- 1,999	\$2,000- 2,999	\$3,000- 3,999	\$4,000- 4,999	\$5,000- 5,000	\$6,000- 9,999	\$10,000-
1975	\$1- 723	\$ 724- 1,446	\$1,447- 2,893	\$2,894- 4,340	\$4,341- 5,787	\$5,788- 7,234	\$7,235- 8,681	\$8,682- 14,469	\$14,470-
1976	\$1- 779	\$ 780- 1,557	\$1,558- 3,115	\$3,116- 4,673	\$4,674- 6,231	\$6,232- 7,789	\$7,790- 9,347	\$9,348- 15,579	\$15,580-
1977	\$1- 838	\$ 839- 1,677	\$1,678- 3,354	\$3,355- 5,032	\$5,033- 6,709	\$6,710- 8,387	\$8,388- 10,064	\$10,065- 16,774	\$16,775-
1978	\$1- 903	\$ 904- 1,805	\$1,806- 3,611	\$3,612- 5,417	\$5,418- 7,224	\$7,225- 9,030	\$9,031- 10,836	\$10,837- 18,061	\$18,062-
1979	\$1- 972	\$ 973- 1,944	\$1,945- 3,888	\$3,889- 5,833	\$5,834- 7,778	\$7,779- 9,722	\$9,723- 11,667	\$11,668- 19,446	\$19,447-
1980	\$1- 1,047	\$1,048- 2,093	\$2,094- 4,187	\$4,188- 6,281	\$6,282- 8,374	\$8,375- 10,468	\$10,469- 12,562	\$12,563- 20,938	\$20,939
	8.28	5.15	11.34	7.29	5.56	4.48	4.14	24.48	29.28

¹Source: A study of income distribution in the MacKenzie district of Northern Canada, Chun-Yan Kuo, Department of Indian Affairs and Northern Development, NOV. 1972

Table #8**Projected Percentage Frequency Distribution of Families by Income Groups****Franklin District**

YEAR	INCOME RANGES								
1969 ¹	\$1- 499	\$ 500- 999	\$1,000- 1,999	\$2,000- 2,999	\$3,000- 3,999	\$4,000- 4,999	\$5,000- 5,999	\$6,000- 9,999	\$10,000-
1975	\$1- 779	\$ 780- 1,557	\$1,558- 3,115	\$3,116- 4,673	\$4,674- 6,231	\$6,232- 7,789	\$7,790- 9,347	\$9,348- 15,579	\$15,580-
1976	\$1- 838	\$ 839- 1,677	\$1,678- 3,354	\$3,355- 5,032	\$5,033- 6,709	\$6,710- 8,387	\$8,388- 10,064	\$10,065- 16,774	\$16,775-
1977	\$1- 903	\$ 904- 1,805	\$1,806- 3,611	\$3,612- 5,417	\$5,418- 7,224	\$7,225- 9,030	\$9,031- 10,836	\$10,837- 18,061	\$18,062-
1978	\$1- 972	\$ 973- 1,944	\$1,945- 3,888	\$3,889- 5,833	\$5,834- 7,778	\$7,779- 9,722	\$9,723- 11,667	\$11,668- 19,446	\$19,447-
1979	\$1- 1,047	\$1,048- 2,093	\$2,094- 4,187	\$4,188- 6,281	\$6,282- 8,374	\$8,375- 10,468	\$10,469- 12,562	\$12,563- 20,938	\$20,939-
1980	\$1- 1,127	\$1,128- 2,254	\$2,255- 4,508	\$4,509- 6,763	\$6,764- 9,016	\$9,017- 11,271	\$11,272- 13,526	\$13,527- 22,544	\$22,545-
	5.58	7.55	20.62	17.75	13.64	8.99	7.05	14.58	4.04

¹Source: A study of income and income distribution in the Arctic Coast and Baffin Regions of Northern Canada, Chun-Yan Kuo, Department of Indian Affairs and Northern Development, July 1973.

Table #9**Projected Percentage Frequency Distribution of Families by Income Groups****Keewatin District**

YEAR	INCOME RANGES								
1968 ¹	\$1- 499	\$ 500- 999	\$1,000- 1,999	\$2,000- 2,999	\$3,000- 3,999	\$4,000- 4,999	\$5,000- 5,999	\$6,000- 9,999	\$10,000-
1975	\$1- 838	\$ 839- 1,677	\$1,678- 3,354	\$3,355- 5,032	\$5,033- 6,709	\$6,710- 8,387	\$8,388- 10,064	\$10,065- 16,774	\$16,775-
1976	\$1- 903	\$ 904- 1,805	\$1,806- 3,611	\$3,612- 5,417	\$5,418- 7,224	\$7,225- 9,030	\$9,031- 10,836	\$10,837- 18,061	\$18,062-
1977	\$1- 972	\$ 973- 1,944	\$1,945- 3,888	\$3,889- 5,833	\$5,834- 7,778	\$7,779- 9,722	\$9,723- 11,667	\$11,668- 19,446	\$19,447-
1978	\$1- 1,047	\$1,048- 2,093	\$2,094- 4,187	\$4,188- 6,281	\$6,282- 8,374	\$8,375- 10,468	\$10,469- 12,562	\$12,563- 20,938	\$20,939-
1979	\$1- 1,127	\$1,128- 2,254	\$2,255- 4,508	\$4,509- 6,763	\$6,764- 9,016	\$9,017- 11,271	\$11,272- 13,526	\$13,527- 22,544	\$22,545-
1980	\$1- 1,214	\$1,215- 2,427	\$2,428- 4,854	\$4,855- 7,282	\$7,283- 9,708	\$9,709- 12,136	\$12,137- 14,563	\$14,564- 24,273	\$24,274-
	6.04	10.83	25.42	17.29	12.08	10.00	5.42	11.25	1.67

¹Source: A study of income and income distribution in the Keewatin District of Northern Canada, Chun-Yan Kuo, Department of Indian Affairs and Northern Development February, 1974

For this analysis and based on existing housing costs families with an annual income of less than \$10,000 were considered financially unable to purchase a dwelling unit.

Table #10 projects the minimum family income level required to purchase a home. The projection is based on Canadian increases in housing unit costs 1961 to 1971 of 69.64% which have been applied to the Northwest Territories. The housing costs in the Northwest Territories have increased by 187.97% for the same period. It is expected that housing costs in the North will approach the average costs for housing in Canada.

Table 10

Minimum Family Income Level Required to Purchase a Home, 1975 - 1980

Northwest Territories

	1975	1976	1977	1978	1979	1980
Northwest Territories	\$10,000	10,7000	11,449	12,250	13,108	14,026

The projected family income (Tables #7 to #9) when related to the income required to purchase a home (Table #10) provides the percentage of families able to purchase a home as shown in Table #11.

Table 11

Percentages of Families Able to Purchase a Home, 1975-1980

Northwest Territories

DISTRICT	1975	1976	1977	1978	1979	1980
MacKenzie	48.18	48.44	48.71	48.97	49.23	49.48
Franklin	17.09	17.24	17.38	17.53	17.67	17.81
Keewatin	13.13	13.33	13.53	13.73	13.93	14.12

Source: Tables #7 to #10

The percentages of families able to purchase a home when related to the projected number of family units (Table #5) provides the projected number of families able to purchase a home as shown in Table #12.

Table 12

Families Able to Purchase a Home, 1975 - 1980

Northwest Territories

DISTRICT-	1975	1976	1977	1978	1979	1980
MacKenzie	2,746	2,923	3,112	3,313	3,526	3,753
Franklin	298	310	324	338	352	367
Keewatin	104	110	117	124	131	139
Northwest Territories	3,148	3,343	3,553	3,775	4,009	4,259

Source: Tables #5 and #11

Regardless of the incentives offered in housing programs not all families able to purchase a home will do so. With the incentives offered in the proposed programs 80% of the families able to purchase a home are predicted to do so.

Table #13 shows the projected families that would aspire to private home ownership and would be able to afford such ownership.

Table 13

Projected Families in Private Home Ownership, 1975 - 1980

Northwest Territories

DISTRICT	1975	1976	1977	1978	1979	1980
MacKenzie	2,197	2,338	2,490	2,650	2,821	3,002
Franklin	231	248	259	270	282	294
Keewatin	83	88	94	99	105	111
Northwest Territories	2,511	2,674	2,843	3,019	3,208	3,407

Source: Table #12

The remaining population in the Northwest Territories is calculated to reside in rental or other accommodation. Table #14 provides the projected requirement for housing units other than private homes.

Table 14

Projected Housing Units in Rental or Other Accommodation, 1975 - 1980

Northwest Territories

DISTRICT	1975	1976	1977	1978	1979	1980
MacKenzie	3,046	3,213	3,387	3,573	3,768	3,974
Franklin	1,579	1,624	1,678	1,722	1,791	1,851
Keewatin	638	666	694	724	756	788
Northwest Territories	5,263	5,503	5,759	6,019	6,315	6,613

Source: Tables #5 and #13

Table #15

Percentage of Private Home Ownership to Total Housing Units, 1975 - 1980

Northwest Territories

DISTRICT	1975	1976	1977	1978	1979	1980
MacKenzie	28.26	28.59	28.95	29.28	29.62	29.96
Franklin	2.97	3.03	3.01	2.98	2.96	2.93
Keewatin	1.07	1.08	1.09	1.09	1.10	1.10
Northwest Territories	32.30	32.70	33.05	33.36	33.69	34.00

Source: Tables #13 and #14

PROJECTED COSTS FOR OPERATIONS ASSISTANCE -

The operations costs relate to the expenditures on heating oil, electricity, maintenance, insurance and water and sanitation.

Heating oil rates have been taken from the N.W.T.H.C. Northern Rental Housing Program Fuel Oil Cost Estimates for 1974-75. Power rates have been taken from a tabulation by W.J. McGill, Revised March 5, 1974, of 1974-75 Power Costs.

The costs for heating oil and electricity at the maximum annual quotas of 1,400 gallons of heating oil and 9,000 kwh were used to determine the total maximum expenditure for 1975 on these two items as shown in Table #16, #17 and #18 for each district respectively.

Table 16

Average Annual Expenditures in Dollars on Heating Oil and Electricity by Community, 1975

Northwest Territories

MacKenzie District	HEATING OIL		ELECTRICITY		
	¹ Cost/Gal in 1974	³ Cost/Dwelling at Max. Quota of 1,400 Gal	² Cost/kwh for 1974-75	³ Cost/Dwelling at Maximum Quota of 9,000 kwh	Total Maximum Expenditure/ Dwelling
Aklavik	.340	476	.144	1,296	1,772
Arctic Red River	.470	658	.240	2,160	2,818
Bathurst Inlet	.750	1,050			
Coppermine	.690	966	.192	1,728	2,694
Ft. Franklin	.520	728	.144	1,296	2,024
Ft. Good Hope	.450	630	.180	1,620	2,250
Ft. Liard	.520	728	.180	1,620	2,348
Ft. McPherson	.460	644	.180	1,620	2,264
Ft. Norman	.450	630	.144	1,296	1,926
Ft. Providence	.438	613	.079	711	1,324
Ft. Resolution	.450	630	.120	1,080	1,710
Ft. Simpson	.425	595	.178	1,602	2,197
Ft. Smith	.427	598	.060	540	1,138
Ft. Wrigley	.450	630	.144	1,296	1,926
Hay River	.427	598	.046	414	1,012
Inuvik	.340	476	.054	486	962
Jean Marie River			.300	2,700	
Lac La Martre	.450	630			
Nahanni Butte			.240	2,160	
Norman Wells	.450	630	.120	1,080	1,710
Paulatuk	.600	840	.300	2,700	3,540
Rae/Edzo	.487	682	.078	702	1,384
Snowdrift	.470	658	.120	1,080	1,738
Tuktoyaktuk	.510	714	.144	1,296	2,010
Yellowknife	.452	633	.018	162	795
Average	.480	671	.148	1,332	1,883

¹Heating Oil rates have been taken from the Northwest Territories Housing Corporation Northern Rental Housing Program Fuel Oil Cost Estimates for 1974-75.

²Power rates have been taken from a tabulation by W. J. McGill, Revised March 5, 1974, of 1974-75 Power Costs (A Calculated Increase of 20% Over the Previous Years).

³The maximum quotas apply to an average three-bedroom home and are based upon the actual annual consumption for heating oil and electricity as experienced by the Northwest Territories Housing Corporation in their housing programs, which are documented in the Northwest Territories Council Task Force on Housing Report.

Table 17

Average Annual Expenditures in Dollars on Heating Oil and Electricity by Community, 1975

Northwest Territories

Franklin District	HEATING OIL		ELECTRICITY		Total Maximum of Expenditure/Dwelling
	¹ Cost/Gal in 1974	² Cost/Dwelling at Maximum Quota of 1,400 Gal.	³ Cost/kwh for 1974-75	³ Cost/Dwelling at Maximum Quota of 9,000 kwh	
Arctic Bay	.51	714	.240	2,160	2,874
Broughton Island	.53	742	.144	1,296	2,038
Cambridge Bay	.74	1,050	.144	1,296	2,346
Cape Dorset	.58	812			
Clyde River	.52	728			
Frobisher Bay	.50	700	.060	540	1,240
Gjoa Haven	.86	1,204	.240	2,160	3,364
Grise Fiord	.53	742	.120	1,080	1,822
Hall Beach	.50	700	.240	2,160	2,860
Holman Island	.64	896	.300	2,700	3,596
Igloolik	.53	742	.144	1,296	2,038
Lake Harbour	.53	742	.240	2,160	2,902
Pangnirtung	.48	672	.144	1,296	1,968

Pond Inlet	.50	700	.120	1,080	1,780
Port Burewell	.53	742			
Repulse Bay	.55	770	.240	2,160	2,930
Resolute Bay	.69	966			
Sachs Harbour	.59	826	.240	2,160	2,986
Average	.57	803	.187	1,682	2,482

¹Heating oil rates have been taken from the Northwest Territories Housing Corporation Northern Rental Housing Program Fuel Oil Cost Estimates for 1974-75.

²Power rates have been taken from a tabulation by W. J. McGill, Revised March 5, 1974, of 1974-75 Power Costs (A Calculated Increase of 20% Over the Previous Years).

³The maximum quotas apply to an average three-bedroom home and are based upon the actual annual consumption for heating oil and electricity as experienced by the Northwest Territories Housing Corporation in their housing programs, which are documented in the Northwest Territories Council Task Force on Housing Report.

Table 18

Average Annual Expenditures in Dollars on Heating Oil and Electricity by Community, 1975

Northwest Territories

Keewatin District	HEATING OIL		ELECTRICITY		
	¹ Cost/Gal in 1974	² Cost/Dwelling at Maximum Quota of 1,400 Gal.	² Cost/kwh for 1974-75	³ Cost/Dwelling at Maximum Quota of 9,000 kwh	Total Maximum of Expenditure/Dwelling
Baker Lake	.49	686	.144	1,296	1,982
Chesterfield Inlet	.49	686	.240	2,160	2,846
Coral Harbour	.49	686	.144	1,296	1,982
Eskimo Point	.49	686	.144	1,296	1,982
Pelly Bay	1.90	2,660	.300	2,700	5,360
Rankin Inlet	.50	700	.144	1,296	1,996
Sanikiluag	.50	700	.120	1,080	1,780

Spence Bay	.87	1,218	.240	2,160	3,378
Whale Cove	.55	770	.240	2,160	2,930
Average	.70	977	.191	1,716	2,693

Northwest Territories

Average	.58	817	.175	1,577	2,353
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¹Heating oil rates have been taken from the Northwest Territories Housing Corporation Northern Rental Housing Program Fuel Oil Cost Estimates for 1974-75.

²Power rates have been taken from a tabulation by W. J. McGill, Revised March 5, 1974, of 1974-75 Power Costs (A Calculated Increase of 20% Over the Previous Years).

³The maximum quotas apply to an average three-bedroom home and are based upon the actual annual consumption for heating oil and electricity by the Northwest Territories Housing Corporation in their housing programs, which are documented in the Northwest Territories Council Task Force on Housing Report.

The total maximum expenditure for heating oil and electricity is based on the recommended maximum quotas. Experience in the N.W.T.H.C. Northern Rental Program indicates that the average expenditure for heating oil and electricity is 80% of the recommended maximum.

Column #2 of Tables #19 to #21 reduces the expenditure to 80% of the calculated maximum. Column #3 of the same tables introduces the remaining operations costs which are relatively stable throughout the Northwest Territories.

These costs have been calculated:

Maintenance	\$225.00
Insurance	\$ 41.00
Water & Sanitation	\$120.00
Total Additional Cost	\$386.00

Table 19

Maximum Expenditure, Calculated Average Expenditure, Calculated Total Average Operating Expenditure and Calculated Average Operating Assistance per Dwelling by Community, 1975 (In Dollars)

Northwest Territories

Mackenzie District	¹ Maximum Expenditure/Dwelling	² Calculated Average Expenditure/Dwelling (80% of quota)	³ Calculated Total Average Operating Expenditure
Aklavik	1,772	1,418	1,804
Arctic Red River	2,818	2,254	2,640
Coppermine	2,694	2,155	2,541
Ft. Franklin	2,024	1,619	2,005
Ft. Goodhope	2,250	1,800	2,186
Ft. Liard	2,348	1,878	2,264
Ft. McPherson	2,264	1,811	2,197
Ft. Norman	1,926	1,541	1,927
Ft. Providence	1,324	1,059	1,445
Ft. Resolution	1,710	1,368	1,754
Ft. Simpson	2,197	1,758	2,144
Ft. Smith	1,138	910	1,296
Ft. Wrigley	1,926	1,541	1,927
Hay River	1,012	810	1,196
Inuvik	962	770	1,156
Norman Wells	1,710	1,368	1,754
Paulatuk	3,540	2,832	3,218
Rae/Edzo	1,384	1,107	1,493
Snowdrift	1,738	1,390	1,776
Tuktoyaktuk	2,010	1,608	1,994
Yellowknife	795	636	1,022
Average	1,883	1,506	1,892

¹The costs listed in the column are related to heating oil and electricity costs only.

²Ibid

³This column includes the flat rate costs of maintenance, insurance and water and sanitation to provide the total operating costs.

Maintenance	\$ 225.00
Insurance	\$ 41.00
Water & Sanitation	\$ 120.00
Total	\$ 386.00

Table 20

Maximum Expenditure, Calculated Average Expenditure, Calculated Total Average Operating Expenditure and Calculated Average Operating Assistance per Dwelling by Community, 1975 (In Dollars)

Northwest Territories

Franklin District	¹ Maximum Expenditure/Dwelling	² Calculated Average Expenditure/Dwelling (80% of quota)	³ Calculated Total Average Operating Expenditure
Arctic Bay	2,874	2,299	2,685
Broughton Island	2,038	1,630	2,016
Cambridge Bay	2,346	1,877	2,263
Frobisher Bay	1,240	992	1,378
Gjoa Haven	3,364	2,691	3,077
Grise Fiord	1,822	1,458	1,844
Hall Beach	2,860	2,288	2,674
Holman Island	3,596	2,877	3,263
Igloolik	2,038	1,630	2,016
Lake Harbour	2,902	2,322	2,708
Pangnirtung	1,968	1,574	1,960
Pond Inlet	1,780	1,424	1,810
Repulse Bay	2,930	2,344	2,730
Sachs Harbour	2,986	2,389	2,775
Average	2,482	1,985	2,371

¹The costs listed in the column are related to heating oil and electricity costs only

²Ibid

²This column includes the flat rate costs of maintenance, insurance and water and sanitation to provide the total operating costs.

Maintenance	\$ 225.00
Insurance	\$ 41.00
Water & Sanitation	\$ 120.00
Total	\$ 386.00

Table 21

Maximum Expenditure, Calculated Average Expenditure, Calculated Total Average Operating Expenditure and Calculated Average Operating Assistance per Dwelling by Community, 1975 (In Dollars)

Northwest Territories

Keewatin District	¹ Maximum Expenditure/Dwelling	² Calculated Average Expenditure/Dwelling (80% of quota)	³ Calculated Total Average Operating Expenditure
Baker Lake	1,982	1,586	1,969
Chesterfield Inlet	2,846	2,277	2,663
Coral Harbour	1,982	1,586	1,972
Eskimo Point	1,982	1,586	1,972
Pelly Bay	5,360	4,288	4,674
Rankin Inlet	1,996	1,597	1,983
Sanikiluaq	1,780	1,424	1,810
Spence Bay	3,378	2,702	3,088
Whale Cove	2,938	2,344	2,730
Average	2,693	2,154	2,540
Northwest Territories			
Average	2,353	1,882	2,268

¹The costs listed in the column are related to heating oil and electricity costs only.

²Ibid

³This column includes the flat rate costs of maintenance, insurance and water and sanitation to provide the total operating costs.

Maintenance	\$ 225.00
Insurance	\$ 41.00
Water & Sanitation	\$ 120.00
Total	\$ 386.00

The Operations assistance proposed is directed primarily toward the private homeowner. Operations assistance is, however, essential to families not in private home ownership.

From the income information in Appendices #4 to #6 and the projections in Tables #7 to #9, the average family income in 1975, for families able to afford a private home (family incomes of \$10,000 and more) is \$13,500.00, while the average income for families with incomes up to \$10,000.00 is \$7,000.00 (persons in rental or other accommodation).

With 8% of family income designated for the operations cost the reduction of the calculated total average operations expenditure by 8% of the average home owners and by 8% of the average renters income the average operations assistance for home owners and renters is calculated and shown in Table #22.

Table 22

Calculated Total Average Operations Expenditure, Calculated Average Home Owners and Renters Operations Assistance, 1975
Northwest Territories

District	Calculated Total Average Operations Expenditure (\$)	Average Operations Assistance (\$)	
		Home Owners	Renters
MacKenzie	1,892.00	812.00	1,332.00
Franklin	2,371.00	1,291.00	1,811.00
Keewatin	2,540.00	1,460.00	1,980.00
Northwest Territories	2,268.00	1,188.00	1,708.00

The projection of the average operations assistance is related to the increased costs of operations expenditure with the increased family incomes. Operations costs are expected to increase at a similar rate. The factors are expected to be offsetting and the average operations assistance for both the home owner and the renter is expected to remain at the rate calculated in Table #22.

The combination of average operations assistance for home owners (Table #22) and the projected families in private home ownership (Table #13) calculates the projected operations assistance for families in private home ownership (Table #23).

Table 23

Projected Operations Assistance in Dollars for Private Home Owners, 1975 - 1980

Northwest Territories

Year	MacKenzie	Franklin	Keewatin	Northwest Territories
1975	1,784,000	298,000	121,000	2,203,000
1976	1,898,000	320,000	128,000	2,346,000
1977	2,022,000	334,000	137,000	2,493,000
1978	2,152,000	349,000	145,000	2,646,000
1979	2,291,000	364,000	153,000	2,808,000
1980	2,438,000	380,000	162,000	2,980,000

Similarly, the projected operations assistance for renters has been calculated by the combination of Table #22 with Table #14.

Table 24

Projected Operations Assistance in Dollars for Renters, 1974 - 1980

Northwest Territories

Year	MacKenzie	Franklin	Keewatin	Northwest Territories
1975	4,057,000	2,860,000	1,263,000	8,180,000
1976	4,280,000	2,941,000	1,319,000	8,540,000
1977	4,511,000	3,039,000	1,374,000	8,924,000
1978	4,759,000	3,119,000	1,572,000	9,450,000
1979	5,019,000	3,244,000	1,497,000	9,760,000
1980	5,293,000	3,352,000	1,560,000	10,205,000

The total calculated costs of the proposed operations assistance program for both home owners and renters is shown in Table #25.

Table 25

Total Calculated Maximum Costs of the Proposed Operations Assistance Program, 1975 - 1980

Northwest Territories

Year	Calculated Maximum Cost
1975	10,383,000
1976	10,886,000
1977	11,417,000
1978	12,096,000
1979	12,568,000
1980	13,185,000

Implementation

Based on housing programs implemented in other parts of Canada, the total expenditure required to finance the proposed assistance program is estimated on the basis that 75% of the eligible families will participate in the program over the next five years.

The cost of the program is thus reduced as shown in Table #26.

Table 26

Total Calculated Implementation Costs of the Proposed Operations Assistance Program, 1975 - 1980

Northwest Territories

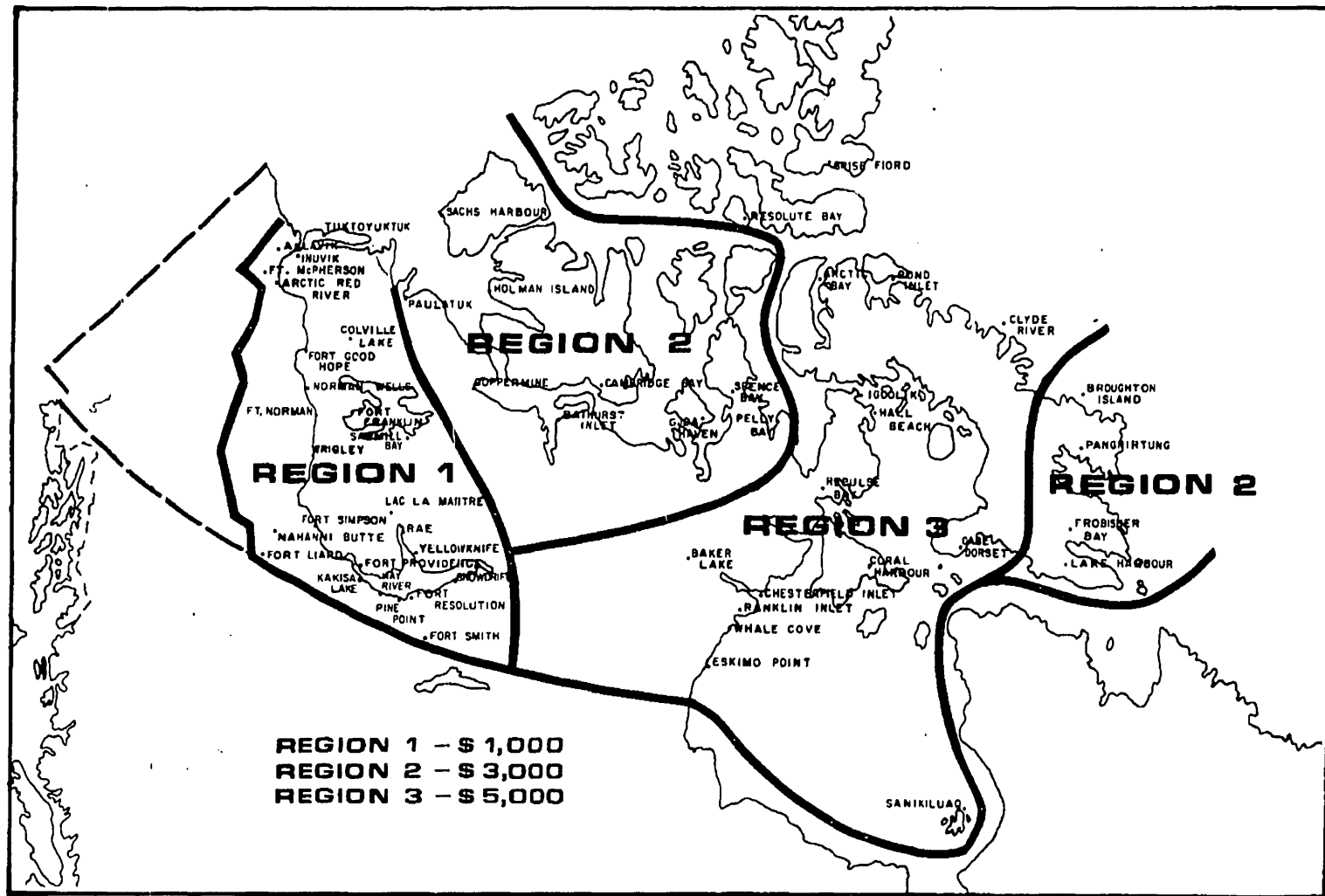
Year	Calculated Implementation Cost
1975	7,787,000
1976	8,165,000
1977	8,563,000
1978	9,072,000
1979	9,426,000
1980	9,889,000

PROJECTED COSTS FOR HOME ACQUISITION ASSISTANCE

The acquisition assistance proposes to equalize the cost of housing by off setting the labour and transportation costs associated with the construction of a home.

Based on the actual labour and transportation costs experienced in communities in the Northwest Territories three regions have been defined and additional costs defined. The elimination of these additional costs will equalize the cost of housing in the Northwest Territories to a significant degree.

Home Acquisition Assistance Grant Regions



Northwest Territories Housing Corporation

The designated regions generally correspond to the three Northwest Territories Districts. For purposes of calculation the district and region boundaries are considered to be the same.

The existing number of families in private homeownership are shown in Table #27 as well as the projected families in private home ownership (Table #13).

Table 27

Families in Private Home Ownership, 1974, and Projected Families in Private Home Ownership, 1975 - 1980

DISTRICT	1974*	1975	1976	1977	1978	1979	1980
MacKenzie	1,362	2,197	2,338	2,490	2,650	2,821	3,002
Franklin	36	231	248	259	270	282	294
Keewatin	12	83	88	94	99	105	11
Northwest Territories	1,410	2,511	2,674	2,843	3,019	3,208	3,407

Source: * Northwest Territories Housing Corporation, Housing Needs Survey, and Table #13

New home owners which would be eligible under the proposed program are defined by the absolute change in home ownership as shown in Table #28.

Table 28

Eligible Home Owners Under the Proposed Program 1975 - 1980

Northwest Territories

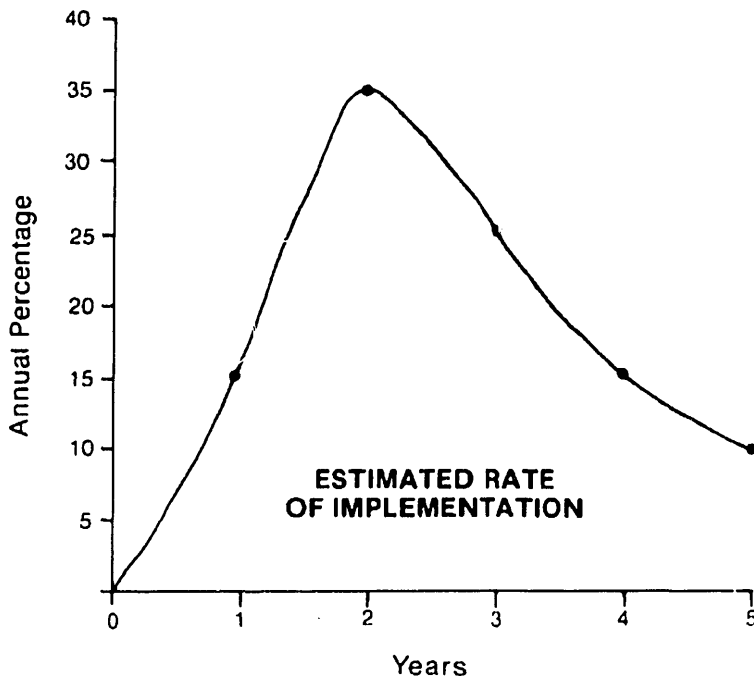
DISTRICT/ REGION	1975	1976	1977	1978	1979	1980
MacKenzie	835	141	152	160	171	181
Franklin	195	17	11	11	12	12
Keewatin	71	5	6	5	6	6
Northwest Territories	1,101	163	169	176	189	199

Source: Table #27

The estimated rate of participation or implementation over the next five years is in part dependent on the information lag since many families will not be fully aware of the program for several years after

implementaion. After five years, the rate of dwelling unit purchases is expected to be proportional to the population growth rate in the Northwest Territories.

HOME ACQUISITION ASSISTANCE PROGRAM



The expected participation rate influences the eligibility as calculated in Table #28 as shown in Table #29.

Table 29

Calculated Participation in the Home Acquisition Assistance Program, 1975 - 1980

Northwest Territories

DISTRICT/ REGION	1975- 1976	1976- 1977	1977- 1978	1978- 1979	1979- 1980
MacKenzie	246	574	410	246	164
Franklin	39	90	65	39	25
Keewatin	15	35	25	15	9
Northwest Territories	300	699	500	300	198

The families calculated to participate in private home ownership may purchase rental accommodation, existing private homes or construct a new home.

New costs in the form of grants are only required for purchases of existing private homes or the construction of a new home.

Although the same grant is allowed for the purchase of rental accommodation it is in the form of a reduction of the capital cost and does not form a new expenditure.

For calculation purposes, it is assumed that 50% of the purchased housing is in private ownership or forms new construction.

Table 30

Calculated Purchases of Private Homes and New Construction, 1975 - 1980

Northwest Territories

DISTRICT/ REGION	1975- 1976	1976- 1977	1977- 1978	1978- 1979	1979- 1980
MacKenzie	123	287	205	123	82
Franklin	20	45	32	19	13
Keewatin	7	17	13	8	4
Northwest Territories	150	349	250	150	99

Source: Table #29

The assistance cost according to the regional designation of \$1,000 for Region 1 (MacKenzie), \$3,000 for Region 2 (Franklin) and \$5,000 for Region 3 (Keewatin) is shown on Table #31.

Table 31

Calculated Home Acquisition Assistance Cost in Dollars 1975 - 1980

Northwest Territories

Year	MacKenzie	Franklin	Keewatin	Northwest Territories
75-76	123,000	60,000	35,000	218,000
76-77	287,000	135,000	85,000	507,000
77-78	205,000	96,000	65,000	366,000
78-79	123,000	57,000	40,000	220,000
79-80	82,000	39,000	20,000	141,000

The purchase of rental accommodation which has been assumed at 50% of the total number of homes projected to be purchased creates savings since the cost of principal, interest and taxes is transferred to the private home owner.

The interest earnings are tabulated in Table #32. Interest earnings have been calculated at an interest rate of 8% and an amortization period of twenty-five years.

Table 32

Calculated Interest Earnings on Rental Units Sold, 1975 - 1980
Northwest Territories

	1975-76	1976-77	1977-78	1978-79	1979-80
150 units	351,000	347,000	338,000	333,000	329,000
349 units		817,000	806,000	785,000	775,000
250 units			585,000	578,000	563,000
150 units				351,000	347,000
99 units					323,000
Total:	351,000	1,164,000	1,729,000	2,047,000	2,246,000

The comparison of interest earnings with the home acquisition assistance cost shows substantial revenues that would accrue to the Government as shown in Table #33.

Table 33

Comparison of Home Acquisition Assistance Cost With Interest Earnings, 1975 - 1980

Northwest Territories

Year	Assistance Cost	Interest Earnings	Saving
1975-76	218,000	351,000	133,000
1976-77	507,000	1,164,000	657,000
1977-78	366,000	1,729,000	1,363,000
1978-79	220,000	2,047,000	1,827,000
1979-80	141,000	2,246,000	2,105,000

COMBINED COST OF HOME OPERATIONS ASSISTANCE AND HOME ACQUISITION ASSISTANCE

The total cost of the home operations program is shown on Table #26, the home acquisitions program generates savings which are attributable to the sale of existing rental accommodation.

Table #34 combines these costs and savings to show the calculated expenditures required to implement these programs.

Table 34

Calculated Expenditure In Dollars for the Home Operations And Home Acquisition Assistance Programs, 1975 - 1980

Northwest Territories

Year	Home Operations Assistance Cost	Home Acquisition Assistance Saving	Total Calculated Expenditure
1975-76	7,787,000	133,000	7,654,000
1976-77	8,165,000	657,000	7,508,000
1977-78	8,563,000	1,363,000	7,200,000
1978-79	9,072,000	1,827,000	7,245,000
1979-80	9,426,000	2,105,000	7,321,000

COMPARISON: PROJECTED EXISTING PROGRAM COSTS WITH PROPOSED PROGRAM COSTS

The existing program cost for 1975 has been estimated by the Northwest Territories Housing Corporation. This cost has been projected at an annual rate of 10%. It is expected that the costs for the existing programs would increase more substantially due to the demand for accommodation as expressed in the needs survey and the reluctance for families to strive toward ownership.

Table 35

Comparison of Projected Existing Program Costs With Calculated Proposed Program Costs, 1975-80

Year	Projected Existing Program Costs	Proposed Program Costs	Additional Cost	Saving
1975-76	7,300,000	7,654,000	354,000	
1976-77	8,030,000	7,508,000		522,000
1977-78	8,833,000	7,200,000		1,633,000
1978-79	9,716,000	7,245,000		2,471,000
1979-80	10,688,000	7,321,000		3,367,000

¹Data Source: Northwest Territories Housing Corporation — Summary of Operating Budget.

The Northern Rental Housing Program was introduced in 1965 to provide housing for Eskimos and extended to provide housing for Treaty Indians in 1969.

The Territorial Rental Housing Program was introduced in 1969 to provide housing for low income families other than Eskimos and Treaty Indians on the same basis as the Northern Rental Housing Program.

Public Housing under the National Housing Act was introduced in 1970 to provide housing for low income families.

²Northwest Territories Housing Corporation, Housing Needs Study, 1974.

³The existing housing programs are described in Appendix #1.

⁴The 'Economic Rent' for a dwelling unit is based on the amortization of capital costs, interest, taxes, plus the entire operating costs of utilities, services and upkeep. With the difference in operating costs for communities the economic rent will differ.

⁵Report of the Northwest Territories Council Task Force on housing, June 1972. Included as Appendix #3.

⁶The New National Housing Act Programs are described in Appendix #2.

⁷Report of the Northwest Territories Council Task Force on Housing, June 1972 (Appendix #3).

A Study of Income Distribution in the MacKenzie District of Northern Canada, Chun-Yan Kuo, Regional Planning and Manpower Section, Economic Staff Group, Northern Economic Development Branch, Department of Indian Affairs and Northern Development, November, 1972 (Appendix #4).

A Study of Income and Income Distribution in the Arctic Coast and Baffin Regions of Northern Canada, Chun-Yan Kuo, Regional Planning Section, Policy and Planning ACND Division, Northern Policy and Program Planning Branch, Department of Indian Affairs and Northern Development, July 1973 (Appendix #5).

A Study of Income and Income Distribution in the Keewatin District of Northern Canada, Chun-Yan Kuo, Regional Planning Section, Policy and Planning ACND Division, Northern Policy and Program Planning Branch, Department of Indian Affairs and Northern Development, February 1974 (Appendix #6).

⁸'Southern Canadian' in this context refers to Canadians living south of sixty degrees latitude.

⁹'Adjusted family income' as defined by Central Mortgage and Housing Corporation — gross income less an allowance of up to \$1,000 per annum for a spouse and \$300 for each dependent child.

¹⁰Rates of basic domestic services for the Northwest Territories are provided in Appendix #7.

¹¹"Maximum Annual Quota" based on an evaluation of existing utility use in the Northwest Territories, an annual maximum quota for a three bedroom house of 19,000 kwh of electricity and 1,400 gallons of heating oil is suggested. Quotas must be established in relation to geographical location and size of dwelling unit.

APPENDIX NO. 1

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APPENDIX #1

DESCRIPTION OF EXISTING
HOUSING PROGRAMS

EXISTING ASSISTANCE PROGRAMS

ASSISTED MORTGAGE PROGRAMS

Central Mortgage and Housing Corporation

a) Loans for New Homes and Existing Housing:

Home ownership loans for the purchase of a new home, or the purchase and/or improvement of an existing dwelling may be as high as 95% of the first \$31,580 of lending value plus 75% of the balance up to a maximum of \$35,000 in the Northwest Territories. A high-ratio loan insured under the National Housing Association must be used for a moderately priced home. On expensive homes, a down payment of at least 25% is required.

b) Assisted Home Ownership Program:

The purpose of the Assisted Home Ownership Program is to assist middle to lower income families with one or more dependent children to acquire a home without spending more than 25% of their adjusted income on mortgage payments each month. The Assisted Home Ownership Program consists of two components - loans and special assistance.

i) Loans:

The loan will be 95% of the lending value of the house plus the mortgage insurance fee. This requires a minimum down payment of 5% which may be in the form of cash, land, labour, territorial grant or any combination of the four. The basic house price that applies in the Northwest Territories is \$32,000.

ii) Special Assistance:

Central Mortgage and Housing Corporation will also provide assistance by reducing the interest rate from that written in the mortgage to a preferred rate. In addition, a grant of up to \$600 per annum is available to further reduce the monthly payments. This assistance is provided in accordance with a graduated

scale of adjusted family incomes and increases progressively as incomes decrease. Northwest Territories families with an income range from \$11,932 to \$16,445 per annum, are eligible for assistance under the Assisted Home Ownership Program.

Central Mortgage and Housing Corporation assistance in the form of mortgage loans as well as Assisted Home Ownership is available only for housing constructed to specified minimum standards. In communities, where piped sewer and water services are available, homes must be connected to these services to be eligible for assistance. In those communities where no such services are available, sewage must be disposed in a manner acceptable to health authorities which in large majority of cases in the Northwest Territories entails the provision of sewage pump-out tanks.

Northwest Territories Housing Corporation

a) Country Homes Assistance Program:

This program consists of a grant to a maximum of \$5,000 to families in need of financial assistance who wish to build their own housing unit using locally harvested materials in areas where government rental housing is not desirable or practical. The amount of grant received is determined by need, geographical location and size of the house. This program will continue.

b) Northwest Territories Housing Corporation Programs:

i) Territorial First Mortgage:

A mortgage loan of a maximum of \$12,000 for a term up to 25 years at an interest rate of 7 5/8% (as of January 1, 1974) is available to any resident of the Northwest Territories who is not eligible for a National Housing Association mortgage loan.

ii) Territorial Second Mortgage:

A maximum loan of \$1,000 for a term up to 10 years at zero interest rate is available to applicants who have been approved for a Territorial First Mortgage not exceeding \$10,000. The second mortgage of \$1,000 is forgivable at the rate of \$100 per year providing the borrower continues to occupy the unit on which the first mortgage is made.

iii) \$2,000 Second Mortgage Sponsored by Northwest Territories Housing Corporation and Administered by Central Mortgage and Housing Corporation :

A maximum loan of \$2,000 for a term up to 25 years at an interest rate of 9 1/2% (as of January 1, 1974) is available to persons approved for a National Housing Association first mortgage.

NORTHWEST TERRITORIES HOUSING CORPORATION

PROGRAMS

COUNTRY HOME ASSISTANCE GRANT

- What is the Objective? - To assist in meeting the housing needs of families living in areas of the Northwest Territories where there is no Government Subsidized Rental Housing.
- Who Qualifies? - To qualify for a grant under this program an applicant must meet the following requirements:
- Live in an area where there is no Government Subsidized Housing
 - Be in need of adequate housing
 - Be unable to meet the cost of purchasing and transporting manufactured housing components required to build a house
 - Be willing to build the house using some locally harvested materials such as logs for the basic housing shell
 - Use the house as his principal interest.
- What Assistance is Available
- A once in a lifetime grant of up to \$5,000 is available for the purchase and transportation of manufactured housing components such as doors, windows, cook stoves, plywood, nails, etc.
 - The Corporation is also willing to provide technical assistance in the form of advice concerning suitable plans or working drawings, and if re-

How Does the Program
Work?

requested, assistance in ordering
the manufactured housing components.

- The applicant should obtain and complete an application form from the Corporation.
- The Corporation will process the application to determine eligibility.
- The Corporation will advise the applicant of the acceptance or refusal of his application together with reasons for doing so.
- An applicant who has been accepted must obtain title, lease or approval from the local Council to construct a home in a specific location within a community.
- On the advise of the Corporation's acceptance an individual may:
 1. Use standard Corporation plans and have the Corporation order, ship, and pay for the manufactured materials required for the construction of the house, or he may order these himself using the standard material list, or:
 2. Submit his own plans and a list of the materials required, to the Corporation for approval. If approved the individual may order his own materials or request assistance from the Corporation.

- When an individual orders the materials, the Corporation will release funds on receipt of the actual billings or invoices for the purchase and transportation of materials only up to a maximum of \$5,000.
- The individual must supply the locally harvested materials and the labour for the construction of the house. No payment will be made out of the available grant funds for harvesting materials or the labour involved in constructing the house, except as determined by the Corporation.
- When completed, the house will become the free and clear property of the family for whom it was constructed. The owner is responsible for the costs of lighting, heating, maintenance and other services.
- Individual families or co-operative associations or other non-profit incorporated societies whose aims and objectives pertain to housing in general, may apply on behalf of a group of families.
- When application is made for more than one family, the circumstances of each family must be fully explained on individual application forms.
- Applications may be obtained by writing to or contacting any Corporation office. If required assistance will be provided in completing the application.

How Do I Apply?

TERRITORIAL FIRST MORTGAGE PROGRAM

(Low Cost Housing Ordinance)

What is the Objective? - To provide a First Mortgage loan to persons who do not qualify for National Housing Act Loans, to assist in the construction of a house under the Terms and Conditions of the Low Cost Housing Ordinance.

What Assistance is Available?

- A Territorial First Mortgage Loan of up to \$12,000 is available to qualified applicants by the Northwest Territories Housing Corporation. The loan is repayable by equal payments of principle and interest over 25 years at 7 5/8% interest rate (Interest rates are subject to change in accordance with the Corporation's borrowing rate).

Who Qualifies?

- A resident of the Northwest Territories who meets the following requirements:
 - Is refused a National Housing Act Loan
 - Can meet the income and financial requirements necessary for repaying the loan
 - Has Title, a 30-year Lease or Option to purchase the property on which the house is to be constructed.
 - Presents the Corporation with plans and specifications that meet requirements of the Territorial Fire Marshal and the Corporation.

How Does the Program Work?

- Upon receipt of an application, the Corporation will process the application and advise the applicant, in writing,

if it has been approved in principle or refused.

All applications must be accompanied by a letter of refusal from Central Mortgage and Housing Corporation for a National Housing Act Loan.

- Upon approval in principle the applicant must:
 - Provide the Corporation with plans and specifications of the house to be constructed.
 - Provide the Corporation with duplicate Certificate of Title, or the original copy of property lease or the terms and conditions of an option to purchase.
- Final approval will be given once the plans and specifications are approved and Title, Lease or Option to Purchase have been provided and proved satisfactory to the Corporation.
- Mortgage Documents will be drawn up, signed, witnessed and registered against the property. Documents indicate amount and date monthly repayments start, payments include principle, interest and taxes.
- Once registered the Corporation will deposit a cheque in the amount of the Mortgage to the Bank of your choice. The funds will be held in trust by the Bank and released to the Mortgagor on completion and inspection of various stages of construction of the housing unit.
- Applicants are required to obtain insur-

ance on the building with first loss payable to the Northwest Territories Housing Corporation.

How Do I Apply?

- Upon receiving written notification from Central Mortgage Housing Corporation of refusal for a National Housing Act Mortgage Loan, complete and forward an application for a Territorial First Mortgage Loan to the Corporation.

TERRITORIAL SECOND MORTGAGE PROGRAM

What is the Objective? - To provide additional mortgage financing to assist in construction of a home in the Northwest Territories to help offset the higher costs of construction in the North.

Who Qualifies?

- An individual who obtains a Central Mortgage and Housing Corporation approved mortgage loan may apply for a Territorial Second Mortgage Loan.

What Assistance is Available?

- A Territorial Second Mortgage Loan of up to \$2,000 is available in conjunction with an approved National Housing Act Lender Mortgage Loan. The loan is repayable over a period of up to 35 years at the current Corporation borrowing rate.

How Does the Program Work?

- Central Mortgage and Housing Corporation administers the Territorial Second Mortgage Program on behalf of the Northwest Territories Housing Corporation.

- Application for a Second Mortgage Loan should be made at the time an individual applies for a Central Mortgage and Housing Corporation approved first Mortgage.
- Mortgage funds are advanced in accordance with approved Central Mortgage and Housing Corporation practices, usually upon receipt of Mortgage Documents.
- Repayment is made direct to Central Mortgage and Housing Corporation in accordance with the terms of the Mortgage Agreement.
- Applications must be made through the Yellowknife Office of the Central Mortgage and Housing Corporation.

How Do I Apply?

SINGLE PERSONS ACCOMMODATION

What is the Objective? - To provide housing accommodation for single persons where adequate accommodation is not available.

What Assistance is Available?

- Capital funding for the construction of a single persons accommodation project is available through the Northwest Territories Housing Corporation in conjunction with loan financing from Central Mortgage and Housing Corporation.

Who Qualifies?

- Any single person may apply for accommodation in an existing single persons project.

How Does the Program Work?

- Any community may apply for a single persons project to be constructed.
- Single persons projects are constructed through agreements reached with Municipalities, Hamlets or Settlement Councils, Northwest Territories Housing Corporation and Central Mortgage and Housing Corporation. Prior to a project being started a proven need must exist in a community.
- Single persons projects are self-amortizing non-profit projects for which economic rent is charged. This includes amortization of the loan and all operating expenses.
- Single persons projects are administered by the community in which they are located and occupancy is based on need.
- Applications for occupancy must be made to the Municipal Management Committee in charge of the single persons project. At present, single persons accommodation projects are located in Inuvik and Hay River.

How Do I Apply?

PUBLIC HOUSING PROGRAM

What is the Objective?

- To provide adequate housing for low income families at rates they can afford.

What Assistance is Available?

- Rental Accommodation is available to low income families in larger locations in the Territories.

Who Qualifies?

Rent is based on total family income in accordance with a graduated rental scale from a minimum of \$28 per month to a maximum of 25% of income.

Occupancy is based on need and income, with no restrictions of race, colour, or creed. Any individual family may apply for accommodation in a public housing project.

How Does the Program Work?

The Northwest Territories Housing Corporation in cooperation with a Municipality or Hamlet and Central Mortgage and Housing Corporation may undertake to design and construct a Public Housing Project to provide family housing accommodation.

On completion of construction the project is turned over to a local Housing Authority or Housing Association to carry out management and operations. The local Authority or Association is responsible for determining need, allocating the units, rental collections and operations and maintenance of the accommodation.

Certain public housing units will be available for tenants to purchase on a rental-purchase scheme.

Before new projects can be considered a proven need must exist and a resolution must be passed by the City, Town, Village, Hamlet or Settlement Council requesting the construction of public housing.

How Do I Apply?

- Application for persons wishing to occupy a public housing unit must be made to the local Housing Authority or Association administering the project.

SENIOR CITIZENS ACCOMMODATION

What is the Objective? - To provide adequate housing accommodation at reasonable rentals for the Senior Citizens of a community. The program is designed and financed to provide accommodation to those elderly persons are capable of self-care and who do not require constant nursing supervision.

What Assistance is Available?

Senior Citizen Accommodation usually consists of a small motel-like building with self-contained bachelor and one bedroom apartments. The apartments contain their own bathroom and kitchen facilities and the building has a central lounge area for use by all the residents.

Rent is geared to income at rates senior citizens can afford, with a minimum rent of \$28.00 charged for a single unit.

Who Qualifies?

Any senior citizen (single or married couple) may apply to the Local Housing Authority for accommodation in those locations having senior citizens projects.

How Does the Program
Work?

Senior Citizens Accommodation is constructed through an agreement reached between the Municipality, Hamlet or Settlement Council and the Northwest Territories Housing Corporation in conjunction with Central Mortgage and Housing Corporation. A proven need must exist in a community before accommodation can be built. Senior Citizens projects are operated and administered on behalf of the Government by an appointed Local Housing Authority or under agreement with the Local Housing Association. The Authority or Association accepts applications and allocates accommodation on the basis of need. The Northwest Territories Housing Corporation and the Central Mortgage and Housing Corporation share in any losses incurred by the Authority or Association in the operations of the project.

How Do I Apply?

Application for accommodation must be made to the Local Housing Authority or Association administering the project.

RENTAL PROGRAMS

NORTHWEST TERRITORIES HOUSING CORPORATION

1. Single Persons Accommodation:

The objective of this program is to provide housing accommodation for single persons where adequate accommodation is not available. Single persons projects are self-amortizing, non-profit projects with a minimum charge based upon the economic rent of the project. The economic rent is based upon the amortization of the loan for the project and all operating expenses.

2. Public Housing Program:

The objective of the program is to provide adequate housing for low-income families based on need and income. Rent is based on total family income in accordance with a graduated rental scale from a minimum of \$28.00 per month to a maximum of 25% of income. Certain public housing units will be available for tenants to purchase on a rental/purchase scheme.

3. Senior Citizen Accommodation:

The rental program is designed to provide adequate accommodation for those elderly persons, capable of self-care and who do not require constant nursing supervision. The accommodations provided are self-contained bachelor and one bedroom apartments designed for single or married senior citizens. The rent is geared to income with a minimum rent of \$28.00 charged for a single unit. Senior citizens projects are operated and administered on behalf of the Government by an appointed Local Housing Authority or under agreement with the Local Housing Association.

4. Northern Rental Housing Program:

The program is to open to everyone, however, housing is allotted to those with the greatest need in the community.

There is a formula of maximum rents for various house plans ranging from \$37.00 to \$67.00. The renter would pay, either 20% of his gross income or the formula rent, which ever is the lesser amount. The program is administered by local tenant housing associations.

OFFICE OF N.W.T.
SARASOTA, FLORIDA

100-20750

NO.
FILE
REFER TO: *here*

NORTHERN RENTAL HOUSING PROGRAM

Dave Sewe

PART I

PROGRAM AUTHORITY

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Northern Rental Housing Program

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A. Program Approval

1. Treasury Board Approvals of Rental Program

- a. T.B. 646089 dated 12 October, 1965

Approval for rental housing for Eskimos in the Northwest Territories and Northern Quebec.

T.B. 676895 dated 28 February, 1965. → 1763.

Amended program name to Northern Rental Housing Program and approved the inclusion of the Indians of the Northwest Territories.

2. Treasury Board Approvals of Program Changes

- a. T.B. 656936 dated 19 July, 1966

Inclusion of DEW Line Eskimo housing in rental program.

- b. T.B. 664358 dated 16 February, 1967

Approval for plan 512 cabins to be used as rental housing

- c. T.B. 667995 dated 13 April, 1967

Approval for increase in cost per unit to \$9,000.00 (excluding furniture)

- d. T.B. 677822 dated 22 February, 1968

Approval for increase in cost per unit to \$9,750.00 (excluding furniture)

- e. T.B. 681252 dated 7 August, 1968

Approval for a special rental project in Roma, Alberta.

NOTE: Copies of T.B. approvals 646089 and 676895 are contained in this section as Appendix A and Appendix B.



Indian Affairs and
Northern Development
Department - Ministère

SUBJECT: Request to Amend the Eskimo Rental Housing Program and to extend its provisions to cover Indians in the N.W.T.

- PROPOSAL:
1. To approve in principle the extension of the Eskimo Rental Housing Program, including its educational aspects, to Indians in the Northwest Territories.
 2. To amend certain features of the existing Rental Program.
 3. To recommend to the Governor General in Council the attached draft Order in Council which give effect to these changes.

- COST:
1. No additional funds will be required for construction or acquisition or for operation and maintenance during the fiscal years 1967-68 and 1968-69.
 2. Cost for the Indian rental houses of the amended program would be as follows: (These costs are in addition to the current Northern Administration Branch five year program).

Year	No. of New Houses	Capital Expenditures	Approximate Operating Cost of New Houses, plus Existing Houses brought into Program (40 per year)	Education Program Cost
1968-69	-	-	-	65,000
1969-70	100	\$ 950,000	\$ 99,000	65,000
1970-71	100	950,000	253,000	65,000

(Cont'd)

Year	No. of New Houses	Capital Expenditures	Approximate Operating Cost of New Houses, plus Existing Houses brought into Program (40 per year)	Education Program Cost
1971-72	100	950,000	407,000	65,000
1972-73	<u>100</u>	<u>950,000</u>	561,000	65,000
TOTAL	400	<u>\$3,800,000</u>		

REMARKS:

1. A survey of housing conditions in the Mackenzie District was carried out in the summer of 1966. This survey indicated that the majority of Indians in the Northwest Territories were living in completely unacceptable housing. Many more were living in structurally acceptable housing but in overcrowded conditions. Bearing in mind that Yellowknife was not included, the surveys indicate that at least 500 new houses at a cost of about \$4,750,000 are required to provide Indians with minimum acceptable housing. This housing will undoubtedly come in part from the Northern Purchase Housing Program as outlined in a separate submission to Treasury Board. Because that Program required a certain minimum level of mortgage payment and because home owners must pay for all services and because the great majority of Indians in the smaller settlements of the N.W.T. have very small incomes, it is estimated that at least 400 of the 500 houses will have to be provided under the new Northern Rental Housing Program now proposed.
2. When the Eskimo Rental Housing Program was approved on October 12, 1965, Treasury Board Minute 646089, Treasury Board specified in a letter dated October 20, 1965, that every effort should be made to place Indian and Eskimo housing on the same footing in order to avoid possible discrimination against one ethnic group. We are attempting to integrate all housing programs in the north along non-ethnic lines and this attempt to offer rental houses to Indians under the same terms and conditions as to Eskimos is a major step in this direction.
3. The estimated average cost per rental housing unit has been established at \$9,500.00 including the furniture allowance. This cost for Eskimo houses was approved by Treasury Board Minute 667995, dated June 8, 1967. Continuing operating

with basement \$15.000
no base \$13.300

costs after 1972-73 would be approximately \$440,000 per annum if 400 units are provided. This cost is in line with the estimates of cost of the Eskimo program as originally approved by Treasury Board. Revenues should be approximately \$120,000 per year minimum after 1972-73 (based on an average rent paid of \$25.00 per month).

4. In order to enable Indian and Eskimo people living in Mackenzie settlements to adapt to the cultural change implicit in rental housing, an education program will be necessary for a period of up to one year in many locations two years in others. This will include the provision for educational workers in each settlement, preferably local people, to work closely with the individuals and families concerned. This program will be an extension of the work at present being financed by a grant from CMHC under Part V of the NHA. Costs will include 35 man years at \$7,200 over the four year period; \$35,000 travel and other expenses; \$10,000 for materials; \$25,000 for annual conferences and training sessions.

CAPITAL COSTS
AND CMHC

5. If CMHC and the Government of the Northwest Territories establish public housing projects in northern settlements and Indians (or Eskimos) signify their desire to live in this accommodation, the capital and operating costs outlined above will be correspondingly decreased. However, the Department will contribute, out of these funds included in the estimates, to the capital and operating costs in proportion to the number of Indians (or Eskimos) in a public housing project.

RENT - ALL INCLUSIVE

6. Under the existing Eskimo Rental Housing Program, the rent covers not only the house but also all necessary services such as heat, power, water and sewage, etc. This policy was established because of the impracticability in most Arctic settlements for Eskimos to provide these services for themselves. It is now proposed under the new Northern Rental Housing Program to leave this feature flexible so that, in places where fuel for heating is readily available and where power is already normally paid for by the bulk of the people who would move into the rental housing, we may consider in each such settlement whether or not the costs of any or all such services should be a part of the rental package.



The Honorable the Treasury Board
L'honorable Conseil du Trésor

Indian Affairs and
Northern Development

Department - Ministère

File - Dossier

646089

T.B. Number - C.T. N°

12-10-65

Date

The Department has been supplying small houses for sale to Eskimos in the Northwest Territories and Arctic Quebec for more than 5 years. It has also been providing small welfare houses for those Eskimos that could not afford to buy houses. Progress has been slow in the provision of this housing. At the present rate of construction (about 200 a year) it will take at least 8 years more to look after the current needs of the people as surveys have shown a shortage of close to 1600 houses at the present time among those Eskimos who cannot afford to purchase housing. When new family formations are considered, at a current rate of close to 80 per year, it is apparent that the present rate of construction would have to continue for close to 13 years before all would have adequate housing. It is apparent that a major increase in the pace of construction is essential.

Moreover, the existing program has assumed that it would be possible for Eskimo families to live in small 1-room houses in at least tolerable comfort. While these tiny houses have been an improvement over igloos, tents and packing case snacks, they have still fallen far below the standards recommended by the Department of National Health and Welfare and indeed have kept the families in such crowded conditions that it has been impossible for the children to do adequate home study and, therefore, to compete on reasonable terms with their fellow white students. These same crowded conditions also serve to perpetuate the high disease and mortality rates prevalent among the Eskimos. The high cost of dealing with disease is alone sufficient reason to be concerned about the housing problem.

In addition, the present program pre-supposed that large numbers of Eskimos could afford not only to buy houses but to heat and otherwise service them. In practice, this has proved generally impossible. Very few Eskimos have been able to pay more than a small down payment and very large numbers have had to have continuing assistance toward the cost of heating and servicing.

In essence, therefore, the present program falls seriously short in that it is moving too slowly, it is providing too small houses to meet family needs, and does not ensure that Eskimo families have available to them at a cost they can afford the minimum shelter and services required.

NOT THE ONLY
ANSWER

The Department has worked in consultation with the Treasury Board staff and the Department of National Health and Welfare for more than 3 years in seeking solutions. It has also examined low cost housing programs carried out by many countries throughout the world. The Department has also completed a detailed survey of housing conditions in the entire Arctic region and a preliminary survey of the Mackenzie, and a major report has been prepared. We have reached the conclusion that it is wrong to sell houses to Eskimos who cannot afford to pay both the capital cost and the cost of upkeep. It has been concluded that for the great majority of Eskimos a rental housing plan is the only answer. Because of the extremely high cost of fuel and other services in the north, it is essential that the rental housing plan provide a complete package covering the housing itself and the attendant minimum services. This conclusion is supported by the Department of National Health and Welfare and indeed it is considered that anything less than the program now proposed would run the grave risk of exposing Canada to the steadily rising criticism of northern slum condition. It should be emphasized that the proposed rental housing program, however, does not provide anything more than the minimum now considered essential. The largest house (3 bedrooms) will have an area of not more than 700 square feet and the heating, water, sewage and electrical services to be provided will be kept to minimum quantities, in most cases well below southern standards.

FOR THE FUTURE
SERVICES.

THE
SOLUTION:

A new rental housing program is required and a revision in the current "houses for sale" program. The details of these are set out below (copies of the Branch report on housing mentioned above are available) however, a synopsis of the main features of the report has been attached to this submission as Appendix "A".

A Rental
Housing

1. Scale of the Program: A five-year program to supply approximately 1560 rental houses and services on the basis of family need rather than an ability to pay. Services would include heating, electricity (where available), certain basic furniture, and basic maintenance. (See Appendix "B" for details of operating expenses).
2. Order of Construction: Rental housing would be provided region by region to ensure that
 - a) adequate adult education programs would be conducted before the housing was occupied.
 - b) maximum efficiency and minimum costs in construction could be achieved.

This would be done in the following order, based on priorities determined on the basis of need and on the basis of the availability of adequate community planning:

1966-67 (1st year) 60% of the program in the Frobisher region.
 1967-68 (2nd year) - 40% of Frobisher program
 60% of Keewatin Region program
 1968-69 (3rd year) - 40% of Keewatin program
 60% of Mackenzie District program
 1969-70 (4th year) - 40% of Mackenzie program
 60% of Arctic Quebec program
 1970-71 (5th year) 40% of Arctic Quebec program

3. Costs of the Program
 (see appendix "B" for details of operating costs)

<u>Year</u>	<u>Program</u>	<u>Capital Expenditures</u>	<u>Operating Costs</u>	<u>Administration Costs</u>	<u>Totals for each year</u>
1966-67	Start on 524 houses-Frobisher region	2,250,000 (total cost 4,200,000)	100,000	25,000	2,375,000
1967-68	Complete Frobisher Start on 278 houses Keewatin	1,950,000 1,400,000 (total cost <u>2,300,000</u> <u>3,350,000</u>)	500,000	35,000	3,885,000
1968-69	Complete Keewatin Start on 292 houses Mackenzie	900,000 1,500,000 (total cost <u>2,400,000</u> <u>2,400,000</u>)	900,000	60,000	3,360,000
1969-70	Complete Mackenzie Start on 463 houses Arctic Quebec	900,000 2,200,000 (total cost <u>3,600,000</u> <u>3,100,000</u>)	1,300,000	90,000	4,490,000
1970-71	Complete Arctic Quebec	<u>1,400,000</u>	1,600,000	120,000	3,120,000
1971-72	Nil	—	1,865,000	120,000	1,985,000

Total Capital cost: \$12,500,000

Eventual Continuing Operating & Administrative Cost: \$1,986,000 per year
(partly offset by rentals)

Operating costs do not include amortization of capital costs.

Administrative costs include costs of added field staff to administer the program.

4. Management Arrangements

Wherever possible management of rental housing would be carried out by community associations or rental housing groups, including the collection of rents and day to day maintenance of buildings. It will be the purpose of the housing administration and particularly the related adult education program to encourage community associations or cooperatives to assist and eventually take over the management of the rental housing in the settlement. We hope in this way to encourage a high standard of participation in the program and foster individual and community development. In settlements where community associations are flourishing it is hoped that we may immediately procure full cooperation of the Eskimos. However, in some areas it may take time to stimulate even minimal participation. This work would be guided by a new Regional Housing Officer in cooperation with the Regional Adult Education Officer, proposed for each region, and the existing administrative and social welfare staff.

5. It is recognized there are social dangers in a rental program in which housing and minimum services are provided on the basis of what a family can afford to pay. As will be seen from Appendix "B", the annual operating cost of a typical house (2 bedrooms) is \$360 per year and the capital amortization cost is \$410 (at 5% over 20 years). The total annual rent should, therefore, be \$1270. Our best estimate is that for the first 5 to 10 years of operation, the average rental payment actually made by an Eskimo family will not exceed \$325 or about 25% of the proper rent. (The average annual income is expected to be only \$1500 for the families in rental housing.) For some years, therefore, there would be little or no incentive to pay a higher share of the proper rent or to work toward the goal of home ownership. To overcome this, it is proposed that a special book account be kept respecting each family. To this would be credited -

- a) 33% of rent actually paid by the family,
- b) any payments by the family over the amount prescribed as rental by the standard judgement of the family's income.
- c) a credit for participation in construction or for any improvements or additions to houses done at the family's expense with Departmental approval.

- d) a credit of \$100 per year for "day to day" maintenance well done, on a descending dollar scale for poorer work.

These credits would, over a period of some years, build up to a point where a family could afford, earlier than otherwise, to buy an Eskimo house for sale or to buy the rental house he occupied at its original cost less the standard grant and less a realistic amount for depreciation. This same fund would not only serve as an incentive to families, but can be used as a means of curbing abuses, for non-payment of rent, cost of repairs, to wilful damages, etc., could be deducted from credits outstanding.

B. Resale
Housing

1. For the future, Eskimos will be encouraged to buy only houses suitable for their family needs. To assist in this, the subsidy should be increased to \$2,000 for the larger two and three bedroom houses (from the present \$1,000), and remain at \$1,000 for the 1-room and 1-bedroom houses. The grants should be conditional only as to standard and adequate construction of houses and not have any period of residence qualification.
2. Under the existing arrangements a ten-year period of residence is required to "earn" the whole of the grant. This was intended to discourage an original purchaser from reselling his house a short time after purchase to a person not eligible for the grant. This scheme causes administrative difficulties under the Territorial Housing Scheme but is at least workable in the more settled areas of the Mackenzie. In the Arctic areas, under the Eskimo Housing Scheme, it is impractical because of more rapid family moves from one location to another and changes of family formation and practical ownership. It is recommended, therefore, that no formal residence regulation be made, but that the Department, in handling each case, ensure that no "profiteering" takes place through the sale of Eskimo houses on which the grant has been applied.
3. We propose that funds for resale houses should be provided in the Construction Vote; the houses would then be sold at \$2,000 or \$1,000 less than cost. To facilitate the payment of grants to Eskimos who may construct houses on their own the sum of about \$20,000 should also be included each year in the Estimates.

C. Provisions
& Comments
affecting
both rental
& resale
housing

1. We propose that existing resale and welfare houses, which in most cases are too small for family needs and in many instances in a bad state of disrepair, should be disposed of as follows:
 - a) We would "purchase back" existing resale houses from Eskimos who wish to take part in the rental scheme. This would not entail any additional expenditure by the federal government as all monies so far paid are being held in a Suspense Account pending decision as to disposal of such funds. What we propose is that within the limits set out below, these monies should be returned or transferred to other accounts.
 - b) In cases where Eskimos have paid the total or large part of cost of houses but wish to rent larger houses, 75% of money should be returned for the "purchase back" of the house. The remaining 25% would be regarded as rental and transferred to the account of the Receiver General of Canada. The full 75% would be paid only where houses are in reasonably good condition.
 - c) In cases where Eskimos have paid the total or a large part of the cost of houses but wish to purchase larger houses, all of the money paid may be transferred as payment on the new house. Some money may be deducted if the house is in bad condition.
 - d) In cases where only token payments have been made these will be regarded as rent and transferred to the account of the Receiver General of Canada.
 - e) All property purchased back, and welfare houses, will be regarded as part of the available housing pool.
2. Many Eskimos in camps will not be able to take advantage of the rental or resale programs. Where they normally earn a better living off the land it is to their economic advantage, and to the government's to have them remain, and where no relief payments are required to keep them going, we propose to give them existing houses made surplus by the rental scheme. A small charge will be made wherever possible. Surplus existing Type 319 or 370A houses should, wherever practical, be taken out to camps and set up for use by these families. To try to collect rents or payments for these houses would cost more

than the original cost of such houses. We recommend that a sum of \$30,000 should be included in the estimates for the first year that the rental program becomes operative in a region (1967-68) to cover house moving costs that cannot be borne by Eskimos concerned. A like sum, based on experience gained that year, would be included in following years.

3. In the interim period in regions where the rental housing scheme has not been implemented, the existing "houses for sale" will continue to be operated as a resale program. To account for monies collected we propose the installation of a simple duplicate accounting system. Only those Eskimos who can afford houses large enough for their family will be encouraged to purchase a house.
4. During the first four of the five year period of the construction of the rental housing, it is proposed to construct each year, at a cost of about \$400,000 per year, about 50 welfare houses to meet emergency cases among Eskimos in all regions not at the time covered by the rental program. These houses would become a part of the rental program once it has become operational in any region. These houses will also help to cover the new family formations during the construction period so that, as near as possible, all Eskimos will have adequate housing by 1970-71.

PART 2

PROGRAM ADMINISTRATION

PROGRAM ADMINISTRATION

1. Purchase Back of Present Housing

Because the Eskimo will be required to demonstrate that he can keep up the repayments necessary on the resale home plus provide minimum services, it is expected that the demand for such houses will be limited and most Eskimos will move into rental homes. This raises the question of the disposal of the existing resale houses. In most cases they are too small for family needs and many of them are in bad state of disrepair.

It was submitted to Treasury Board that we would purchase back existing resale homes under certain conditions. All property purchased back and welfare houses will be regarded as part of the available housing pool, which will include use by the Eskimo administration and use for storage.

Privately constructed houses which have been purchased by Eskimos cannot be considered under the purchase back arrangements. The 512 house must also be classed in the same category as it has never really been a part of the Eskimo low-cost housing program but rather has been a catch-all used for staff housing, rental to Eskimo or others, schools, garages and many other purposes.

(a) Purchase Back Formula

Where a part of the purchase price has been paid, a formula has been devised to aid Area Administrators to arrive at a purchase back price:

- (i) Where an Eskimo occupying a resale house wishes to purchase a larger home more suitable for his family, all money paid on the existing house will be transferred as equity on the new house except that an amount of up to 2% of the cost of the house to the Eskimo for each year of occupancy should be charged as rental for depreciation. See sub-paragraphs (iv) and (v) below.
- (ii) For all other cases an assessed rent will be worked out and deducted from the total paid by the Eskimo. The assessed rent will be 25% of what the Eskimo would have normally been expected to pay each year of occupancy unless the cost of the house has been fully paid up, in which case it will be charged for the time taken to pay back the loan (after that time we should assume that the house belonged to the Eskimo and it would not be justifiable to charge a rent).

- (iii) An example of an assessed rent and total deductions payable is as follows:

Actual Cost of House (type 370) say	\$2,700 (occupied in Oct. 1953)
Freight	<u>600</u>
Total Cost	\$3,300
Less Subsidy	<u>1,000</u>
Cost to Eskimo	\$2,300

The loan from the Eskimo Loan Fund therefore would have been \$2,300 over 10 years at 5%; approximately \$23 per month or \$288 per annum. Therefore assessed rent is 25% of \$288 (\$72.00) for each year of occupancy. As the occupancy has been since October 1953 to, say, April 31, 1956, 2 7/12 years, therefore, total rent chargeable will be 2 7/12 X \$72 or \$186. If the Eskimo had paid less than this during the entire period he would get nothing, if he had paid more he would get the difference, i.e., if he had paid, say, \$260 he would get \$74 back.

- (iv) However the full rebate as outlined in(ii) and (iii) above would only be paid where the house is in reasonably good condition. A further deduction should be made for depreciation of the house of up to 2% of the cost of the house to the Eskimo for each year of occupancy. In the case outlined in(iii)above therefore a further deduction would be made of 2% of \$2,300 for 2 years and seven months of \$119. Therefore, the Eskimo would not have received any rebate for the house. It should be noted that the 2% of cost is approximately the percentage used for maintenance of government property in the north.
- (v) Notwithstanding the requirements of (iv) above, we suggest that a certain flexibility be used in the assessment of deduction for maintenance. In most cases we would not expect the full 2% to be deducted. However, in some cases perhaps 2% would not be enough; therefore it should be possible and in order to charge more. The Area Administrator may determine the condition of the house but if there are any disagreements the final decision will be with the Regional Engineer.

(b) Purchase Back Arrangements

Each year, an amount will be placed in the Estimates to cover the estimated cost of purchasing back present resale housing. This money will be paid back either in cash, or as a credit on the purchase of another home, whichever the Eskimo prefers.

A purchase back form (Appendix A) should be filled out in triplicate by the applicant, signed by him in the presence of the Area Administrator, certified by the latter and forwarded in two copies to the Regional Housing Co-ordinator. One copy should be then forwarded to the District office.

The Area Administrator should recommend whether depreciation should be greater than 2%. This is the rate for a house in good condition - one that does not require any major repairs or maintenance in order to become habitable.

Any payments made that are not listed on the District summary should be entered on the purchase back form and supported by the receipt number for the payment. When the completed form is received in the District, the list of payments verified and the purchase back price determined, a cheque will be forwarded to the Area Administrator with the Bill of Sale.

This Bill of Sale should be completed and signed by the applicant when he gets the cheque. The Area Administrator should have this signature witnessed by a Notary Public, Commissioner for Oaths or Justice of the Peace in his community and then return it to the Regional Housing Officer.

(c) Housing Purchased Back

Housing purchased back in the above manner should be placed in the Community housing pool, from which better units may be used as rental housing. The remaining units may be disposed of in a manner acceptable to the community, the Local Housing Association and the Area Administration, with the exception that a small number of units should be retained in the settlement for

- (I) families who have not lived up to the rental conditions and have to be evicted;
- (II) new family formations or recent immigration into the community,
- (III) transient families in need of temporary housing, and for
- (IV) offices or warehouses for the housing association.

2. Type of Houses

Because one of the main purposes of the Eskimo Rental Housing Policy is to avoid having families live in houses too small for their needs, houses will be ordered according to the size of the family, and number of families in each settlement requiring houses. These will include one and three bedroom houses. Because of the advantages of bulk ordering and the lack of local materials in the eastern Arctic, the houses provided will be generally of the prefabricated type, but the Engineering Division is ensuring that various designs will be available. We also hope to institute row housing or combined units in places like Frobisher Bay since the combination of capital repayment plus servicing costs can be made cheaper.

These houses are built on gravel pads by construction crews shipped in from the south, with an equal number of people hired locally. In the Mackenzie lumber is available and an attempt is being made to use local materials wherever possible. For this reason, houses in this District

may be of the standard, precut or prefabricated type. Mills at Aklavik, Fort Simpson, Fort Smith and Fort Resolution are capable of manufacturing the material for precut houses.

In providing different methods of housing construction under the new rental and resale programs, we are attempting not only to ensure that northern towns will have some variety of house construction, but also, especially insofar as the resale program is concerned, to give the Eskimo a choice in the type of house he wishes to buy. Our aim, therefore, is to employ local labour and to develop the local economy as much as possible. We should for these reasons encourage the use of precut houses; then lumber mills in the north can be given housing contracts. This is an aim only; it is dependent on such other factors as time, number of houses needed in any settlement, the capacity of the lumber mills to provide precut houses, length of shipping season and wishes of the Eskimos.

3. Allocation of Houses

The allocation of houses may vary slightly from settlement to settlement depending on the wishes of the people in the community. Generally, however, as houses arrive and are erected in the settlement, they should be given to a family with the greatest need for a house, either for economical or health reasons, or because of their present living conditions. Those already living in the community should generally have preference over those who come in from camps for a house.

Size of family is an important factor in determining house allocation. Childless married couples or single persons will obtain a one-room house of approximately 290 sq.ft. in area. Two adults or a father and a mother with a child under twelve can be allocated to a one-bedroom house of 390 sq.ft. A married couple with one other adult, or two childless married couples will be able to obtain a two-bedroom house of approximately 620 sq.ft. in area. So too will a family of two children provided that both are of one sex, or if of different sexes that one is under twelve. If two-bedroom houses are not available in the community, then these people can be eligible for three-bedroom houses. All larger families should be provided with three-bedroom houses of approximately 700 sq.ft. in area.

For the purpose of determining family size, a family unit is considered to be any person over twenty-one with or without dependents. A girl over sixteen with child is also considered as a single family unit. In no case, however, should a son or daughter over twenty-one, or a grandmother or grandfather be allocated to a single one room house without both their own and their family's approval.

Our policy should be to avoid placing non-related family units in the same house wherever possible. Where this is unavoidable the Area Administrator can recommend special consideration for the nomination of two tenants to represent the two families at all annual meetings of the local housing association. In most cases, however, the two family units should select a head to vote for them at all pertinent meetings of the local housing association and to sign the annual rental agreement or lease. Credits should accumulate under his name and he should be responsible for collecting rent for that house. This rent would be assessed on the combined income of both families.

If an Eskimo woman is married to a non-Eskimo, then the family is eligible to apply for an Eskimo rental house but the rental agreement must be made out in the wife's name and she, for all administrative purposes, should be regarded as the tenant of the house, paying rent, obtaining credits, etc. She could delegate responsibility to her husband to attend meetings of the local housing association but she alone has the actual voting rights.

4. Determination of Rents

Our aim in determining the rents to be charged is to arrive at a monthly payment within the capacity of the family to pay. Depending on the type of house, a maximum rent has been determined and the formula used is the same as that established by CMHC for crown-owned housing in the north. The maximum rent for a one room plus 370 house is \$37.00 per month; for an Inqirraq or one bedroom house the maximum rent is \$42.00 per month. Rental for 512 units has been determined at \$50.00 per month. A two-bedroom house has a maximum rent of \$62.00 per month and a three-bedroom of \$67.00 per month. However, you should note that should the level of civil service staff housing rents be raised to the economic level, Eskimo housing maximum rents will probably also be raised. The intent in using the same formula at this time is to avoid discrimination between tenants of staff housing and Eskimo rental housing.

At the beginning of each fiscal year the Area Administrator in conjunction with the local housing association should divide the Eskimo family units within his settlement into three categories. Each Eskimo should be told his rental assessment and the reasons for this assessment. Although the Area Administrator should consult with the local housing association and local leaders in the community on income and rental assessment, in case of disagreement he should refer the final decision to the Regional Housing Officer. The three groups are as follows:

- (a) Those Eskimos permanently employed - this group is defined as those Eskimos receiving a steady income.
- (b) Those Eskimos in need of Special Assistance - included in this group are widows, Eskimos on Social Assistance for health reasons at the recommendation of the local medical representative and able-bodied men genuinely unemployed because of the economic conditions in the area, or who are prevented from utilizing existing employment opportunities because of lack of equipment or operating capital, and those receiving old age and disability pensions. Family allowances are not included in determining annual income.
- (c) Those Eskimos non-permanently employed - this category is defined as those able-bodied men whose employment is seasonal such as hunters, together with part time employment with the government, the Hudson's Bay Company, or a mission etc. This group will also include men who are unemployed because of lack of initiative or lack of desire to work.

Eskimos in category "A" will pay 20% of their income towards rental regardless of their family size. In the south, people pay 25% to 27% of their income toward rent, but we are limiting it to 20% because of northern conditions. This 20% will only be up to the maximum monthly rental for that

type of house. For example, if a man was making \$2,000 a year, or a monthly income of \$200, then the monthly rent would be 20% of \$200 or \$40. However, as the maximum rent that can be charged for a one-room house is \$27.00, that is what he would pay. If, however, the man, earning \$200 per month was living in a three-bedroom house, with a maximum rent of \$57.00, then the Eskimo would pay \$30.00.

So that everyone is introduced to the concepts of paying rent and ideas of being a tenant, all people in category "B" will be required to pay at least \$2.00 rent per month. This amount may have to be paid out of a very small cash income but we do not think that it is an excessive sum to raise in view of the accommodation and services they are getting. It can be regarded as the "widow's mite" and means as much sacrifice to her as a much larger payment from a fully employed person.

In category "C", composed of such people as hunters, trappers, part-time employees and occasionally loafers, an average income should be computed by the Area Administrator. This income can be computed on the previous year's income for casual employment, handicrafts, furs, resource harvesting projects, etc., and then increased or decreased based on a review of the prospects for the year ahead in fur, casual labour, construction projects, etc. The income computed then will be divided by the number of families in category "C" and 20% of this average income will be the yearly rent for such people. In this way, people who are ambitious and earn over this average will benefit by their initiative while loafers will have to pay the set rent or be evicted into a smaller home. In forecasting the annual income the Area Administrator may ask the advice of whomever he chooses but he should consult with the Eskimo concerned. In category "C" if an Eskimo made \$2,000 year but earned it in four months, he would have to pay the rent for the months when nothing was earned. For example, if the average income determined for this category was set at \$2,000 then 20% of this is \$400 and this would be the yearly rent set. An Eskimo in this category could therefore pay either a monthly rental over the twelve months of \$33.00, or \$100 in each of the four months he works as long as he pays \$400 that year. The \$400 he makes over and above the average income set of \$2,000 does not affect his rental.

Because during the space of the year an Eskimo might change from one category to another and because, especially for category "C", economic prospects may change, the Area Administrator should review the assessed rent periodically. He must also be flexible and judge each case on its own merit. If he estimates that the Eskimo will earn nothing that year, then he will only be expected to pay at least the \$2.00 rent. When rentals are set however, the Area Administrator should insist on payment and if arrears occur without adequate reasons the Area Administrator should evict a man to a smaller one-room house. Several of the one-room houses from the present resale program should be left in each settlement for this purpose. At the end of each year, all cases of arrears will be reviewed and if sufficient reasons exist for those arrears, the Area Administrator should recommend that we go to Treasury Board to write-off the debt. If insufficient reasons for non-rental payment occur, then the debt will be carried forward on the Eskimo's housing account. The rental determination scheme will be reviewed each year by the Branch housing officer and welfare officers in consultation with the Area and Regional and District Administrators, and if necessary new arrangements will be made.

At the beginning of each fiscal year (in April) the Area Administrator will have the tenant sign a Rental Agreement (Appendix B) which specifies the occupant's annual rent, his house number, his responsibilities and the Department's obligations to him.

(a) Implementation of the Administrative Procedures
on Rental Determination

The administrative procedures for rent should begin when tenancy occurs i.e. when the person receives a purchase-back cheque for the house he is at present residing in and that house becomes a rental house, or the moment a person commences occupancy of a new rental house. The rental agreement form should be signed setting forth the conditions of tenancy, and rent should be due the first day of the month following the commencement of his tenancy, for the portion of the month completed and the following month in advance.

If for example the tenant moves into his rental house on April 21, rent would become due on May 1st, for the period from April 21st to May 1st, and from May 1st to May 31st. In filling out the monthly collection form, the rent set for the period April 21st to May 1st would be in the Arrears Forward column, for the period May 1st to May 31st in the Rental Assessment column, and the total of both would be entered in the Amount Paid column (if in fact the tenant paid the total rent due). Any additional payment or any arrears would be placed in the column headed - Arrears/Prepaid.

5. MANAGEMENT - LOCAL HOUSING ASSOCIATION

One of the reasons Treasury Board agreed to the new rental housing program was that management would, wherever possible, be carried out by a local Eskimo housing association, and that real authority and responsibility would be transferred to this group as quickly as they could demonstrate the ability to handle it. Certainly, it is imperative that the Eskimos should be fully informed on what is planned for their community and how they might help to implement these proposals. We also must ensure that full acceptance of the rental program be obtained from the Eskimos concerned. This does not mean only an acceptance of the house, but also means at least an understanding and a partial acceptance of the responsibilities that go along with the house.

The Area Administrator should spend as much time as possible in getting over to the Eskimo tenants and our own staff that the program is designed to encourage the maximum of personal and community involvement. All that can be given to the tenants to do should be given. Furthermore, we should avoid taking any action that could be taken by the tenants, particularly through the local housing association; for example, on house design and possible improvements. The tenants should make their points to the housing association and the association can then write to the Regional Administrator with their points of view and suggestions. Our role will be to show them that we do take notice and they can get things done in this way. Mistakes will be made but these mistakes should be discussed with the association carefully and the Area Administrator could suggest possible solutions. Initially, this method of operation may be slower and more cumbersome but the long term effect will be to develop the right approach to housing management on the part of the Eskimo.

(2) Terms of Reference

Generally, we regard the local housing association as an organization representative of the tenants of Departmental rental housing in a community, which would undertake, on behalf of the Department to carry out all necessary maintenance to departmental rental housing in that community. The Association will act as representative of the tenants in all negotiations with the Department, and will assume other responsibilities as negotiated.

More specifically, the housing association should have a voice in the location of the rental houses within the framework of the departmental site plans for the community. The rental houses will be available to everyone in the settlement, of course, even to those presently occupying houses supplied by their employers, but the siting of the houses must be established in co-operation with engineering division on a good community plan basis. Within this site plan the housing association will be responsible for the allocation of available housing to the individual tenants and for providing the Department with a list of future housing requirements for the community.

Above all, in the initial stages, the association will be responsible for planning and carrying out all maintenance required on rental houses erected in their community, and in this regard may:

- (i) enter into an annual service contract with the Department for the maintenance of rental housing in their community, and receive an accountable advance for the amount of that service contract; and
- (ii) disburse funds for the purchase and/or shipment of material necessary to a maintenance program, hiring or contracting of labour necessary to a maintenance program, and payment of legitimate administration costs up to the amount provided to them in the annual service contract entered into with the Department. (See Appendix C for sample contracts).

(b) Incorporation of the Associations

To perform the duties listed above, the Department will provide the associations with an annual allotment based on a percentage of the capital replacement of each house under its jurisdiction, but the actual allotment would depend upon the amount included for maintenance in the approved estimates of the Department. Before we can let such service contracts, however, the association must be incorporated under the Societies Ordinance in order that it has a legal entity. The first people elected to the association are required to make and sign an application and to sign By-laws agreed upon by them for the government of the Society. At least five people must sign. The application and the By-laws together with the registration fee of \$5.00 are then to be forwarded to the Regional Housing Co-ordinator.

The By-laws form a written record of the principles and methods under which the authority has decided to operate; these may be revised at any later date. A copy of the By-laws approved by the Registrar for use by local housing associations is outlined in Appendix D. In the By-laws and in the application, the name of the association should be as short and as meaningful as possible. The association may wish to limit the number of years any officer may serve in any position but this is flexible and it depends upon the wishes of the local housing association concerned. Such things should be spelled out in the By-laws, however.

(c) Maintenance

Although the actual arrangements for maintenance are a matter of local choice or availability, we suggest that the following methods may be suitable. The maintenance may be done by tradesmen employed by the local housing association, either by hiring the services of local people or by engaging the permanent maintenance force of the Department on a repayment basis. Materials for such maintenance work may be obtained from local outlets such as the Hudson's Bay Company or through the Department on a repayment basis if no other suitable source is available. We would expect, however, that they will plan maintenance so that many supplies can be ordered in advance and stock-piled. Certain tools could be obtained on a loan basis from the Department.

Whatever method of maintenance is used and whatever arrangements are made should be the subject of negotiation and approval by the Regional Engineer.

Notwithstanding this, legitimate maintenance expenditures may be made for the purchase of material, the shipment of this material, hiring of labour, contracting of labour or services, and administration of the maintenance program. The payment of the honorarium to the members of the association should be regarded as an administrative charge against the service contract, and can be paid from the accountable advance. All expenditures over \$25.00, however, must be supported by a majority decision of the housing association and recorded in the minutes of a legal meeting.

For the start, we advise that only the following maintenance tasks be delegated to tenants:

- (1) General good housekeeping within the house and the immediate vicinity outside the house;
- (2) Adjustment and minor repairs of sash, doors, locks and hinges, drain boards, thresholds, steps, faucets, and toilet seats;
- (3) Clearing of stopped or sluggish drains;
- (4) Minor patching of roof, walls, ceilings and floors;
- (5) Minor painting jobs requested or required by the tenant, but not approved by the local housing authority;
- (6) Chimney cleaning;
- (7) Interior decoration, including initial interior painting when the house is first erected (paint will be provided for this purpose by either the Department or the local housing association); and
- (8) Any other maintenance work which the association thinks can be handled by the tenant.

Other maintenance tasks which will require the use of skilled tradesmen engaged by the local housing association will be as follows:

- (1) Repair or replacement of plumbing fixtures;
- (2) Repair or replacement of electric fixtures;
- (3) Repair or replacement of cooking and heating equipment;
- (4) Complete replacement of a floor or floor covering;
- (5) Complete reroofing or application of entire roof coating;
- (6) Major repainting of the house; and
- (7) Work which would be included in a planned renovation program.

Every attempt should be made to have the members of the association determine what maintenance is required and whether the tenants should perform the task or whether the association will hire someone to do it

(d) Organization of the Housing Association

At present, we intend that the development of the local housing association will consist of three phases:

(i) Phase (1):

The Area Administrator or someone nominated by him will act as the appointed chairman of the association.

(ii) Phase (2):

The Area Administrator or someone nominated by him will act as secretary to the association.

(iii) Phase (3):

All officers will be elected from the membership of the association and no appointed members will serve. At this stage the association may need to hire a full time administrator, especially in the larger settlements. We do not expect the same need in the smaller settlements. Where this is required, we will enter into a separate contract with the association to pay for this administration.

The phase in which each association may be considered will be decided at the annual general meeting of the tenants by a two-thirds majority of the tenants present at the meeting, provided the Area Administrator is in agreement; if not, the matter should be referred to the Regional Administrator for his decision. Wherever possible, settlements sophisticated enough to take over most of the housing management responsibilities immediately without direct guidance from the Area Administrator should be encouraged to take over such responsibilities as soon as possible. We must be careful, however, not to give the associations more than they can handle or we will destroy their confidence in their ability to administer the program. It will be the responsibility of the Regional Housing Administrator and the Area Administrator to assist the associations in eventually taking over most of the management of the rental housing in the settlement.

At the annual meeting the tenants should also determine the election of members to the association for the coming year. In other words the officers and directors of the association will be elected for a one year term and such membership will consist of one director for every group of ten rental houses in the community, with a minimum complement of three members and a maximum complement of nine. In cases where the Area Administrator is required to serve on the housing association, he will serve in addition to the elected members and will not be remunerated for his services.

At the annual meeting the tenants should also examine the financial statement for the year immediately past, decide in which phase the association is to be considered, raise any points of tenant concern for the action of the incoming housing council and examine the audited yearly report prepared by the Secretary-treasurer and present it to the housing association for their approval. For the purpose of this annual meeting all individuals who have made a formal request for rental housing will be considered a tenant and, therefore, eligible to vote. A quorum shall consist of 33% of the tenants eligible to vote at this annual meeting.

(e) Special Power

In the case of evidence of extreme personal neglect on the part of any individual tenant in the maintenance of his house, the housing council may assess that tenant the total or a portion of the cost of repairing that house.

In the case of evidence of extreme and continued neglect of maintenance,

a continued failure to pay the assessed rent, the Housing Association may recommend the transfer of a tenant to a one-room house or outright eviction, although this latter responsibility should be exercised with much care.

The local housing association may by mutual agreement with the Department extend their responsibility to include the servicing of rental houses in their community through a service contract with the Department. The Association could then contract out to individual Eskimos or to a co-operative to provide water to the rental houses, to dispose of the garbage and sewage, and to service the oil tanks.

The Housing Association will also have priority on the use of surplus one-room houses, owned by the Crown, for storage, office space or emergency purposes where required.

(f) Association Contracts

As stated in section (a), the Department will enter into contracts with the local Housing Associations so that they may assist in the management of the Eskimo Rental Program. The amount of money actually paid out to each association will depend on the amount of money set aside for maintenance, services and administration for each rental unit in Departmental Estimates, and on the number of Eskimo rental houses the Association has under its supervision.

Payment will be made by accountable advances up to 20% of the total contract in any year but such advances shall not exceed \$2,000.00. Thereafter, payment will only be made against detailed invoices. In making these contracts, however, Treasury Board has stipulated that certain conditions must be followed.

- (a) Proper and detailed books of account must be kept by the Associations.
- (b) The books of the Associations are to be audited annually by the Comptroller of the Treasury or at the option of the Association by a private professional auditor.
- (c) Consideration should be given to bonding officers of the association responsible for handling of funds.
- (d) Contracts with associations should contain, at least for the first few years, a clause providing for unilateral cancellation by the Minister and assumption of all assets - this to give the Department the right to step in, in the event of evidence of malfeasance.

In accordance with these conditions, we are requesting the Comptroller of the Treasury to carry out an audit during the winter on our rental collection operations. If at some time in the future, rental collection is given to the Housing Associations, they may opt to have an audit by a private professional auditor. However we will assume that in most instances, for the first few years anyway, Treasury Office will carry this out for them.

Rental collection must be the subject of a separate contract. At this time we would advise that each particular responsibility handed over

i.e. maintenance, oil delivery, water delivery, sewage collection and garbage collection should all have separate contracts. No contracts will be given to a Housing Association for the collection of rents, however, until the District Administrator is convinced that the accounts system is being handled correctly by the Area Officer. When so convinced, the District Administrator may then instruct the Regional Administrator in writing that such a contract may be made. Except for rental collections, contracts for maintenance, provision of services, etc., should be arranged whenever possible and as soon as possible. The Housing Association Officers will then be getting actual administration and operation experience. Although training programs on accounting, and housing management will be arranged in the near future, our field staff should be able to offer the Association Officers all kinds of practical experience.

Regarding the contracts themselves and the funds involved, all Federal Government procedures and regulations will be followed. Signing authorities will be as they are now and will be strictly adhered to. Federal funds not spent at the end of the fiscal year will lapse and Federal monies held by the Housing Associations that have not been committed and will not be spent during the year will be returned to the Federal Government.

Funds for maintenance and services will be provided out of the operation and maintenance Vote for the Northern Housing Program. The Engineering Division will arrange each year for each District and Region to be informed as to what funds are available for those purposes.

Funds for administrative work such as rental collection to be charged to Professional and Special services have not been included in the Estimates. Before the Region can contemplate such contracts, therefore, the District or Regional Administrator will have to make funds available for this purpose in the Estimates.

It is essential that when a contract is made that all the conditions shall be included in the wording and that the members fully understand what is involved. (See Appendix C for Sample Contracts). The conditions relating to funds will mean that the Authorities will have to keep their own accounts and that these shall be maintained properly, kept up to date, and properly audited at the end of the fiscal year. Regarding the collection of rents, we suggest that the contract should include instructions to the effect that all rental monies should be paid into a bank (to the Receiver General of Canada), or handed over to the Area Administrator within 24 hours of being collected.

The amount of the contract for each work should cover the cost of the labour required plus all or a portion of the money to be paid annually to Housing Association officers. If only a portion of this latter amount is included the remainder should be charged to other contracts with the Housing Association.

Costs included should, eventually, also cover cost of heating and lighting offices, buying paper and office supplies, postage, etc. It is definitely the intention that all the costs of operation should be paid by the Housing Associations. Eventually they should also charge enough for expenses against each contract to enable them to pay rent for the offices or storage space they are occupying. Use of government equipment where necessary will be specified in the contract including the condition of that use.

It is not intended that Housing Associations should make a surplus or a profit. Any Housing Association funds remaining at the end of each fiscal year should be spent on the houses, equipment for the houses or improving services. As stated above, at the end of each fiscal year Federal funds will be returned and outstanding balances on contracts will automatically lapse and cannot be added on to the following year's contract.

When a Housing Association receives a contract to carry out certain work on our behalf, it does not necessarily have to do the work itself. The Housing Association in turn might enter into a contract with a co-operative or an individual to get the job done. In many communities a local co-operative might carry out some of the responsibilities given to the Housing Association. In these instances the Housing Association should ensure that sufficient funds are included in the contract with us to cover its own overhead expenses together with the cost of the sub-contract with the co-op or individual. In this way the same money will circulate many times in a community creating increased economic activity in which the Eskimo can participate.

(g) Housing Association Accounts

As mentioned above it will be necessary for the Housing Associations to keep proper accounts and control of expenditures made for contracts received under the rental housing program. In approving the special form of contract, TS 671528, the Treasury Board stipulated that such accounts shall be kept and that they shall be audited annually.

What is required, therefore, is a simple set of detailed books of account that may, with training, be readily understood by the Association office; yet be sufficiently detailed as to provide a control against misuse of funds and provide sufficient information to assist the administration.

In Appendix E there is a suggested series of such detailed books of accounts numbered HA1 to HA6 which we propose for general use by all the Associations. If in any settlement the Association Chairman or other officer devises a better accounts system, then that Association is perfectly free to adopt the other method, providing that the books are properly kept, are ready for inspection after due warning and are satisfactory to the auditors.

The system outlined in Appendix E is not a double entry system although in some instances there are similar double postings. The control accounts can be likened to journal accounts (or day books if you like) and similar postings will often be made in the cash account. However, basically it is intended as a single-entry system and there are no credit and debit sides of the ledger as in the classic format. Similarly there are no trading accounts, profit and loss statements or balance sheets.

Basically the main functions of the Association will be:

- (a) To administer the contracts given to them or by them and to keep a record of expenditures against the contract.
- (b) To keep a record of cash transactions and control the bank account.

- (c) To record wages paid including payroll deductions.
- (d) To record monies paid to the Government on behalf of employees.
- (e) To record payments made to the Association officers.
- (f) To record monies paid to the Government for rentals collected.

One of the first tasks the Housing Associations will need to undertake will be getting a bank account. This can only be initiated locally. In most settlements presumably the accounts will be in a bank outside of the area. We would advise that the bank manager should be fully informed about the purposes of the Association and probable use of the account. We also suggest that all transactions should be by cheque, with two signatures required to ensure validity - the Chairman and Secretary would seem to be the right people.

6. Provision of Services

Because of the extremely high cost of fuel and other services in the north, the rental housing plans will provide a complete package covering the housing itself and the attendant minimum services. We hope through constant redesign and experimentation, to evolve prefabricated and other construction techniques which will reduce the cost of construction, heating and maintenance. At the same time, we will seek improved and cheaper water, sewer, heating and power supply systems.

Modern kitchen plumbing will not be provided in most communities at the outset of the program, but where water and means to heat sufficient water is available, bath tubs will be installed. In all other areas galvanized wash tubs will be provided. Instead of day tanks, a 250 gallon storage tank, stand and piping will be installed to supply oil to the stoves and space heaters. In all places except Frobisher Bay, 45 gallon water storage tanks will be supplied. In Frobisher Bay a 100 gallon tank with outside fill and overflow will be ordered.

Although provision is made for oil, power, water and sewage facilities, consumption must be limited; therefore, quotas will be established. After each quota is consumed, either the power will be cut-off or the Eskimo will be expected to pay for all additional services. Oil will be supplied on a quota basis also and once the monthly quota is used, the Eskimo will have to pay for additional fuel.

It is hoped that where a community association is administering the rental program, they can be responsible for ensuring that Eskimos remain within the quotas established. In this manner, Eskimo responsibility in the community may be assisted.

While it is the ultimate goal to provide the rental houses with all services, we are at present limited to the facilities available in the settlement. The Rental Agreement Form has therefore been designed in such a manner that the Area Administrator can specify each year what services will be provided by the Department as realistically determined at any one time in the settlement. If people in a rental house wanted extras, however, such as a

clothes drier or refrigerator, they would have to pay the amount of electricity used over the quota plus the cost of installation.

(a) Supply of Fuel Oil

All new housing will be provided with 250 gallon outdoor fuel tanks, complete with fuel gauges. For economical reasons we suggest that oil be delivered to the houses on a programmed basis only. It is recommended that the following quotas by Imperial Gallons or by 45 Gallon Drums, and the approximate number of deliveries per year, be adopted as a guide to indicate a maximum quota. Experience over the next few winters will indicate a firm quota level.

ANNUAL QUOTAS FOR FUEL OIL

<u>HOUSE</u>	<u>IMPERIAL GALLONS/YEAR</u>	<u>DRUMS/YEAR</u>	<u>APPROXIMATE NUMBER DELIVERIES FOR YEAR</u>
<u>1 Room</u>			
Standard Plan 370A	810	18	4
Standard Plan 408			
Standard Plan 418			
<u>1 Bedroom</u>			
Standard Plan 395			
Standard Plan 411			
Standard Plan 417	1080	24	5
Standard Plan 424			
Standard Plan 428			
<u>2 & 3 Bedroom</u>			
Standard Plan 396			
Standard Plan 397			
Standard Plan 409	1710	38	7
Standard Plan 410			
Standard Plan 416			
<u>3 Bedroom</u>			
Standard Plan 436	1890	42	8
Standard Plan 439			

In order (a) to provide monthly consumption data required for Branch statistics, (b) to bring to the notice of the local housing association an excessive monthly use of oil, and (c) to educate the Eskimos on the conservation of oil, the following monthly procedures should be adopted:

- (i) The Area Administrator until such time as service contracts are made with the Association will prepare a consolidated list of all consumption:

and deliveries and send a copy of the Local Housing Association, and one to the Regional Engineer and Regional Housing Co-ordinator. If the Local Housing Association does the servicing of the rental units, then they prepare the above lists and forward them to the Area Administrator.

- (ii) The tenant will read the gauge on the last day of each month and check the reading with the local housing association. From the gauge readings the local housing association will be able to advise tenants who are using too much oil on a month-to-month basis and issue timely warnings.

The following table shows the approximate monthly consumption of fuel oil for the various houses. The unbracketed figures denote the number of 45 gallon drums and the figures in brackets show the actual gallonage.

MONTHLY QUOTAS FOR FUEL OIL

HOUSE	JAN.	FEB.	MAR.	APR.	MAY	JUNE	JULY	AUG.	SEPT.	OCT.	NOV.	DEC.
<u>1 Room</u>												
STANDARD PLAN 370A	3	3	2	1	1	1	0	1	1	1	2	2
408	(135)	(135)	(90)	(45)	(45)	(45)	(0)	(45)	(45)	(45)	(90)	(90)
418												
<hr/>												
<u>1 Bedroom</u>												
Standard Plan 395												
411	4	4	2	2	1	1	1	1	1	2	3	3
417	(180)	(180)	(90)	(90)	(45)	(45)	(45)	(45)	(45)	(90)	(135)	(135)
424												
428												
<hr/>												
<u>2 & 3 Bedroom</u>												
Standard Plan 396												
Standard Plan 397	4	4	4	4	3	2	1	1	3	4	4	4
409	(180)	(180)	(180)	(180)	(135)	(90)	(45)	(45)	(135)	(180)	(180)	(180)
410												
416												
<hr/>												
<u>3 Bedroom</u>												
Standard Plan 436	5	5	5	4	3	2	1	1	3	4	4	5
439	(225)	(225)	(225)	(180)	(135)	(90)	(45)	(45)	(135)	(180)	(180)	(225)

Should an individual tenant use more than his quota no further free issue will be made but the tenant will be required to pay the extra oil required or the fuel supply will be reduced by the amount used over the quota. The Area Administrator must be flexible on the quotas depending on the circumstances; a house on a hill may need more fuel than one protected from the wind.

(b) Electrical Energy

The following quotas of electrical energy are recommended and have been based on reasonable illumination and a reasonable use of small appliances such as floor polishers, food mixers, fry pans, hand irons, radios, toasters, vacuum cleaners and washing machines but not including electric ranges, driers and water heaters.

Again, however, we must be prepared to be flexible; it is possible, initially at least, that in some settlements sufficient power is not available to fulfil the quotas at the shown levels. In these cases a new level must be set consistent with the power supply. It is the intent of the Department, however, to eventually bring its generation capacity up to the level at which electrical quotas in each settlement can be met.

*Electrical
yearly quota
1920 kWh
for 3bd.*

MONTHLY ELECTRICAL ENERGY QUOTAS IN K.W.H.

HOUSE	JAN.	FEB.	MAR.	APR.	MAY	JUNE	JULY	AUG.	SEPT.	OCT.	NOV.	DEC.
<u>1 Room</u>												
Standard Plan 370A 308	130	130	100	100	100	70	70	70	100	100	100	130
<u>1 Bedroom</u>												
Standard Plan 395 411 417 424 428	150	150	120	120	120	90	90	90	120	120	120	150
<u>2 & 3 Bedroom</u>												
Standard Plan 396 397 409 410 416	180	180	150	150	150	120	120	120	150	150	150	180
<u>3 Bedroom</u>												
Standard Plan 436 439	190	190	160	160	160	130	130	130	160	160	160	190

The Area Administrator will control the monthly quotas for electrical energy by pursuing any of the following courses:

- (i) The tenant may be charged at the going rate for his over consumption and pay for it from his own pocket.
- (ii) The power to the tenant may be cut-off for the period of time that under normal circumstances would have elapsed to use the amount of power over consumed.

The tenant should be made responsible for reading his meter on the last day of each month and checking the readings with the Local Housing Association.

When a service contract has been arranged, the Local Housing Association will be responsible for submitting quarterly meter readings taken on February 28/29, May 31, August 31 and November 30, to the Area Administrator for onward transmission to the Regional Engineer.

Also quarterly, as above, the Local Housing Association will pass on to the Area Administrator all monies collected for over consumption, with complete substantiating records for the same. The Area Administrator will issue an approved receipt for monies so received. At the end of each year, the quotas for both fuel oil and electricity will be reviewed. If the service contract with the Association has not been made, then the Area Administrator will be responsible for the above.

7 Furniture and Household Equipment

The sum of \$500 has been set aside initially for basic furniture and household equipment for each house. This furniture is to be provided on a once and for all basis and items will have to be replaced by the tenants at their own cost. We anticipate that the new houses together with the adult education training will stimulate most families to want to provide their own furniture.

Above all we are expecting our tenants to take a personal pride and responsibility in the upkeep and maintenance of their homes. If we were to provide standardized replacements for items of such a personal nature, it would inevitably work against this policy. At a more individual level, it would probably be quite discouraging for those tenants who are careful with their furnishings to observe less conscientious neighbours receiving new supplies.

Our furniture policy calls for the provision by purchase in southern Canada of roughly 50% of the furniture supplied. Half the houses shipped to the settlement will be provided with the furniture on the Standard List; the remaining with the furniture on the Reduced List (See Appendix F).

Although only 50% of the furniture is to be shipped into the settlement, the balance of the requirement is to be made up either by local purchase or by requisition to a regional office. The cost of any furniture or furnishings purchased in this manner should be charged to the furniture items in the Construction and Acquisition Vote.

The reason for this method of providing furniture is to avoid the possibility that, by supplying every new tenant with all of the items on the approved list, we may end up in some settlements either providing some people with items which they already own or alternatively setting up stocks of surplus items in departmental warehouses. There is no intention of depriving any of the new

tenants of items which they require in order to set up housekeeping of a standard which our rental housing policy envisions.

We would like to emphasize again that it is not the intention to basically alter the original idea of giving the families a start in their new homes by making sure that they do have some furniture and furnishings. This new arrangement is designed to give those families who need it the most help and let the families with some furniture etc., continue to use it and not expect us to provide unnecessary items. Local purchase of some items will also ensure that a variety of articles are provided - both in design and colour. This will tend to lessen any danger of monotony and apparent institutional atmosphere. It will also ensure that the local co-operative or the Bay will obtain some benefits from the program as the Area Administrator can order from them the extra furnishings he requires. The total number of items supplied to each family, however, should not exceed the total on the standard list (Appendix F). When the Area Administrator makes his request at estimate time for new rental houses, he should specify at the same time his requirement for furniture and furnishings.

8. Expected Annual Operating Costs

<u>Operating</u>	<u>Three-Bedroom</u>	<u>Two-Bedroom</u>	<u>One-Bedroom</u>	<u>One-Room</u>
Heating &				
Cooking Oil	\$570	\$500	\$350	\$300
Electricity	180	160	120	80
Water and				
Sewage Charges	120	120	120	120
Maintenance of				
House	190	180	100	80
	<hr/>	<hr/>	<hr/>	<hr/>
	\$1,060	\$960	\$690	\$580

The figures should be used to complete the front of the tenants rent card to show the tenants the actual cost of the services.

Maintenance charge is calculated at approximately 1.5% of capital cost; the same formula used for other government buildings in the north. This charge is expected to cover essential maintenance for work generally requiring skilled tradesmen such as carpenters, oil burner mechanics, plumbers and electricians.

It is anticipated that in addition Eskimos may carry out certain maintenance tasks as a condition of their tenancy of the house (see Management Section and Appendix on Rental Agreement). The maintenance charge included in the table is that required over and above any minor tasks carried out by an individual in his home. We suggest that Area Administrators use as many Eskimo tradesmen as possible for any housing maintenance requiring skilled labour. This will be an invaluable training ground for Eskimo tradesmen and will ensure that the wages paid to them for maintenance will remain within the community thus directly assisting and stimulating the local economy.

9. Credits

One of the goals the Department will be working toward is that of home ownership. To provide an incentive to the Eskimo to pay the rent and to maintain his residence, part of the payments made for rents or maintenance will be regarded

as credits towards the purchase of the house. The actual provisions for credits in the Treasury Board Submission are:

- (a) 33% of rents actually paid by the family to the end of the last complete year of occupancy of the dwelling unit;
- (b) any payments by the family over the amount prescribed as rental by the standard judgement of the family's income;
- (c) a credit for participation in construction of improvements or additions to houses done at the family's expense with departmental approval; and
- (d) a credit of \$100 per year for day to day maintenance well done on a descending dollar scale for poorer work.

What will have to be done therefore is to set up a separate journal account (part of the duplicate posting system) for each Eskimo tenant, and each year certain sums will be credited to the account. These credits should be done on a once a year basis rather than month to month, preferably at March 31st every year.

Administrative procedures:

- (a) These credits will not have a cash value and Eskimo tenants will not be able to use such credits to off-set rent due.
- (b) The credits may be transferred to the surviving spouse of the tenant in case of his death, or transferred to another property if the family moves to another rental house or to purchase housing or to another location.
- (c) The credits may not be sold, passed on for value received, or used to pay debts.
- (d) At such time that an Eskimo may choose to purchase a house, the full amount of the accumulated credits up to a maximum of \$4,000 will be deducted from the cost of the house together with the housing for sale grants.
- (e) However, the credits may not be used to off-set the cost of a house or materials for a house purchased privately. In other words the credits may only be used for Government housing supplied under Eskimo housing programs.
- (f) No credits will be given for Eskimos occupying staff housing and paying the standard rent.
- (g) A tenant is entitled to apply credits accruing to him to the purchase of only one dwelling in his lifetime.

To aid in the determination of credits given, the subject of day to day maintenance must be considered; each Eskimo renting a house should be clearly aware of what he is responsible for. Where wilful damage or consistent non-payment of rent has occurred, the credits can be reduced by an amount determined by the Area Administrator and the Local Housing Association.

10. Houses to Camps

It is not practical to maintain single or very small groups of rental houses away from established communities; therefore, many Eskimos in camps will not be able to take advantage of the rental or resale program. A small number of Eskimos live permanently in isolation 15, 25 or even 50 miles from the nearest community. They normally earn a better living off the land than they earn in a community and it may be to their advantage and to the government's economic advantage to have them remain where they are. As rental houses cannot be offered to them at this time, other arrangements are necessary.

Where the Eskimo normally earns a better living off the land and where relatively few relief payments are required, then we propose to give them existing houses made surplus by the rental scheme and not required in the settlement. The existing rigid frame (192 sq.ft.) and standard prefabricated house (280 sq.ft.), where made available and where practical, should be taken out to camps and set up for use by these families. A sum of \$30,000 will be included in the Estimates to cover house-moving costs that cannot be born by the Eskimos concerned. To try and collect rents or payments for these houses would cost more than the original cost or existing value of such houses. Therefore, it will be up to the Area Administrator's discretion to determine whether a small charge can be made for these houses where the Eskimo can afford it

Generally, however, it is just about impossible to attempt to formulate policies which will give as equal treatment to the camps as will be given to the settlements under the rental program. Development funds are limited and therefore we must provide the best service for the largest number of people. This is bound to concentrate our services in the settlements. Educational facilities are also being concentrated and certainly such services as water, sewage and garbage are only practical if those to be serviced are grouped together.

If the housing policy is to attempt to upgrade the standard of housing in the north, it cannot be separated from the supplying of services, and this in turn means that those living in the settlements will obtain the advantages before those in the camps. However, by transporting the present resale houses to the camps, we will in many cases be raising the housing standards in the camps above what they are at present.

You should note however, that the present policies do not allow for the provision of fuel oil to camps on a rental program basis. Any fuel oil provided to camp residents by the Department must be governed by normal social assistance procedures and policy.

16 OVERDUE ACCOUNTS

We can, as landlords, take any appropriate action short of physical eviction in the case of a tenant who has not kept up his rental or purchase payments. Actual eviction of a tenant can only be carried out by an official appointed by a court after a court order has been passed.

Therefore, where a tenant has not been making payments and does not appear to intend to pay, the local administrator should speak to the tenant concerned about repayment. If nothing satisfactory results from this action, then a written statement should be sent from the Area Administrator to the occupant of the house, clearly stating the action proposed if arrears continue and the reasons for this action. The occupant should also be told in this statement the amount of payment required, and he should be given a period of at least one month to make a satisfactory payment or provide a satisfactory reason for nonpayment. At the conclusion of the 30 days' period, the local Administrator should advise the Regional Office of the result of the warning and recommend the action required. The decision would then be made by the Regional Administrator, who should notify the District Office.

In the event the decision was reached to evict, we would have to present the case to the Departmental Legal Adviser for court action. In court, we would have to present all documents proving our ownership or claim on the house and our selling or letting the house to the Eskimo. No problem would occur in the case of rental houses in the Northwest Territories, as we would have the rental agreement to prove our claim and as the land would be owned by the Federal Government. In the case of purchase houses, however, there are many cases when we may have difficulty in proving our claim to any property or that in fact the Eskimo is in debt to us for a specific amount of money for a house. In these cases, it would be difficult to obtain a court order for eviction as we have not in the past insisted on mortgages against the loan.

In the case of purchase or rental houses in Quebec, the land is not owned by the Federal Government but by the Provincial Government. Where neither the Eskimo nor the Federal Government owns the land and where no mortgages have been registered, as is the case for most resale houses, it will be difficult to substantiate our claim and we may have some problems in eviction or foreclosure proceedings. In the case of nonpayment, therefore, we again should do everything short of physical eviction to get the man to pay back any arrears but if we are forced into eviction or foreclosure, then the Area Administrator will have to transmit the problem through the Regional Office, the Director, and the Legal Adviser.

As can be readily seen, the situation is difficult for most existing resale house arrangements. This is due in large part to our failure in the past to document any actual contract with most of the Eskimos' concerned. In many cases, as you are aware, we have not been able to advise the Eskimo of the total cost of the house. However, this would not have been so serious if we had at least arranged for the transfer of ownership of land to the Eskimo either by Title or leasehold. Both these actions should occur in future.

The provision for the purchase-back of these houses contained in the rental program will relieve us of most of the difficulties of eviction with the

old resale houses, as well as providing the Eskimo with a large, heated, and generally more suitable family home. It is to be hoped that Area Administrators will continue to be patient and forbearing with the difficult cases for a while longer in view of the fact that the solution is at hand. Especially in the rental program, we can move more quickly as we may just move the family to a smaller house. If the tenant has a complaint on the move, he should bring it up with the local Housing Association. If the Association disagrees with the Area Administrator's action, the matter should be referred to the Regional Office.

If foreclosure or eviction does occur, then the house could be transferred to the rental pool of housing. If resold, then the property should be resold at a value at least sufficient to cover the Department's equity in the house.

A. Revenue Accounting

The method of accounting for the rental payments received from tenants in the Northern Rental Housing Program has been designed to serve several purposes. A system which is acceptable under present audit arrangements is of course mandatory and that such a system conform with existing accounting procedures is highly desirable. At the same time some means of recording and having readily available the credits towards future purchases of houses being accumulated by the tenants has become a necessity. To fulfill these needs the three accounting forms used in the rental program are based on individual tenants rather than on houses as was the case previously.

The three forms which will be required in the revenue accounting for the rental program, effective April 1, 1969 are briefly described below.

1. General Receipt (IAND 10-38)

Because the General Receipt is used for accounting for other revenue received in a settlement, it becomes the logical choice to perform the same duty for the rental revenue. An individual receipt is required for each rental payment received. The original copy must, of course, be given to the tenant at the time of payment.

2. Register of Cash Received (IAND 10-23)

The General Receipts for rental revenue are recorded on the Register of Cash Received in the same manner as are receipts for other revenue. It is important that the coding shown reflects the source of revenue in order that the program will be properly credited.

Note:

In those settlements where the Government of the Northwest Territories is operating the Northern Rental Housing Program on behalf of the Federal Government, the applicable Territorial forms will be used in lieu of the General Receipt and the Register of Cash Received.

3. Tenants' Rent Record (IAND 50-83 (2-69))

The Tenants' Rent Record acts as a settlement record of each tenants' rental transaction within one fiscal year. After the end of a fiscal year it becomes a permanent Regional record of the credits for future house purchase which are being accumulated by each tenant in the Region. The cards are designed to allow easy filing in alphabetical order to provide a quick access to any required information on any tenant. The suggested method of use is:

- (a) At the end of a fiscal year the amount paid column is totalled and the result transferred to the back of the card. The 33% of the total paid is entered as a credit and added to the maintenance credit (see section on Administrative Procedures for details on the calculation of the maintenance credit) to become the total credits available at the end of that fiscal year.

- (b) A new card is prepared for each tenant and the balance, either arrears or prepayments, is carried forward from the previous card. The total credits on the reverse side of the previous card are also brought forward to the new card.
- (c) Each tenant signs his card in the presence of a Housing Association Director or officer and signifies his agreement to the amount shown as having been paid during the year.
- (d) The completed cards are sent to Regional Northern Housing Section (Federal) or to the applicable Territorial Government Department. All of the tenants cards for a settlement for a fiscal year should be forwarded at one time. In the event that a tenant refuses to sign a card, the unsigned record, together with an explanation, should be included with the signed cards.
- (e) The Regional office will audit the record and investigate all cases of unsigned cards. Upon completion of the audit the cards will be filed in alphabetical order for future use. Each individual tenants' cards for succeeding years should be filed together and with each having a successive number (No. 1 for the first year a card is used, No. 2 for the second year and so on) - a complete record of all rental transactions for every tenant is readily available.

Note 1 A sample copy of a Tenants' Annual Rent Record is shown as an Appendix to this section.

TENANT'S ANNUAL RENT RECORD

NORTHERN RENTAL HOUSING PROGRAM

1. Credits from previous card	\$ 252.00
2. 33% of \$ 514.50 --- rent paid this card	\$ 169.00
3. Maintenance credit this year (maximum \$100 ⁰⁰)	\$ 75.00
TOTAL CREDITS	\$ 496.00

I agree with the amount of rent paid as shown on this card

.....
tenant
date
witness

TENANT'S ANNUAL RENT RECORD

BROWN		Jimmy		Bowes Point		1970		2	
Surname		Given		Settlement		Fiscal Year		Card No.	
Month	House No.	1 Assessed	2 Balance Prev. Month		3 TOTAL DUE	4 Amount Paid	5 Balance Forward		Receipt or Pzylist No.
			a arrear	b prepaid			a arrear	b prepaid	
April	22	21.50	11.00	-	32.50	25.00	7.50	-	A 111111
May	22	21.50	7.50	-	28.00	25.00	-	-	A 333333
June	22	21.50	-	-	21.50	21.50	-	-	A 444444
July	22	21.50	-	-	21.50	21.50	-	-	A 555555
Aug.	22	21.50	-	-	21.50	21.50	-	-	B 666666
Sept.	22	21.50	-	-	21.50	21.50	-	-	B 666777
Oct.	22	21.50	-	-	21.50	21.50	-	-	B 788444
Nov.	33	67.00	-	-	67.00	67.00	-	-	B 788999
Dec.	33	67.00	-	-	67.00	67.00	-	-	C 554411
Jan.	33	67.00	-	-	67.00	67.00	-	-	C 554433
Feb.	33	67.00	-	-	67.00	67.00	-	-	C 555448
Mar.	33	67.00	-	-	67.00	85.00	-	18.00	C 555777
To be carried forward		to new card						\$ 18.00	
		to reverse side this card				\$ 514.50			

DETAILS OF RECORD

- Column 1. Assessed rent for the month.
2. The Balance Forward from the previous month(5a or 5b)
3. The Assessed (1) plus Arrear (2a) or minus prepayments (2b).
4. Amount received by cash or by payroll deduction.
5. The difference between the Total Due (3) and the Amount Paid (4).

PART 4

PROGRAM STATISTICS

CAPITAL PROGRAM BY UNITS

(a) Units Supplied by Settlement

(b) Five Year Forecast

NORTHWEST TERRITORIES

BY UNITS		Population		NO. OF HOUSES SUPPLIED				
		SETTLEMENT		1969	1966-67	1967-68	1968-69	1969-70
Aklavik	E I	200 187	5	(4)	5	10		
Arctic Bay	E	242	11	7		15		
Arctic Red River	I	212		(2)				
Baker Lake	E	527		42	37			
Bathurst	E	105						
Belcher Islands	E	211		1	1			
Broughton	E	273	25	4				
Burwell	E	113	3		5			
Cambridge	E	523		5	15	19		
Cape Dorset	E	563	25	24				
Chesterfield	E	213	2	26				
Clyde	E	268		7	7	5		
Colville Lakes	I	incl. in Good Hope		(2)				
Coppermine	E	597			20	35		
Coral Harbour	E	305			35			
Eskimo Point	E	502	2	31	28			
Franklin	I	348		(5)		10		
Frobisher Bay	E	1126	30	40		leased (40)		
Gjoa Haven	E	238		5	15	10		
Good Hope	I	353		(6)		10		
Grise Fiord	E	88	7	8				
Hall Beach	E	145	14	2				
Hay River	I	234		(5)	11			
Holman	E	186			12	18		
Igloodik	I	578	24	8		10		

FORECAST

1970-71	1971-72	1972-73	1973-74	1974-75	1975-76	TOTALS
15	* 10		5			34
10						43
* 7						9
		5	5			89
15						15
	19					21
3						32
10						18
		4				43
5			5			60
		5				33
20		5				44
* 10						12
		3				58
				5		40
			5			66
* 20						35
						leased owned (40) 70
		5				35
	* 17	* 8				41
1						16
5						21
	* 9			5		30
						30
10						52

N.W.T. (continued)

Population	NO. OF HOUSES SUPPLIED			
	1969	1966-67	1967-68	1968-69

Inuvik	E	425	4		11	
Lake Harbour	E	170		10	12	
Liard	I	309				
McPherson	I	568	1	(5)		15
Nahanni Butte	I	incl. in Simpson				
Norman	I	160		(2)		10
Norman Wells		-	1	(1)		
Pangnirtung	E	562	38	12		10
Paulatuk	E	100 est.	7			
Pelly Bay	E	167		32		
Pine Point		-				
Pond Inlet	E	404	20	10		
Providence	I	456		(5)	6	15
Rae	I	1146		(12)	25	
Rankin	E	467		34	20	
Repulse	E	192		10	10	
Resolute	E	153		20		
Resolution	I	302		(2)	8	
Sachs	E	250 est.			1	
Simpson	I	609		(10)	8	
Smith	I	206		(2)	7	
Snowdrift	I	341		(4)	4	
Spence Bay	E	357		6	18	18
Tuktoyaktuk	E	425 est.	4		3	27
Whale Cove	E	175	1	13	10	

FORECAST

1970-71	1971-72	1972-73	1973-74	1974-75	1975-76	TOTALS
10 25		8	5			63
						22
	* 13	* 12				25
* 15	* 10					46
	* 2					2
	* 10					22
						2
			10			70
3						10
		3				35
10		10	5			55
	* 14					40
* 10		* 5		* 10		62
		7		5		66
				5		25
4						24
	* 5					15
14						15
		* 12		* 5		35
	* 10	* 8				27
		* 6				14
			5			47
23						57
			5			29

N.W.T. (continued)

	Population	NO. OF HOUSES SUPPLIED				
	1969	1966-67	1967-68	1968-69	1969-70	
Wrigley						
Yellowknife	486		(6)	* 6		
not allocated						
TOTALS: T.B. 646089	Eskimo 10,222	224	357	265	167	
676895	Indian 6,605	-	-	* 75	* 70	
Other		-	Indian Affairs (73) Funds	-	lease back 40	
TOTALS (N.W.T.)		16,827	224	430	340	277

ARCTIC QUEBEC

Bellin	E	158			3	
Chimo	E	576	2	4		5
Inoucdjouac	E	345		2	2	5
Koartac	E	76				
Maricourt	E	176	1		3	
Poste-de-la-Baleine	E I	467 157	1	5		5
Port Nouveau	E	185				
Povungnitung	E	547		4	3	
Saglouc	E	371	3	4	3	
Ivujivik		180	2			5
TOTALS: TB 646089	Eskimo	3,081	9	19	14	20
Other	Indian	157				
TOTALS (Quebec)		3,238	9	19	14	20

****FORECAST**

1970-71	1971-72	1972-73	1973-74	1974-75	1975-76	TOTALS
* 10		* 14				36
				20		20
174	19	-	-	-	-	1,206
* 82	* 100	* 73	-	-	-	400
-	-	47	50	55		265
256	119	120	50	55		1,871

movement from camps

	13	13				29
	30	30				71
10	30	18	5			72
10	7					17
6	19					29
20	30	17				98
	20		5			25
20	30	26	5			88
10	22	5				47
	10	6	5			28
75	211	2				351
		113	20	20		153
75	211	115	20	20		504

** as of 1 April, 1959

Department of
Indian Affairs and
Northern Development



GOV'T OF N.W.T.
YELLOWKNIFE, N.W.T.
Ministère des
Affaires Indiennes et
du Nord canadien
MAY 12 1972
No. *100-100000*
FILE *du Nord canadien*
REFER TO *100-100000*

Commissioner of N.W.T.,
Yellowknife, N.W.T.

Passing
OTTAWA, Ontario K1A 0H4,
May 9, 1972.

our file/dossier number 161
your file/votre dossier

Supply of 107 low cost rental housing

-- Attached herewith are two copies of approved Treasury Board Submission
in connection with the above noted project.

K. W. Stairs,
for D. A. Davidson,
A/Director,
Territorial Affairs Branch.

Encl.

*Kaysi HAVE COPY
Please read and phot-copy
and return to me please.
hm*

Indian Affairs and
Northern Development

161

MAY 2 1972

Department - Ministers

File - Dossier

Date

A.B. Sainthill

IT: AUTHORITY TO ENTER INTO CONTRACT

- SAL: a) To enter into a contract between the Government of the Northwest Territories (on behalf of the Department of Indian Affairs and Northern Development) and Weber Homes Limited, 175 York Road West, Yorkton, Saskatchewan for the supply of 107 low cost rental housing units f.o.b. various points.
- b) To increase the Treasury Board approved ceiling of low cost rental houses from \$14,500.00 to \$15,000.00.

DATE The final date for acceptance of the offer is May 25, 1972

TANCE:

\$736,000. Chargeable to Vote 25, Northern Development Program, Department of Indian Affairs and Northern Development.

RS: In response to public advertising, three bids were received and the lowest is recommended for acceptance.

- a) Weber Homes Ltd.,
Yorkton, Sask. \$736,000.00
- b) Swertz Brothers,
Weyburn, Sask. \$917,797.69
- c) Muttart Industries Ltd.,
Edmonton, Alta. \$1,304,010.00

- KS: 1. Pursuant to Government Contracts Regulations Part I, Section 8(b) Treasury Board approval is requested.
2. The low bidder provided a tender security.
3. The Territorial Government's estimate for the work was \$1,605,000.00.

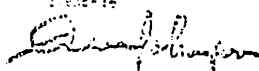
APPROVED BY THE TREASURY BOARD

Approuvé PAR LE CONSEIL DU TRÉSOR

Certified to be a true copy of a Minute of a Meeting of the Treasury Board on

Copie certifiée être exacte d'un procès-verbal d'une réunion du Conseil du Trésor le

4 V 72



4. The Territorial Government prepared the plans, specifications, tender documents and called tenders. They will also prepare the contract documents and supervise the construction in accordance with the Federal Territorial Engineering Services Agreement.
5. The contract includes the supply and delivery of 107 low cost prefabricated houses in accordance with Territorial plans and specifications. The units will be delivered f.o.b. Hay River, N.W.T. (51 Units) Montreal, Que. (46 Units) and Moosonee, Ont. (10 Units). The units for Montreal and Moosonee including four units to Hay River must be delivered by the manufacturer no later than June 30. An additional 20 units are to be delivered to Hay River by July 15 and the balance not later than August 1, 1972.
6. The houses will be transported by others from the f.o.b. points to various sites for erection.
7. The average cost per unit completed under last year's arrangement was \$14,500. The total cost this year is expected to be \$15,000.00. The greatest difference in cost is attributable to the actual manufactured unit which has increased from average cost of \$6,500. to \$6,878. The balance of the increase is due to increased labour costs.
8. Departmental and Territorial Engineers have reviewed the tenders and consider the low bid to be fair and reasonable.

T3 351

Indian Affairs and
Northern Development

712272
T.B. Number - C.T. No

161

MAY 2 1972

Department - Ministère

File - Dossier

Date

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THE FOUR PHASES OF THE PROGRAM

The Housing Education Program has been divided into four phases:

- PHASE I - Explanation of the Northern Rental Housing Program
- PHASE II - Homemaking Aspect under Southern Educators
- PHASE III - The Development of Locally-Elected Housing Association Councils
- PHASE IV - Homemaking Aspect under Local Leaders

Although I was involved primarily with the implementation of Phase IV, I think a brief statement as to the objectives of the previous phases would provide a total picture.

PHASE I

The purpose of Phase I was to explain all aspects of the Northern Rental Housing Program so that the Indians would understand the advantages of renting a house from the Government.

PHASE II

This phase consisted of involving the Eskimo people in all aspects of Homemaking in order to promote better nutrition, cleanliness and sanitation standards. This phase was under the leadership of southern educators.

The purpose of Phase III was to develop the Housing Association Council directors to be able to:

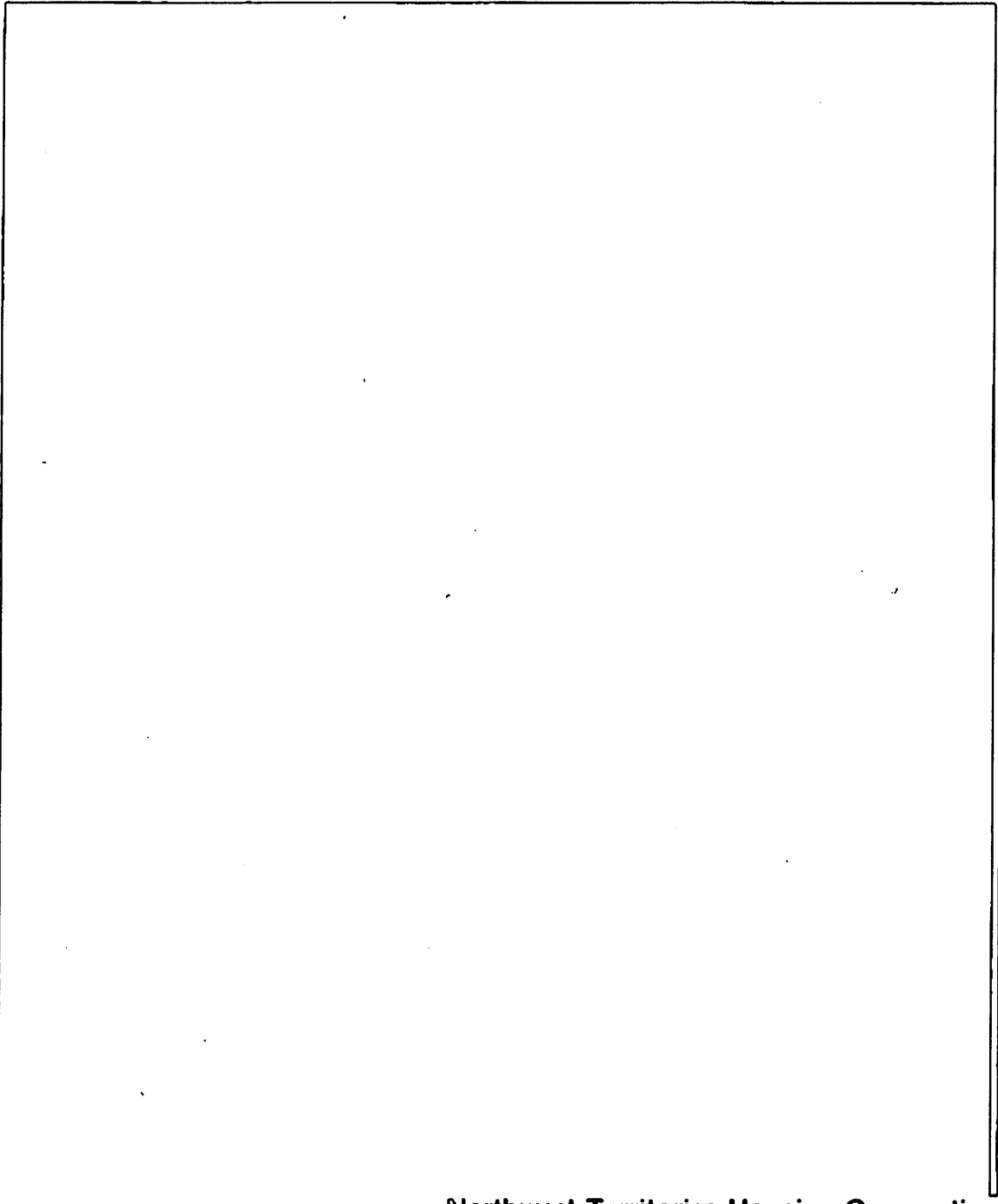
- collect the rent
- keep accounts
- conduct a meeting
- keep records of the minutes of a meeting .

PHASE IV

The purpose of Phase IV is to select local leaders among Indian women and to provide them with intensive training in home management so that they, in turn, can train the Indian women in the skills necessary to make the best use of the new houses. As was mentioned previously, it was decided to select Indian women as local leaders to maintain effective liaison with the Indians. The type of person selected was vitally important to the success of the program. Even with the best possible choice, the fact remains that the candidates were totally unskilled and this implied intensive training and close supervision. Later on in the report, some suggestions will be offered on the selection and training of the local leaders. Considering the added cost for training and supervision, I nevertheless support completely the concept of Indian people as local leaders.

APPENDIX NO. 2

page 115



APPENDIX #2

NEW NATIONAL HOUSING
ACT PROGRAMS

NEW National Housing Act PROGRAMS

1973

NOUVEAUX Loi nationale sur l'habitation PROGRAMMES

Residential Rehabilitation Assistance Program

Under the Residential Rehabilitation Assistance Program, federal funds are available from Central Mortgage and Housing Corporation to assist in the improvement and repair of substandard dwellings.

ELIGIBILITY FOR ASSISTANCE

1. Home owners earning \$11,000 per year or less;
2. Landlords who agree to rent controls; and,
3. Non-profit corporations and co-operatives.

The program applies to home owners and landlords in:

1. Areas participating in the Neighborhood Improvement Program;
2. In other areas through special agreements with provinces; and,
3. To non-profit corporations and non-profit co-operatives in any area.

TYPE OF REPAIRS

Priority will be given to repair of the housing structure and up-grading of the plumbing, electrical and heating systems. In addition, non-profit corporations may obtain funds under this program for conversion of existing properties. The nature and quality of repair work should ensure a further useful life of the property of about 15 years. To assist in improving the appearance of neighborhoods, some work to enhance the external appearance of the dwelling unit and its immediate surroundings will be eligible.

ASSISTANCE TO HOME OWNERS

Assistance will be in the form of loans of up to \$5,000 per dwelling unit — at a beneficial interest rate — of which repayment of up to a maximum of \$2,500 may be forgiven if the housing continues to be occupied and maintained by the applicant. Home owners earning less than \$6,000 are eligible for the maximum forgiveness of \$2,500. The forgiveness will be reduced by \$1.00 for every \$2.00 of income over \$6,000. For example, a person earning \$8,000 would be eligible for forgiveness of \$1,500.

ASSISTANCE TO LANDLORDS

Landlords may receive loans up to \$5,000 per dwelling unit and are eligible for forgiveness of the maximum amount of \$2,500 without income limitations, providing they agree to rent controls. Appropriate rent levels will be established by the administering agency.

Programme de remise en état des logements

Aux termes du Programme de remise en état des logements, des fonds fédéraux sont fournis par la Société centrale d'hypothèques et de logement en vue d'aider à l'amélioration et à la restauration d'immeubles décrépits.

ADMISSIBILITÉ

Des prêts et des subventions sont offerts:

1. Aux propriétaires-occupants dont le revenu annuel ne dépasse pas \$11,000;
2. Aux propriétaires-locuteurs qui consentent à se soumettre à une régie des loyers;
3. Aux associations et aux coopératives sans but lucratif.

Ce programme s'applique aux propriétaires-occupants et aux propriétaires-locuteurs:

1. Dans les régions où le Programme d'amélioration des quartiers est mis en œuvre;
2. Dans d'autres régions, par accord spécial avec les provinces; et
3. Dans n'importe quelle région, s'il s'agit d'aider des associations et des coopératives sans but lucratif.

GENRES DE RÉPARATIONS

La priorité sera accordée à la réparation de la charpente et à la remise en état des systèmes de plomberie, d'électricité et de chauffage. De plus, aux termes de ce programme, les sociétés sans but lucratif peuvent obtenir des fonds destinés à la transformation de propriétés existantes. La nature et la qualité de telles réparations devraient accroître d'environ 15 ans la vie utile de la propriété ainsi rénovée. Afin de rehausser l'apparence générale du voisinage, il sera possible d'effectuer certains travaux d'embellissement extérieur, aussi bien sur l'immeuble que sur le reste de la propriété (trottoirs, garage, clôture, etc.).

L'AIDE AUX PROPRIÉTAIRES-OCCUPANTS

Cette aide revêtira la forme de prêts pouvant atteindre \$5,000 par unité — à un taux d'intérêt avantageux — dont le remboursement d'une tranche de \$2,500 peut cesser d'être exigible si le logement continue d'être occupé et entretenu par l'emprunteur. Le propriétaire-occupant dont le revenu annuel n'atteint pas \$6,000 peut se prévaloir de cette clause jusqu'à concurrence de \$2,500. Si son revenu dépasse cette somme, le montant de la remise sera réduit de 50 pour cent de son avoir excédentaire, ce qui signifie que si une personne gagne \$8,000, par exemple, il ne lui sera remis que la somme de \$1,500.

L'AIDE AUX PROPRIÉTAIRES-LOUEURS

Les locuteurs peuvent recevoir des prêts atteignant \$5,000 par unité et se prévaloir d'un non-remboursement ne dépassant pas \$2,500 sans limitation de revenus, à condition qu'ils se soumettent à une régie des loyers. Le niveau approprié des loyers sera déterminé par l'organisme chargé de la gestion.

ASSISTANCE TO NON-PROFIT CORPORATIONS

Non-profit corporations are eligible for the same amount of assistance as landlords for the repair of family housing units. In addition, these corporations may use the assistance towards the conversion of existing residential buildings into a greater number of family housing units or into accommodation of the hostel or dormitory type. It may increase the accommodation available in an existing building of the hostel or dormitory type.

Where assistance is being given for creation or improvement of hostel or dormitory type accommodation, this will be at the rate of \$1,000 per bed, of which \$500 may be forgiven.

MAINTENANCE OF PROPERTY

Loans under this program are conditional on the province or municipality adopting and enforcing appropriate occupancy and maintenance standards to ensure that the property will not fall back into disrepair.

ADMINISTRATION OF THE PROGRAM

Administration of the program will be at the local level and undertaken in most instances by municipalities. CMHC will endeavour to assist municipalities in setting up such administration in the early stages of the program. In some cases, the most appropriate administering agencies may be provincial housing corporations, regional authorities or planning boards or other similar agencies.

ADDITIONAL INFORMATION

Further details of this program may be obtained from local offices of CMHC.

L'AIDE AUX SOCIÉTÉS SANS BUT LUCRATIF

Les sociétés sans but lucratif peuvent revendiquer, sous forme d'aide, un montant analogue à celui accordé aux loueurs pour la réparation de logements familiaux. De plus, ces sociétés peuvent solliciter une aide visant à transformer des immeubles résidentiels existants en un plus grand nombre d'unités familiales ou en logements du genre pension ou résidence collective. Cette initiative a pour effet de fournir un plus grand nombre de logements de ce dernier genre dans des immeubles déjà existants.

Lorsqu'une aide financière sera accordée pour la création ou l'amélioration de logements du genre foyer ou résidence collective, elle équivaudra à \$1,000 par lit, dont \$500 pourront faire l'objet d'une remise.

ENTRETIEN DES PROPRIÉTÉS

Des prêts peuvent être consentis, dans le cadre de ce programme, à condition que les provinces ou les municipalités adoptent et mettent en vigueur des normes relatives à l'acquisition et à l'entretien des propriétés, pour empêcher que les propriétés en question ne retombent en décrépitude.

APPLICATION PRATIQUE DU PROGRAMME

Il est entendu que l'application pratique de ce programme se fera au niveau local et constituera une prérogative le plus souvent municipale. La SCHL fournira son assistance aux municipalités afin que ces dernières mettent en place les structures préliminaires de leur programme. Dans certains cas, les organismes administratifs les plus qualifiés peuvent être les sociétés provinciales de logement, les autorités régionales et les offices de planification ou autres groupements similaires.

RENSEIGNEMENTS SUPPLÉMENTAIRES

Pour obtenir plus de renseignements au sujet de ce programme, il suffit de s'adresser à tout bureau de la Société centrale d'hypothèques et de logement.

August, 1973

Août 1973



Central Mortgage
and Housing Corporation

Société centrale
d'hypothèques et de logement

NEW National Housing Act PROGRAMS

NOUVEAUX Loi nationale sur l'habitation PROGRAMMES

Assisted Home-Ownership Program

The Assisted Home-Ownership Program is aimed at helping lower income families with one or more dependent children become owners of new or existing housing. It will provide an alternative to renting; assist the building industry in producing low-priced housing through a continuing program, and support existing municipal and provincial assistance aimed at facilitating home-ownership. The program involves loans and grants by Central Mortgage and Housing Corporation under new Sections 34.15 and 34.16.

Assistance is provided in accordance with a graduated scale of adjusted family incomes. As family income decreases in the income scale, assistance increases progressively. Following interest rate adjustments down to CMHC's lowest rate, a maximum grant of \$300 per annum is available to make further reductions in monthly charges.

The objective is to enable families to own a house without spending more than 25% of their gross income in meeting the monthly costs of mortgage loan repayments and municipal taxes. Regular home-owner housing, housing built on leased land or condominium forms of housing all qualify under the program.

LOAN AND ASSISTANCE

The CMHC loan will be 95% of lending value, plus the mortgage insurance fee, and will require a minimum down payment of 5% of lending value, which may be in the form of cash, land, labor, provincial grant or any combination of the four. The loan will be for a five-year renewable term with amortization over 35 years. All mortgages will be written on these terms and at the interest rate for CMHC direct home-owner loans.

The federal assistance will be given to the family through their CMHC mortgage account, the monthly payment being reduced by the amount of the assistance.

Because housing costs vary from one area to another, the income levels at which assistance is provided will also be different by locality. Details may be obtained from local offices of CMHC but generally the program will serve families in the income range from \$6,000 to \$11,000 per annum.

Though not limited to a certain bedroom count, the accommodation contemplated will be modest in size and specifications. New construction must meet the minimum standards of the "Canadian Code for Residential Construction" while for existing housing the CMHC "Minimum Property Standards for Existing Residential Buildings" will apply.

Programme de prêts pour faciliter l'acquisition d'une maison

Ce programme a pour but d'aider les familles à revenu modeste ayant un ou plusieurs enfants à charge à devenir propriétaires d'un logement neuf ou existant. Il constitue une variante à la location, aide l'industrie de la construction à produire des logements économiques à un rythme continu et supplée l'aide municipale et provinciale orientée vers l'accès à la propriété. Un tel programme prévoit des prêts et des subventions consentis par la Société centrale d'hypothèques et de logement aux termes des nouveaux articles 34.15 et 34.16 de la Loi.

L'aide est dispensée suivant un barème basé sur le revenu familial redressé et est d'autant plus élevée que le revenu est bas à l'intérieur de ce barème. Après des redressements successifs du taux d'intérêt jusqu'au taux minimal de la Société, une subvention maximale supplémentaire de \$300 par année peut être versée à l'emprunteur afin de diminuer d'avantage les paiements mensuels.

L'objectif est de rendre possible pour les familles la possession d'une maison sans qu'elles aient à dépenser plus de 25 pour cent de leur revenu brut pour le remboursement mensuel du prêt hypothécaire et les taxes municipales. Aux termes du programme, cette aide peut être accordée pour des habitations occupées par leur propriétaire, des habitations construites sur des terrains loués ou des habitations en copropriété.

LES PRÊTS ET L'ASSISTANCE

Le prêt consenti par la Société pourra atteindre 95 pour cent de la valeur d'emprunt plus les frais d'assurance hypothécaire et nécessitera un premier paiement minimal de 5 pour cent de la valeur d'emprunt, qui peut revêtir la forme de liquidité, de terrain, de travail, de subvention provinciale ou d'une combinaison des quatre. Un tel prêt est renégociable tous les cinq ans avec amortissement après 35 ans. Tous les contrats hypothécaires seront rédigés dans ces termes et au taux d'intérêt appliqué par la Société aux prêts qu'elle consent directement aux propriétaires.

L'aide fédérale sera transmise aux familles en étant portée au crédit de leur compte hypothécaire avec la SCHL, la mensualité se trouvant diminuée du montant de la subvention.

En raison des disparités qui existent dans le prix du logement, d'une région à une autre, les niveaux de revenus donnant droit à une aide de cette nature varieront d'une localité à l'autre. Les détails relatifs à cette aide sont disponibles à tous les bureaux de la SCHL mais, d'une façon générale, les familles dont le revenu annuel se situe entre \$6,000 et \$11,000 pourront s'en prévaloir.

Le logement choisi, bien que ne se limitant pas à un nombre donné de chambres, devra cependant être de dimensions modestes et de conception simple. Les nouveaux logements devront être conformes aux normes énoncées dans le "Code canadien pour la construction résidentielle (1970)", alors que pour les immeubles existants, il faudra se conformer aux "Normes minimales de propriété pour les bâtiments résidentiels existants".

GROSS AND ADJUSTED INCOMES

Gross family income is the total income received by the principal wage earner and spouse not including such items as living out or travelling allowances, capital gains, family and youth allowances.

The adjusted family income is gross annual income less the earnings of a working spouse, up to a maximum of \$1,000 per annum, and \$300 for each dependent child. A dependent child is one who is under 18 years of age but attending an educational institution on a full time basis; or over 18 but, because of illness or disability, wholly dependent on the applicant for his livelihood.

INCOME REVIEW

A review of family income for the purpose of revising the applicable assistance level will be made only after the initial five years and at 2½-year intervals after that. On review the assistance may only be confirmed or decreased. It may not be increased.

RESALE

Each family will be given only one opportunity to buy under the assisted home-ownership program. A family that sells a house purchased under the program will not be eligible for a second loan. However, CMHC may enter into an agreement with the new purchaser should he be eligible under the program.

ADDITIONAL INFORMATION

Further details of the program may be obtained from local offices of CMHC.

REVENUS BRUTS ET REDRESSÉS

Le revenu familial brut comprend le salaire global perçu annuellement par le chef de famille et son conjoint, à l'exclusion des primes de déplacement ou de voyages, des gains de capital, des allocations familiales et autres allocations à la jeunesse.

Le revenu familial redressé est le revenu brut annuel diminué du montant que gagne le conjoint, s'il travaille, jusqu'à un maximum de \$1.000, et de \$300 pour chaque enfant à charge. Un enfant à charge doit avoir moins de 18 ans, plus de 18 ans mais poursuivre ses études de façon régulière ou plus de 18 ans mais être totalement à la charge de ses parents en raison de maladie ou d'incapacité.

ÉVALUATION DU REVENU

Une évaluation du revenu familial, en vue d'une modification éventuelle de l'assistance fournie, sera faite seulement après une période de cinq ans révolus et tous les trente mois par la suite. Il est à noter que l'assistance, si elle peut être alors maintenue ou diminuée, ne peut être augmentée.

REVENTE

Chaque famille ne peut bénéficier qu'une fois de l'assistance du programme de prêts pour faciliter l'acquisition d'une maison. Une famille qui décide de vendre une maison acquise grâce à ce programme ne pourra pas bénéficier une seconde fois de ce programme. Cependant, la SCHL peut conclure un accord avec le nouvel acquéreur, dans la mesure où il remplit les conditions nécessaires pour bénéficier du programme.

RENSEIGNEMENTS SUPPLÉMENTAIRES

Pour des renseignements supplémentaires au sujet de ce programme, il suffit de s'adresser à tout bureau de la Société centrale d'hypothèques et de logement.

August, 1973

Août 1973

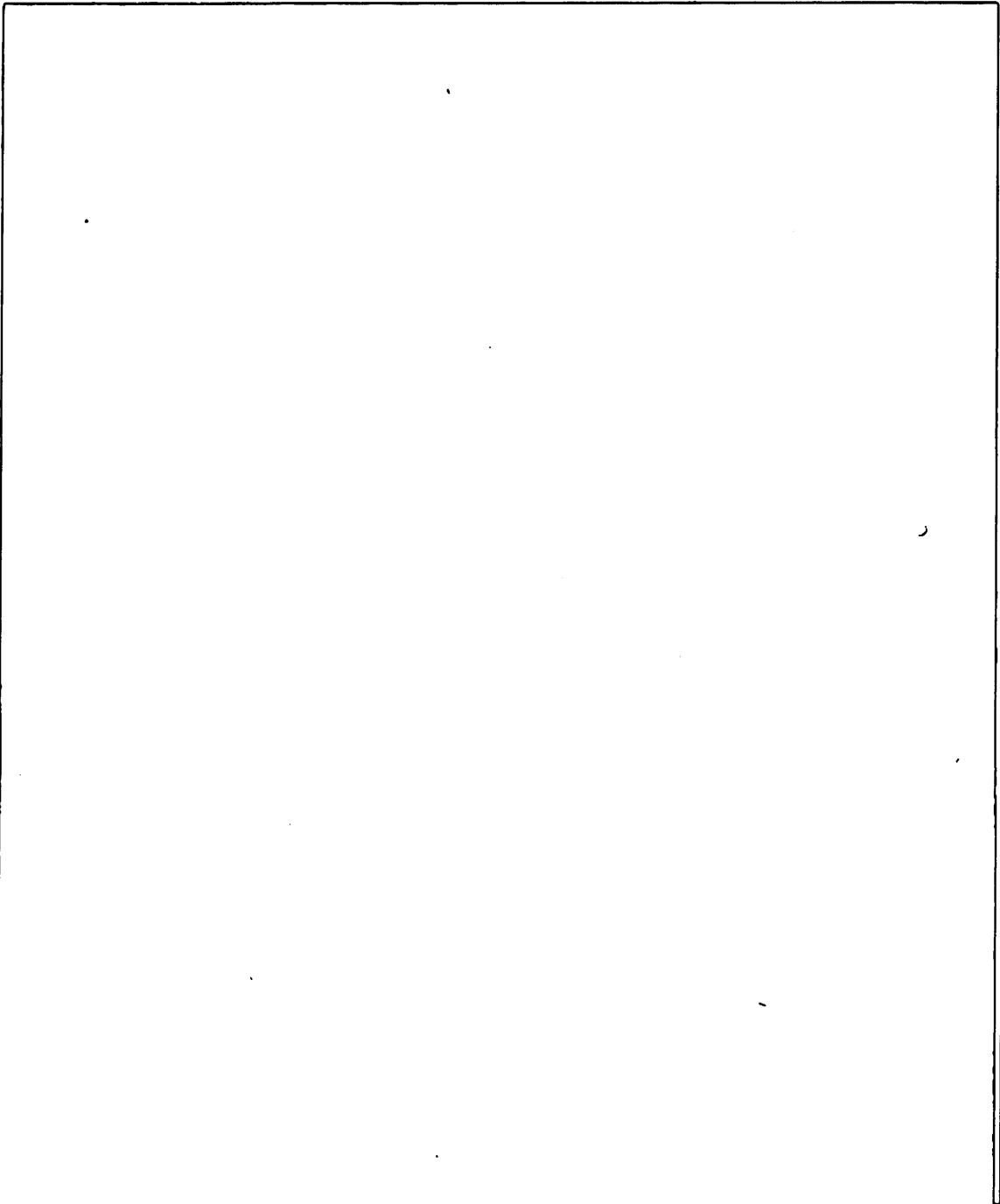


Central Mortgage
and Housing Corporation

Société centrale
d'hypothèques et de logement

APPENDIX NO. 3

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NORTHWEST TERRITORIES COUNCIL TASK FORCE ON HOUSING

REPORT

June, 1972

<i>Chairman</i>	—T. H. Butters
<i>Deputy Chairman</i>	—S. W. Hancock
<i>Members</i>	—W. Adams
	—E. M. R. Cotterill
	—W. Morgan
	—J. H. Parker
	—B. Pearson
	—Mrs. L. Pedersen
	—N. Sibbeston
	—L. R. Trimble
<i>Executive Secretary</i>	—R. S. McClure



**COUNCIL OF THE NORTHWEST TERRITORIES
CANADA**

LETTER OF TRANSMITTAL

***Stuart M. Hodgson,
Commissioner of the
Northwest Territories.***

Sir:

On behalf of the Northwest Territories Council Task Force on Housing, I have the honour to submit to you our Report.

Respectfully submitted,

Thomas H. Butters

***Thomas H. Butters,
Chairman.***

**THE NORTH IS A FRONTIER. IT IS A FRONTIER FOR BOTH
MEN AND IDEAS. THE FIRST PRIORITY FOR GOVERNMENT
IN THE NORTH SHOULD BE TO ENABLE ITS CITIZENS TO
SHELTER THEIR FAMILIES AND THEMSELVES IN SAFETY,
COMFORT AND DIGNITY.**

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FOREWORD

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The Northwest Territories Council Task Force on Housing was established as a result of a motion by Bryan Pearson, Member for the Eastern Arctic, who, on June 23, 1971 during the 45th Session of the N.W.T. Council, moved as follows:

"WHEREAS the Housing problem affecting the North is so complex;

AND WHEREAS the total resources of the Government will be required to study, discuss and develop meaningful solutions to this great problem;

NOW THEREFORE, I move that a Task Force on Housing be formed consisting of the Council Committee on Housing, plus officials of the Government to be appointed by the Commissioner."

Northwest Territories Commissioner Stuart M. Hodgson appointed a ten member N.W.T. Housing Task Force comprised of seven Members of Council—W. Adams, T. Butters, J. Parker, B. Pearson, L. Pedersen, N. Sibbeston and L. Trimble; three senior administrative officers of the Government of the Northwest Territories—E. M. R. Cotterill, Director of the Executive Secretariat, S. W. Hancock, Director, Department of Local Government and W. Morgan, Director, Department of Public Works.

The Task Force convened initially on November 2nd, 1971, and elected Thomas H. Butters, Chairman, and S. W. Hancock, Deputy Chairman. Roy S. McClure was appointed Executive Secretary.

INTRODUCTION

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The pace of development in the Northwest Territories in all its aspects—economic, social and political—is quickening.

Natural gas in commercial quantities has been found in the Mackenzie Delta. Prime Minister Trudeau recently announced the construction of an all-weather highway to the polar sea. More and more Federal programs have been turned over to the Government of the Northwest Territories which has, in turn, passed more responsibility down to municipal government in the communities.

Basic to all development, whether economic, social or political must be the availability of adequate, reasonably priced and serviced housing.

During 1965, the Federal Government, recognizing that fact, approved a five-year rental housing program designed to offer adequate living accommodation to Eskimo residents of the N.W.T.

In 1968, the program was extended to include Indian residents of the N.W.T. The Treasury Board Minute establishing this change referred to the program as a major step toward the goal of integrating all housing programs in the north along non-ethnic lines.

In instituting the program, Federal authorities recognized that housing available to Eskimo people in 1965 had:

"fallen far below the standards recommended by the Department of National Health and Welfare and indeed have kept the families in such crowded conditions that it has been impossible for the children to do adequate home study and, therefore, to compete on reasonable terms with their fellow white students. These same crowded conditions also serve to perpetuate the high disease and mortality rates prevalent among the Eskimos. The high cost of dealing with disease is alone sufficient reason to be concerned about the housing problem."

—Treasury Board Minute 646089

The program, called the Northern Rental Housing Program, provided for 1,558 three-bedroom houses to be built in 43 northern settlements by 1973. At the close of the 1971 construction year, 1,378 houses had been built under the program. Even with the program spanning the Arctic from east to west and extending up the Mackenzie River to Great Slave Lake, still the demand outpaced the builders.

In his statement to the Northwest Territories Council, November, 1969, concerning development of Government in the N.W.T., The Honourable Jean Chretien, Minister of Indian Affairs and Northern Development, called for a concerted effort for Government in the north to tackle the "real problems that confront people today . . . such problems as health, hous-

ing, roads, education, jobs, economic development and a healthy environment." The N.W.T. Council Task Force on Housing has taken up that challenge—believing that their recommendations will solve basic housing problems and allow northern people to more fully participate in the control of their own destiny.

MAJOR RECOMMENDATIONS

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The Task Force recommends that:

1) the responsibility for all housing programs be placed under the control and policy direction of the Government of the Northwest Territories.

2) a Northwest Territories Housing Corporation be established and headquartered at Yellowknife, to create, co-ordinate and give direction to housing programs, based on need, environment, and research, so as to make available an adequate standard of housing to all residents of the Northwest Territories.

3) incentive programs be developed to encourage and facilitate home ownership.

4) the Government of the Northwest Territories subsidize to a base rate the cost of domestic utilities in areas of the Northwest Territories where these rates are excessive.

In putting forth these recommendations the Task Force emphasizes that any programs developed must be based upon making available the opportunity and method through which an individual may own his home rather than being locked into a rental program.

The Task Force has conceived the program with the understanding that the concepts are primarily dependent upon the cost of utilities and services to the consumer being set at rates within the financial means of most Northern residents and more compatible with the Canadian norm. It is emphasized that rent should be kept separate from the cost of services and utilities. The Task Force also stresses that the equalization of services and utilities costs to the consumer is the keystone towards home ownership in most northern communities.

Due to the inability to purchase furnishings locally and the ever-increasing cost of transportation, a short term loan for the purchase of basic furnishings, based on requirement, should be incorporated into the program. Where such a loan was approved, repayment would be included into the first few years' amortization structure. Thereafter, payments would revert to the base amortization figure, plus taxes and insurance.

Because of the extremely high costs of construction and transportation experienced in the North, a grant to offset a portion of this added expense is a necessary ingredient of a program to compliment home ownership.

CONTROL OF HOUSING PROGRAMS

- 1) *the responsibility for all housing programs be placed under the control and policy direction of the Government of the Northwest Territories.*

On September 18, 1967, Commissioner Stuart M. Hodgson and the Government of the Northwest Territories transferred to Yellowknife to establish their administration within the N.W.T., in keeping with the promise of The Honourable Arthur Laing, then Minister of Indian Affairs and Northern Development, to "bring government closer to the people."

The Honourable Jean Chrétien, Minister of Indian Affairs and Northern Development, speaking to the Council of the Northwest Territories during 1968, stated that the move of the Territorial Administration to the Northwest Territories was:

... "the first time in Canadian history that such a massive transfer of administrative functions from one level of government to another and from a well-established centre of government to a totally new setting has been accomplished in such a short period of time.

This enormous task has involved the creation of a greatly expanded Territorial administration; the phasing out of a whole branch of the Federal Government; and at the same time, the maintenance and indeed, expansion of the quality and scope of Government programs and services."

Major people-oriented, provincial-type programs, such as Education and Local Government, have now entirely been turned over to the Territorial Government. Still to be transferred is the matter of policy and direction of the Northern Rental Housing Program which now boasts an inventory of 2,200 units.

The Government of the Northwest Territories now has administrative responsibility for this entire program; however, the overall policy is determined by the Federal Government. The Territorial Government has very little input into budgeting requirements which are funded outside the Federal-Territorial Financial Agreement; the Territorial Council does not have the opportunity to review the budget; and the Federal Government makes the final decision on allocation of housing units.

The Task Force, in agreement with Council's motion number 20-44 at the 44th Session, recommends that control of the Northern Rental Housing Program be transferred to the Government of the North-

west Territories so that experience gained in the administration of this program may determine the policy.

Consolidation of all housing programs in the N.W.T. requires that the control of the Northern Rental Housing Program must be transferred to the Territorial Government. This is a necessary pre-requisite to the establishment of the N.W.T. Housing Corporation.

The Task Force highly commends the Department of Indian Affairs and Northern Development for their endeavors and recognizes the significant progress and change in housing conditions which their program has accomplished to the benefit of the indigenous people of the Northwest Territories in health and general comfort.

NORTHWEST TERRITORIES HOUSING CORPORATION

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- 2) *a Northwest Territories Housing Corporation be established and headquartered at Yellowknife, to create, co-ordinate and give direction to housing programs based on need, environment and research, so as to make available an adequate standard of housing to all residents of the Northwest Territories.*

At present, there are within the structure of the Territorial Government FIVE DEPARTMENTS involved in various housing programs. Delegation of responsibilities to numerous departments and agencies has proven beyond doubt to be an uneconomical and inefficient process to deal with the need, supply, and operation of housing programs. The number of man hours apportioned to inter-departmental communication, not to mention the personnel required to carry out the basic administrative functions, is time consuming. Difficulties in co-ordination also lead to confusion.

The present system of funding on the fiscal year basis lacks flexibility, particularly where cost sharing partnership projects are involved such as Public Housing, Senior Citizens' Accommodation, etc. Estimates are prepared one year in advance and it is difficult to forecast the timeframe of construction in the Arctic where technical research is crucial and transportation and the elements are somewhat unpredictable.

To overcome this present unwieldy structure it is apparent that the Government of the Northwest Territories should bring together, in a clearly defined framework, all required disciplines, expertise and resources which would be responsible for the research, supply, program development and establishment of sound housing policies in line with the cultural, environmental and housing needs of the people of the N.W.T.

Throughout the provinces there are three types of agencies administering government housing programs:

- A. Government Departments
- B. Housing Commissions
- C. Housing Corporations

A comparison of the three structures follows.

A. Government Departments

British Columbia and Saskatchewan are the only provinces which have remained with the departmental administrative structure. In both cases the Departments of Municipal Affairs are the responsible co-ordinators for housing. The Departmental system is de-

pendent upon Municipal Government or the Federal Housing Agency, Central Mortgage and Housing Corporation, to administer the majority of housing programs. The role played by the provincial departments is one of being a financial administrative partner.

Development of programs is left to the municipalities or the private sector. Funding is provided through the Provincial Treasurer after approval of projects by the Cabinet.

It could be argued that there should be within the Government structure a Department of Housing. However, after researching the progress of the various Provincial Housing Organizations, it is evident that such Departments were set up, and, in most instances, they have been found to be cumbersome due to overlapping and fragmentation of roles and responsibilities.

B. Housing Commissions

For the past thirty-five years the Province of Nova Scotia has made use of a Housing Commission and is the only Province with a Commission-type agency.

Fundamentally the Commission structure is similar to that of a Corporation but the Commission is restricted in that it does not have as great a degree of financial flexibility. The functions of its Executive Committee are slightly different from those of a Corporation Board of Directors in that they have limited powers and simply provide an advice function to the Minister in charge of Housing. While the Commission has complete control of its operating funds, capital funds are disbursed through the Provincial Treasurer. The desirable feature of this structure is that one agency deals solely in the programming, design and construction of all types of housing.

C. Housing Corporations

During the past seven years, and particularly since 1967, several provinces have established Crown Housing Corporations. At present these Corporations are operating in Ontario, Manitoba, Alberta, Quebec, New Brunswick, Prince Edward Island, and Newfoundland.

The most recent Government to establish a corporate structure has been the Government of the Yukon Territory. Commissioner James Smith gave assent to the creation of the Yukon Housing Corporation during March 1972. At the writing of this report the Corporation had not instituted formal operations; however, such operational endeavors are underway. The Yukon Corporation has

adopted a unique approach to the representation on the Board of Directors in that all Board Members are to be appointed from the Private Sector.

The history of the development of Housing Corporations exemplifies the need and value of such organizations. Basically, the roles and responsibilities of these Corporations are to administer all housing projects and programs as they relate to social and economic development, whether such development is fostered through the Federal Government, the Province or Territory, Central Mortgage and Housing Corporation, or the private sector involved in housing development.

Primarily, however, the Crown Housing Corporations evolved to bring about the development of all forms of housing and to establish under one agency the control and co-ordination of such housing developments. Such Corporations have been able to discourage, to a degree, exploitation in the housing field and to establish more realistic costs which give all persons the opportunity to gain adequate accommodation based on their needs and ability to pay. Under this structure a government, through its Cabinet, retains the necessary degree of control to ensure that their housing policies are followed. Within this control are the freedoms and flexibilities to properly carry out these policies. It has the advantages and efficiencies of a corporate structure while remaining subject to government policy.

The Task Force has concluded that a Housing Corporation will be the most effective means of meeting all required disciplines and providing the expertise and resources necessary to recommend the policy and carry out administration of housing programs in the Northwest Territories.

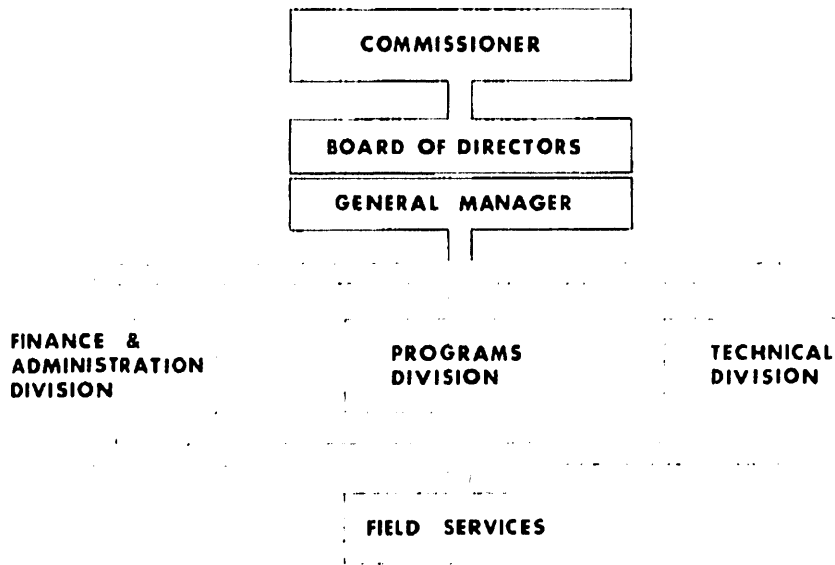
Northwest Territories Housing Corporation Structure

The Task Force recommends that the Northwest Territories Housing Corporation should have a Board of Directors comprised of a total of seven Directors, consisting of two members of the Territorial Council, two from the private sector, two from the Territorial Government Administration, and the General Manager.

The Committee agreed that the Corporation should be vested with the authority to hold land; the staff of the Corporation should be Territorial Government Public Servants; and until the Commissioner and Council approve expansion of the organization, existing forces in other sectors of the Territorial Government should be utilized.

Following the transfer of responsibility for the Northern Rental Housing Program to the Government of the Northwest Territories, the Federal personnel presently engaged in the administration of this program should be given the opportunity to become employees of the Corporation.

The following organizational chart indicates the structure of the Northwest Territories Housing Corporation.



NORTHWEST TERRITORIES HOUSING CORPORATION

HOME OWNERSHIP INCENTIVE PROGRAMS

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3) incentive programs be developed to encourage and facilitate home ownership.

As Federal Government services were expanded in the Northwest Territories, following the creation of the Department of Northern Affairs and National Resources, the provision of adequate shelter for northern peoples became an early priority of Federal planners.

Between 1956 and 1965 the Government constructed more than 1200 one-room houses across the North, and through various purchase programs offered assistance to Eskimos to buy them. But this was not enough. A government housing survey in 1964-65 showed that the majority of Eskimo families were living in hopelessly overcrowded dwellings. The cost of new houses was more than most could afford. The survey emphasized the urgent need for 1600 new units. Equally important, it was recognized that the manner in which these houses were supplied would test the sensitivity of government—the move from the accommodation of the past, whether igloo, tent or overcrowded house, into a relatively spacious serviced house was the transition into a new way of life.

On justifying the Northern Rental Housing Program to the Treasury Board, Federal planners wrote, in part:

“. . . the present program pre-supposed that large numbers of Eskimos could afford not only to buy houses but to heat and otherwise service them. In practice, this has proved generally impossible. Very few Eskimos have been able to pay more than a small down payment and very large numbers have had to have continuing assistance toward the cost of heating and servicing.

In essence, therefore, the present program falls seriously short in that it is moving too slowly, it is providing too small houses to meet family needs, and does not ensure that Eskimo families have available to them at a cost they can afford the minimum shelter and services required."

While meeting the immediate needs of Eskimo families by making "available to them at a cost they can afford the minimum shelter and services required", Federal planners did not lose sight of the benefits to be derived from home ownership and the provision of incentives to residents to build and maintain their own home.

The Treasury Board minutes noted:

"One of the goals the Department will be working toward is that of home ownership. To provide incentive to the Eskimo to pay the rent and to maintain his residence, part of the payments

for rent or maintenance may be regarded as credits toward the purchase of the home."

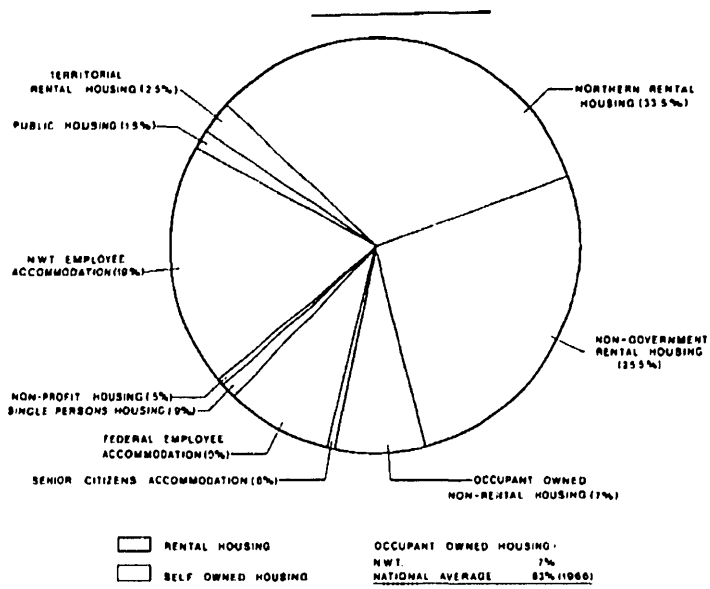
The Northern Rental Housing Program has now been in operation for seven years and it is the considered opinion of the Task Force that the time is now appropriate to move into home ownership programs.

Since 1965, marked changes in the pace of economic development have taken place in the Northwest Territories. Increasing numbers of native people, as a result of both increasingly effective educational programs and accelerated economic activity in the north, have through participation in wage employment, found home ownership a possible and desirable objective.

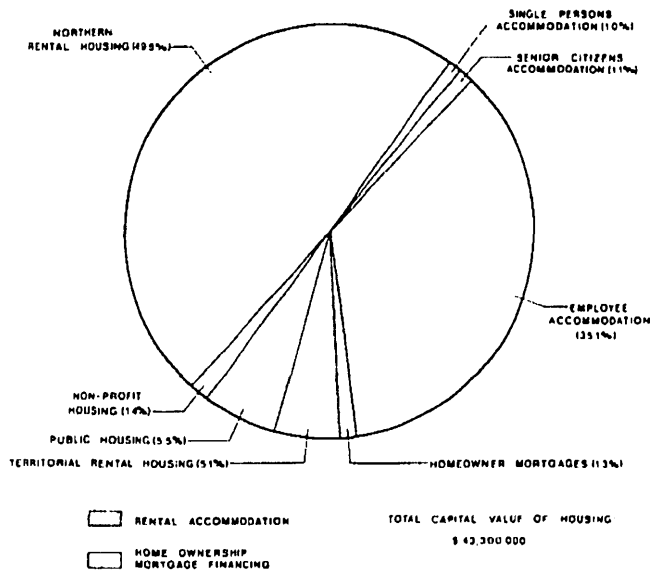
Recognizing the changing conditions in the Territories and the rising expectation of northern peoples, the N.W.T. Council Housing Task Force emphasizes the need for incentives and encouragement to those northerners wishing, either collectively or individually, to plan, construct and occupy their own homes.

While emphasizing the development and encouragement of a home ownership program, the Task Force recognizes that there will be a continuing need for rental housing programs in the N.W.T. Such rental programs, as envisaged by the Task Force, will complement the proposed home ownership incentive programs.

COMPARATIVE ANALYSIS OF HOUSING STOCK



**COMPARATIVE ANALYSIS OF CAPITAL INVESTMENT
N.W.T. GOVERNMENT ALL HOUSING PROGRAMS**

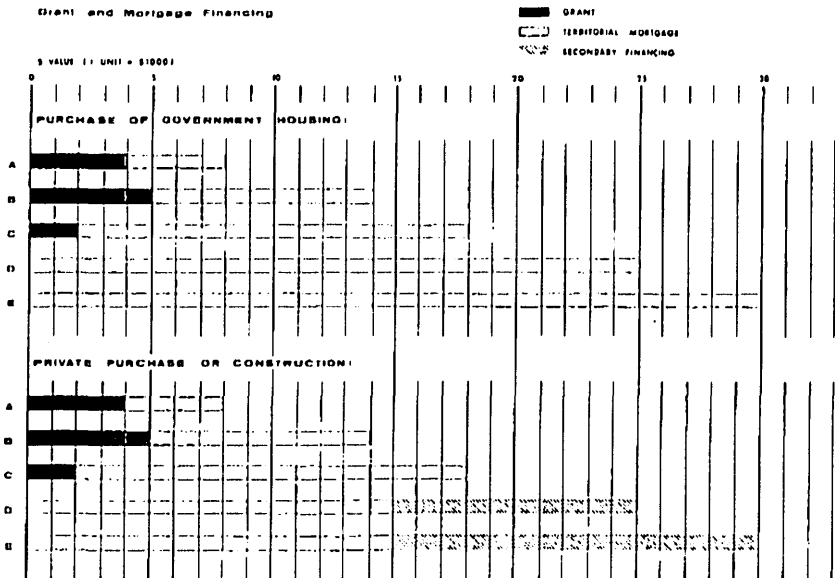


TOTAL CAPITAL VALUE OF HOUSING
\$ 42,300,000

A. HOME OWNERSHIP ASSISTANCE GRANT
Grant Structure

A grant of up to \$5,000 should be made available for the construction, purchase or acquisition of a house. The maximum grant will apply to units valued between \$10,000 and \$15,000. Where the cost of the unit is less than \$10,000, the grant will be calculated at fifty percent of value. Where the cost of the unit exceeds \$15,000 the grant allowable will decrease at one dollar for each dollar increase in capital cost. Where the value of the unit exceeds \$20,000, the grant will not be applicable.

Examples	Cost or Value	Grant	Mortgage
	\$ 7,500	\$3,750	\$ 3,750
	\$ 9,800	\$4,900	\$ 4,900
	\$15,000	\$5,000	\$10,000
	\$15,788	\$4,212	\$11,576
	\$17,802	\$2,198	\$15,604
	\$19,900	\$ 100	\$19,800



Application of the Grant

The maximum grant will be available on a "once in a lifetime" basis to any resident of the N.W.T. who constructs, purchases, or acquires by mortgage or occupies a house under a lease-purchase option. Referring to the Northern Rental Program, it is envisaged that the proposed grant will replace the earned credit features originally established.

In order to receive the grant, the size and type of house constructed must generally be of similar standard as those of the locale or community in which the unit is erected. Notwithstanding this policy, the design and construction must comply with minimum building standards laid down by the Government of the Northwest Territories.

To preclude speculation, the grant will be earned in equal yearly amounts over a five year period of occupancy.

Should the unit be sold or the mortgage assigned to an individual who is not eligible for the grant, the outstanding balance of the grant will become due and payable.

In the case of a mortgage, title would be in the name of the Mortgagor and properly secured. In the case of a lease-purchase arrangement, title would be transferred to the purchaser at the time the unit is fully paid for. As in any normal direct lending process, interim financing and advances on progress would be made available to allow the applicant to acquire a housing package or materials, i.e. logs if desirable, in order to begin construction. When final costs are determined, the actual grant allowable will be calculated as described and the mortgage or repayment figure will be determined.

Financing

The grant funds should be obtained through the Department of Indian Affairs and Northern Development. It is proposed that these funds would be provided for through the deficit grants for capital or operations and maintenance under the Federal-Territorial financial agreement. Forecasted costs are shown in the chapter on Financial Implications.

B. MORTGAGE PROGRAM

The Task Force recommends that the present Northwest Territories Low Cost Housing Mortgage Program be revised and extended so as to facilitate private home purchase or construction. The present second mortgage will be replaced by the home ownership grant.

The maximum loan available will be \$15,000 and bear interest at the current rate of interest in effect at the time the loan is approved. No down payment will be required and consideration will be given to the applicant's contribution of such things as labour and materials.

Under general terms the applicant would be the holder of title to the land on which the unit is to be constructed or be in possession of a lease, the term of which is not less than five years beyond the term of the mortgage. Consideration would also be given to allow for the incorporation of the cost of land into the loan providing that the total cost of the land and the unit to be constructed or purchased is not more than the maximum loan and grant allowable.

Security for the loan would be established by registering the mortgage against title or lease.

Eligibility for Mortgage

So as not to conflict with mortgage lending programs through means of the National Housing Act, eligibility will be dependant upon the income level of the applicant, the estimated cost of the unit and the locale in which the unit is to be constructed. The program is mainly directed towards those in the lower income level, who, notwithstanding existing Central Mortgage and Housing Corporation programs, are unable to arrange financing through private lenders.

Financing of Mortgage Program

Funds would be acquired through Central Mortgage and Housing Corporation by special agreement and/or through the Department of Indian Affairs and Northern Development. Negotiations are presently underway with Central Mortgage and Housing Corporation respecting minimum building standards as they apply to northern conditions in order to allow Northwest Territories residents to build or purchase homes of similar standards as those being constructed under the present Territorial Rental Housing Program. Estimated costs are shown under the chapter dealing with Financial Implications.

C. SALE AND LEASE OF GOVERNMENT OWNED HOUSING

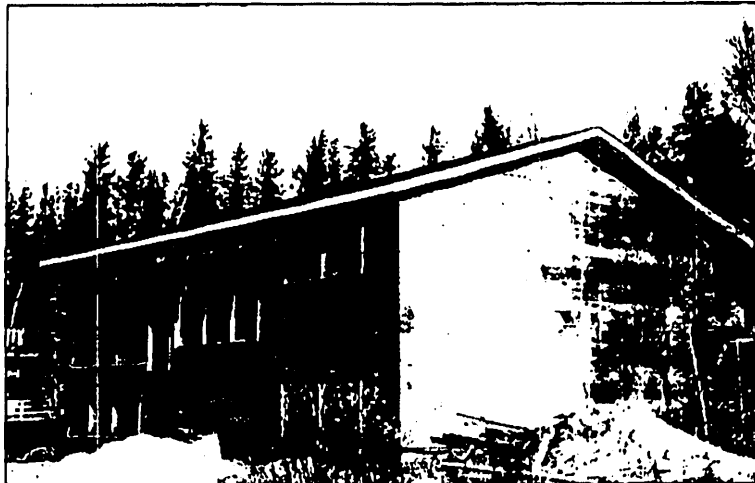
This area of the program will apply to all present dwellings on inventory of the Northwest Territories Government Staff Housing, Territorial Rental Housing and Northern Rental Housing. The purpose in making these dwellings available for sale is to stabilize and render rentals more equitable, make available the opportunity for all residents to share greater responsibility towards their personal destiny through the vehicle of home ownership and provide the means through which government employees may establish firm roots in the Territories.

Application of Program

Units will be offered for sale on a Lease-Purchase Option Agreement. Each unit, including land costs, will be appraised as to value. Rental, or more properly amortization, will be assessed at 10% per annum of appraised value plus taxes and insurance. No interest will be charged and the unit can be paid for over a period of ten years. Should the sum of principal, taxes and insurance be in excess of 25% of bread-winner income, the amortization period may be extended up to a maximum of fifteen years. The purchase-option may be exercised after five years continuous occupancy. However, title will not be transferred until the unit is paid for. Where applicable, Home Ownership Assistance Grants will be made available.

Examples

1. Appraised value of unit	\$ 8,000.00
Grant—50% of \$8,000.00	\$ 4,000.00
Balance to pay	\$ 4,000.00
Annual Rental/amortization @ 10%	\$ 400.00
Monthly Payment (not inc. of taxes, insurance, and utilities)	\$ 33.33



A self-designed and constructed three bedroom single family dwelling, financed under the Territorial Low Cost Housing Mortgage Program.

2. Appraised value of unit	\$14,000.00
Grant	\$ 5,000.00
Balance to pay	\$ 9,000.00
Annual Rental/amortization @ 10%	\$ 900.00
Monthly Payment (not inc. of taxes, insurance, and utilities)	\$ 75.00
3. Appraised value of unit	\$18,000.00
Grant	\$ 2,000.00
Balance to pay	\$16,000.00
Annual Rental/amortization @ 10%	\$ 1,600.00
Monthly Payment (not inc. of taxes, insurance, and utilities)	\$ 133.33
4. Appraised value of unit	\$25,000.00
Grant	NIL
Balance to pay	\$25,000.00
Annual Rental/amortization @ 10%	\$ 2,500.00
Monthly Payment (not inc. of taxes, insurance, and utilities)	\$ 208.33

Should the lessee find it necessary to quit the premises at any time during the first five years occupancy and take up residence at some other location within the Northwest Territories, equity would be transferable at 100% less any decrease in appraised value of the unit AND ONLY if the family enters into the purchase of another dwelling.

Should the occupant leave the Northwest Territories, equity will be converted at rates compatible with those which would be applied under standard mortgage practices and as if interest at the current national interest rate was being charged. Under this circumstance all of the earned grant would be forfeited; however, the unit will be re-appraised and the lessee will be eligible for reimbursement of the cost of any improvements which have increased the value of the property.

Any unit which is vacated will be re-appraised as to current value and new rental-amortization will be assessed, calculated on the current appraised value figure.

Where a lessee has exercised the Purchase Option and subsequently wishes to vacate the premises prior to the purchase price being paid in full, the Government of the N.W.T. will reserve the right to buy-back on a first refusal basis or dispose of the property by any one of three methods:

- 1) If the current appraised value is more than the original purchase price, the Government could pay out the equity **plus** the difference between the original purchase price and the current appraised value;

- 2) The Government could accept payment of the unpaid balance and transfer title; or
- 3) If the current appraised value is less than the original purchase price, the Government could pay out the equity less the difference between the original purchase price and the current appraised value.

In each case the lessee would have the right to appoint an independent accredited appraiser.

It is foreseeable that some families who take advantage of this program will temporarily fall into financial difficulties. Those families who cannot meet the cost of amortization, taxes, insurance, utilities or upkeep will make use of Social Assistance. However, should such assistance be required over a prolonged period of time the occupant would be considered to be renting and no equity would accrue from the payments made from social capital.

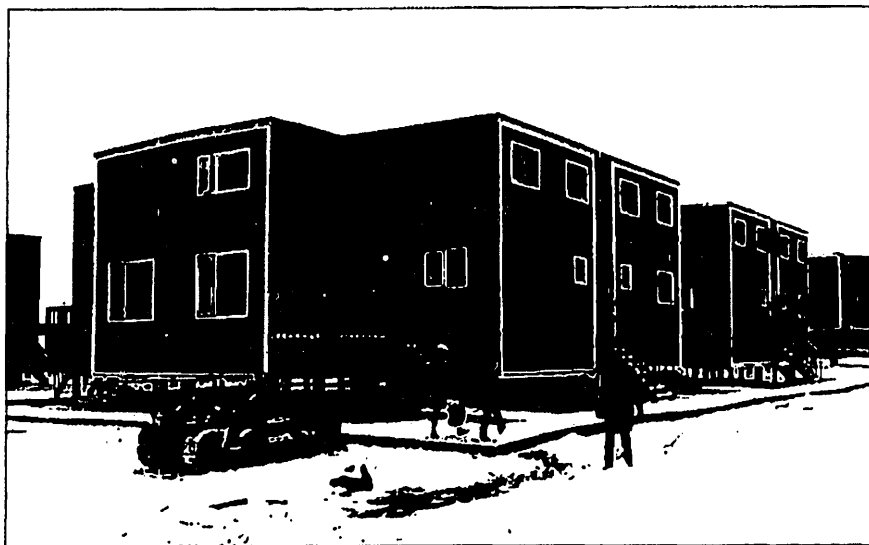
D. RENTAL PROGRAM

There will continually be a number of individuals and family groups, who, because of economic burden or limited earning power, cannot enjoy home ownership. Therefore a rental program must continue; however, the Task Force recommends that where programs are utilized which incorporate a "rent to income" principle, rentals charged should be on one basic open-ended, sliding scale which takes into consideration the cost of living in the North. There are presently discrepancies between rents assessed in National Housing Act Public Housing and in the Northern Rental Housing Program. For example, Public Housing rentals are based on an open-ended sliding scale from 16% to 25% of family income, whereas Northern Housing rentals are based on 20% of breadwinner income to a maximum payment of \$100. These different practices are resulting in severe conflicts at the community level.

Under an open-ended "rent to income" sliding scale, an individual, as his economic situation improves, will reach a point where the rent that he must pay will exceed the total cost of principal, interest, taxes, insurance, maintenance and utilities that he would normally pay if he owned his own home. Considering the proposed grants and the mortgage or lease-purchase features, it will be to his economic advantage to enter into home ownership.

E. SPECIAL PROGRAMS

The Government of the Northwest Territories will continue to take advantage and make use of present National Housing Act Programs financed through Central Mortgage and Housing Corporation for the establishment of Senior Citizens' and Single Persons' accommodations. Negotiations will continue with the Federal Housing Agency for other programs as and when circumstances dictate.



A Federal-Territorial public housing project in Inuvik.

EQUALIZATION OF UTILITIES

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- 4) *the Government of the Northwest Territories subsidize to a base rate the cost of domestic utilities in areas of the Northwest Territories where these rates are excessive.*

With the exception of communities on the Mackenzie Highway System, most locations in the Northwest Territories experience costs of basic utilities much in excess of those which could be afforded by the average home-owner. These costs are a result of the tremendous transportation problems as well as the lack of the natural economies accruing to large communities.

The Task Force recognizes that a realistic program of home ownership requires that the cost of services, domestic water, the removal of sewage-garbage and the provision of fuel oil and electricity must be within the financial capabilities of all home-owners.

Also, research has concluded that the consumption of electricity for an average three-bedroom staff housing unit where utilities are provided is 16,000 KWH per annum, compared to 9,000 KWH average consumption in a similar unit where utilities are paid for by the occupant. In order to change the general disregard for economical consumption on the part of those presently not paying directly for these services, the Task Force proposes that all tenants occupying government rental houses pay for all their utilities and tenants occupying government apartments pay for their electricity. To accomplish this end, the rates charged for these utilities must be reasonable.

This policy would assist the private householder and place him on an equal basis as those presently in heavily subsidized government rental programs.

Fuel Oil and Electricity Equalization

With regard to the cost for domestic fuel oil and electricity the Task Force recommends that the Territorial Government subsidize the maximum rates charged to 35 cents per gallon and 4.5 cents per kilowatt hour. The two major factors involved in the eventual cost to the Territorial Government of such a program are the cost of subsidizing present private domestic consumers and the decrease in consumption by those who would now have to start paying. The following table depicts what this subsidy would have cost had it been instituted last year as well as an estimate of the savings which would accrue next year due to those financially able paying for these two commodities.

Statistics were gathered from all communities in the Territories regarding the electrical and fuel oil consumption of all housing units. Where the costs were not established by private agents the cost of

delivered fuel oil was arrived at by investigating the various components such as base cost, transportation costs, labour costs, storage costs and vehicle costs. The cost of electrical power production was arrived at through a similar method.

TABLE

Commu

Aklavik
Arctic Bay
Arctic Red I
Baker Lake
Belcher Isla
Broughton I
Cambridge
Cape Dorset
Chesterfield
Clyde River
Coppermine
Coral Harbo
Eskimo Poi
Fort Frankl
Fort Good I
Fort McPhe
Fort Norma
Fort Provid
Fort Simpsc
Frobisher B
Gjoa Haven
Grise Fiord
Hall Beach
Holman Isla
Igloodik
Inuvik
Lake Harbo
Norman We
Pangnirtung
Pelly Bay
Pond Inlet
Port Burwel
Rae-Edzo
Rankin Inle
Repulse Ba
Resolute Ba
Sachs Harb
Spence Bay
Tuktoyaktul
Whale Cove
Wrigley
Enterprise
Fort Resolu
Fort Smith
Hay River
Pine Point

Other Factors

It is conceivable that the lowering of the rates for domestic fuel oil and electricity will cause an increase in the amounts used by the private consumer. This will have a minimal effect on the cost of a fuel subsidy due to the low amount of subsidy in most cases and the fact that most private houses are presently being kept comfortably warm. Private electrical consumption would probably increase substantially in most communities due to the 63% reduction in the cost of power. This will not have a major effect on the cost of the electrical subsidy since the communities having large numbers of private consumers also will have much smaller subsidies due to a lower cost of electrical production.

In many of the settlements of the Mackenzie large numbers of the private consumers are receiving at various times Social Assistance towards their fuel oil and electricity costs. Since this amounts to an already existing cost to government this would tend to decrease the new costs shown under FUEL and ELECTRICAL SUBSIDIES in the previous table.

Since all people renting government homes in the N.W.T. will be paying the full cost of their utilities it is to be expected that a large number would find it necessary to rely on Social Assistance to meet these costs. This is not an increase in costs to the government since we are presently paying for these services through subsidized rentals. The situation has developed, however, to the point where few people are aware of the actual cost of their utilities. It would be expected that the realization of the direct relationship between unnecessary consumption and increased cost would cause a decrease in fuel oil and electrical consumption. This would result in further savings to the government.

In comparing these two major factors, the savings in the first year would outweigh the added costs by at least \$135,000. The other minor factors, which to an extent cancel each other out, would, if anything, increase the savings. A significant increase in the cost of fuel oil in 1972 will cause the subsidy to naturally increase but, due to a substantially larger number of "new paying" as opposed to "private" consumers, this added cost will be more felt in the savings due to decreases in consumption.

Water and Sanitation

The Task Force recommends that where water is delivered by vehicle the consumer should pay five dollars per month for up to 800 gallons, an additional five dollars for the next 400 gallons and the economic rate for that amount in excess of 1200 gallons. If sewage pump-out is required, the householder would pay five dollars per month for the first 1200 gallons removed and the economic rate for any additional pump-out required.

FINANCIAL IMPLICATIONS

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The Task Force has projected a five-year financial forecast which indicates that following the implementation of recommended programs the total net savings over a five-year period would be an estimated \$1,293,100.

FIVE YEAR FORECAST SUMMARY

(The explanations for this forecast are contained in the following pages.)

Costs

	73-74 \$	74-75 \$	75-76 \$	76-77 \$	77-78 \$
A. Home Ownership Assistance Grant	200,000	200,000	150,000	150,000	150,000
B. Low Cost Mortgage Program	336,000	372,000	296,000	320,000	444,000
C. 1 Sale of N/T. R.H.P. Units	620,000	585,000	520,000	580,000	485,000
C. 2 Sale of Employee Accommodation	203,200	239,400	275,200	311,000	331,400
D. Equalization of Utilities	<u>131,300</u>	<u>144,400</u>	<u>158,800</u>	<u>174,700</u>	<u>192,200</u>
Total Costs	1,490,500	1,540,800	1,400,000	1,535,700	1,602,600

Savings

	73-74 \$	74-75 \$	75-76 \$	76-77 \$	77-78 \$
A. Home Ownership Assistance Grant	—	—	—	—	—
B. Low Cost Mortgage Program	484,200	548,400	451,200	494,000	536,800
C. 1 Sale of N/T. R.H.P. Units	190,000	332,500	427,500	522,000	570,000
C. 2 Sale of Employee Accommodation	336,000	461,000	546,000	630,000	672,400
D. Equalization of Utilities	<u>300,700</u>	<u>315,000</u>	<u>331,000</u>	<u>348,000</u>	<u>366,000</u>
Total Savings	<u>1,310,900</u>	<u>1,656,900</u>	<u>1,755,700</u>	<u>1,994,000</u>	<u>2,145,200</u>
Net (Costs)	\$179,600				
Net (Savings)		\$116,100	\$355,700	\$458,300	\$542,600
			TOTAL NET SAVINGS		<u>\$1,293,100</u>

A. HOME OWNERSHIP ASSISTANCE GRANT

1) Mortgage Financing Obtained from Private Lenders

The following table accounts for the grant funds required for persons constructing homes who obtain financing through other than Territorial Government sources. Statistics have been received from Central Mortgage and Housing Corporation on new housing starts in the Northwest Territories during 1971. Based on these facts it is estimated that twenty-five grants will be required during 1972-73 and during each subsequent year. Due to the high cost of units normally constructed using approved lender financing, the grant funds advanced will probably average \$2,000 per unit.

Year	No. of Grants	Value of Grants	Net Cost
73-74	25	\$50,000	\$50,000
74-75	25	50,000	50,000
75-76	25	50,000	50,000
76-77	25	50,000	50,000
77-78	25	50,000	50,000
		Total Cost	<u>\$250,000</u>

2) Mortgage Financing Obtained from Territorial Government

The costs of grants obtained by those constructing homes under the Territorial Government mortgage program are included in the financial breakdown of the mortgage program.

B. MORTGAGE PROGRAM

At least 1200 new units are required during the next five years to meet the housing needs of the Northwest Territories. This figure is considered low. If a complete livability audit on all units taken on to the program were to be undertaken, the majority of these units would be condemned.

Approximately fifteen percent of those persons presently occupying rental housing, excluding staff housing, are paying maximum rental and therefore capable of home ownership. Using this same percentage it is estimated that there will be a requirement for 130 mortgages during the next five years.

In all probability the value of the unit constructed will be between ten and fifteen thousand dollars. Therefore, a maximum grant of \$5,000 has been provided for in all cases.

Year	No. of Mortgages	COSTS			SAVINGS			NET
		Value of Mortgages	Value of grant	Loss of rental	Capital savings	O & M savings	Recoveries	
		(1)	(2)	(3)	(4)	(5)		
73-74	30	\$300,000	\$150,000	\$ 36,000	\$420,000	\$ 30,000	\$ 34,200	\$ 800 cost
74-75	30	300,000	150,000	72,000	420,000	60,000	68,400	26,400 savings
75-76	30	300,000	150,000	96,000	280,000	80,000	91,200	55,200 savings
76-77	20	200,000	100,000	120,000	280,000	100,000	114,000	74,000 savings
77-78	20	200,000	100,000	144,000	280,000	120,000	136,800	92,800 savings
Net Savings								<u>\$ 247,600</u>

- (1) The average mortgage has been estimated at \$10,000. If the cost of construction exceeds \$15,000, there would be a corresponding decrease in the cost of grants and an increase in recoveries.
- (2) This is rental that would have been received had these units been supplied under the N/T.R.H. programs.
- (3) This would be the cost to the Government had these units been constructed under the Northern/Territorial Rental Housing Program at an average cost of \$14,000.
- (4) This is maintenance, water, sanitation, fuel oil and electricity costs that the Territorial Government would have had to pay had these units been included under the N/T.R.H. programs.
- (5) This is principal and interest payments at six percent over 25 years.

C. SALE AND LEASE - PURCHASE OF GOVERNMENT OWNED HOUSING

1) Northern/Territorial Rental Housing Units

At present there are 230 tenants paying the maximum rent and seventy tenants paying close to the maximum rent in the Northern and Territorial Rental Housing Programs. These individuals will find that it is to their advantage to purchase their homes. The following table shows the costs of such a disposition of existing housing units.

As can be seen, savings are realized by the fifth year of operation of this program. The net costs shown in the first four years are not new dollar requirements but simply portions of the grant write-off. The savings will increase in each future year and would also increase if more units were sold.

Year	No. of houses sold	COSTS		SAVINGS		NET
		Grant write-off	Loss of rent	O & M savings	Recoveries	
		(1)	(2)	(3)	(4)	
73-74	100	\$500,000	\$120,000	\$100,000	\$ 90,000	\$430,000 cost
74-75	75	375,000	210,000	175,000	157,500	252,500 cost
75-76	50	250,000	270,000	225,000	202,500	92,500 cost
76-77	50	250,000	330,000	275,000	247,500	57,500 cost
77-78	25	125,000	360,000	300,000	270,000	85,000 savings
Total Net Cost						<u>\$747,500</u>

- (1) For our purposes the average grant has been assumed to be the maximum of \$5,000.
- (2) This is the rental that would have been received had these units remained on the N/T.R.H. programs.
- (3) This is maintenance, water, sanitation, fuel oil and electricity costs that the Territorial Government would have had to pay had these units remained on the N/T.R.H. programs.
- (4) These are principal repayments at an average of \$900/year.

2) Employee Accommodation Units

As can be seen from the following table, considerable savings accrue to the Territorial Government by instituting this program. Should these units be disposed of sooner than forecasted or should more units be disposed of, the savings would increase correspondingly.

There are 580 detached employee accommodation units owned by the Territorial Government. Of the 332 units located at Aklavik, Fort Simpson, Fort Smith, Frobisher Bay, Hay River, Inuvik, Rankin Inlet, Tuktoyaktuk, and Yellowknife it is safe to assume that at least 160 units will be sold over a five-year period.

Year	No. of houses sold	COSTS			SAVINGS		NET
		Grant write-off	Loss of rent	Amortization	O & M savings	Recoveries	
		(1)	(2)	(3)	(4)	(5)	
73-74	80	\$40,000	\$115,200	\$48,000	\$136,000	\$200,000	\$132,800 savings
74-75	30	15,000	158,400	66,000	186,000	275,000	221,600 savings
75-76	20	10,000	187,200	78,000	221,000	325,000	270,800 savings
76-77	20	5,000	216,000	90,000	255,000	375,000	319,000 savings
77-78	10	5,000	230,400	96,000	272,000	400,000	340,600 savings
Total Net Savings							<u>\$1,284,800</u>

- (1) Since some of the units will be valued at less than \$20,000 an average grant figure of \$500 has been allowed.
- (2) This is rent that would have been collected had these units remained rental accommodation. This takes into account the fact that tenants in Yellowknife do not pay for their utilities in their rent.
- (3) This is the principal and interest which the government must pay on past capital borrowings for house construction. While this amount depends upon which houses are sold, for the purposes of this table we have assumed that twenty-five percent of the houses sold will have been constructed by the Territorial Government; that the average capital cost is \$30,000; and that the money will have been borrowed at 6% over 25 years.
- (4) This is taxes, maintenance, water, sanitation, fuel oil and electricity costs that will not have to be borne by the Territorial Government.
- (5) This is the return in principal repayments computed on an average appraised value of \$25,000 per unit.

D. FUEL OIL AND ELECTRICITY EQUALIZATION

The costs of the subsidies have been increased ten percent per year due to anticipated increases in the costs of transportation and production.

Although price increases will have an effect on the savings to be realized, this effect will be proportionally less than that on costs to the government. It is estimated that the savings will increase at the rate of five percent per year. The following table indicates what these costs and savings would be.

Year	Costs	Savings	Net Savings
73-74	\$131,300	\$300,700	\$169,400
74-75	144,400	315,000	170,600
75-76	158,800	331,000	172,200
76-77	174,700	348,000	173,300
77-78	192,200	366,000	173,800
		Total Net Savings	<u>\$859,300</u>

CRITICAL PATH FOR IMPLEMENTATION OF RECOMMENDATIONS

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The Task Force recommends that the Commissioner consider the following timetable respecting the implementation of the major recommendations of this report.

- | | |
|--------------------------|---|
| June 1972 | —Report to be tabled in Council |
| | —Council approval of major recommendations |
| June 1972-October 1972 | —Approval of new housing policy by Federal Government |
| | —Commissioner to direct the Administration to prepare Corporation and Housing Development legislation and supplementary estimates.
(Transfer of Department of Local Government funds to Corporation.) |
| Fall Session 1972 | —Legislation to be tabled in Council |
| | —Council approval of legislation and supplementary estimates |
| November 1972 | —Appointment of Corporation Board of Directors by Commissioner |
| November 1972-March 1973 | —Transfer of existing housing staff to Corporation |
| | —Commissioner to direct the Administration to arrange for the transfer of Northern Rental Housing assets to the Government of the Northwest Territories; transfer to take effect on or before 1 April, 1973 |
| | —Commissioner to direct the Administration to finalize the systems and procedures for implementing the subsidy policy respecting services and utilities |
| January 1973 | —Presentation to and approval of Corporation estimates by Council |
| April 1973 | —Implementation of programs |

SECONDARY RECOMMENDATIONS

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PROGRAM RECOMMENDATIONS

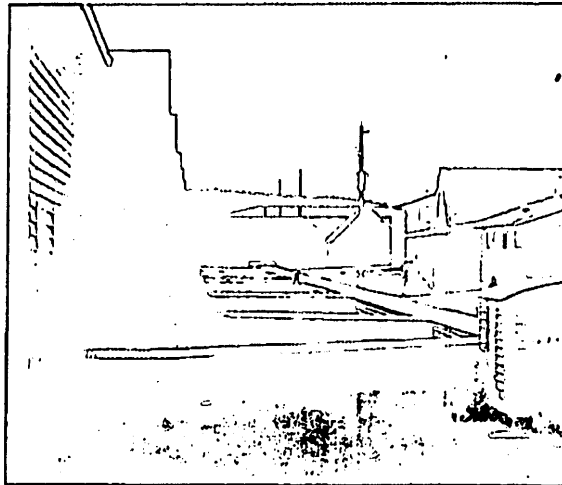
1) The Northwest Territories Housing Corporation should adopt a participating role in developing housing in N.W.T. communities. Corporation officers in consultation with and on advice from Community Councils and Housing Associations should work to resolve each of the communities' housing problems in terms of life style, aspirations and available resources.

2) When designing and developing housing programs, individual differences and preferences should be observed and encouraged as much as possible so that families or persons are neither stigmatized nor discouraged from building or purchasing their own homes.

COMMUNITY PLANNING RECOMMENDATIONS

3) Northern community development and community planning techniques must include and ensure community consultation and participation in siting and land use when either government or the private sector are planning housing or development projects.

4) Government staff housing should neither in design, facilities nor services provided, be basically different from the dwellings developed in the community.



Above ground utilidor service at Inuvik. The difficulties of access, recreation areas and general congestion of back yard space is evident.

5) To permit a maximum utilization of 'country food', community freezer programs should be implemented.

6) Where practical and economic, utilidors should be constructed either under the ground or of minimal profile to reduce surface clutter and permit easier surface movement within the community, through the elimination of dangerous and costly overpasses.

7) To reduce ground pollution the Territorial Government should expand its present policy of providing proper drainage within N.W.T. communities.

CONSTRUCTION AND DESIGN RECOMMENDATIONS

8) In isolated areas where resupply occurs late, it is recommended that a two-year construction program be implemented with delivery and foundation work taking place in one calendar year and the major structural work and the erection taking place in the spring and summer of the following year.

9) Where supply of materials is a critical factor in house construction, planners should ensure tendering procedures are completed to enable materials to be delivered as soon as possible in the navigation season.



Indian residents of Fort Good Hope constructing houses in their own community using the squared log technique.

10) Houses built under government programs should be constructed on-site making maximum use of local labour and materials.

11) Housing programs in the N.W.T. should reflect the changing needs of northern peoples; providing a selection and variety of housing styles and designs of one, two, three and four bedroom units.

12) The 'suspended basement' design of structure should be increasingly used in permafrost or other areas where basements cannot be constructed.

13) Cold porches are recognized to be an integral part of the northern dwelling unit functionally providing a 'cold trap' design feature and should be included in all future designs.

14) Adequate storage space or 'work space' should be incorporated into northern house designs for storing off-season gear or for carrying out repairs.

15) Skirting should be placed around residences in areas where basements are not possible.

HOUSING EDUCATION RECOMMENDATIONS

16) Adequate funding must be provided for continuing housing



Stereo-type housing in a northern community points out the need for a variety of design and siting.

education programs which would provide courses in home management and home maintenance. Courses would also include information on home financing and municipal taxation practices.

GENERAL RECOMMENDATIONS

17) Family planning education programs in the N.W.T. should be expanded and accelerated.

18) Recognizing the major role played by Housing Associations in the N.W.T. at the community level, more explicit terms of reference should be developed for the guidance of such bodies.

19) The water and sanitation policy of the Government of the N.W.T. should include the provision of water tanks and sewage pump-out tanks in all residences not leased as an instrument for corporate or private profit.

20) Fair wages should be those wages generally accepted as current for workmen in the community in which the work is being performed.

21) All data collected, compiled and processed for the Housing Task Force is to become the property of the Northwest Territories Housing Corporation when such is established.



Typical log housing in the Indian community of Rae. This illustrates the requirement for up-graded houses.

HOUSING CONSTRUCTION IN THE NORTH

page 35

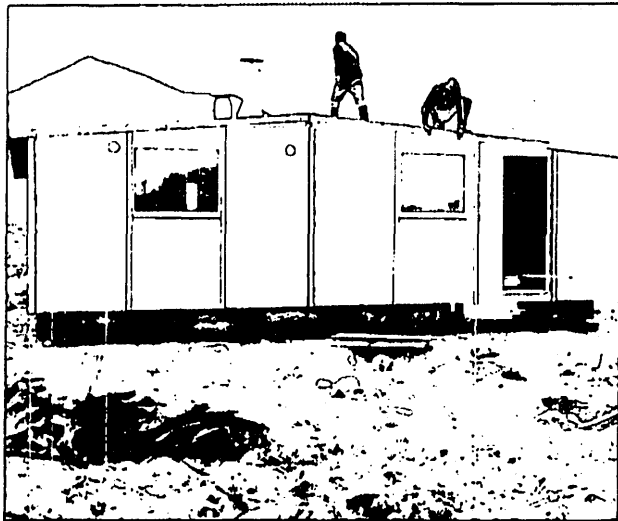
The vast dimension of the Northwest Territories, and its rigorous climate, impose several problems in house construction. Materials must be transported over great distances. While air transport is widely used to move people and goods throughout all parts of the north, it has not been found to be a practical method of moving the large tonnages required by the house building industry.

Building materials and the bulk of other materials, are still moved by water transport by one of two routes. The Northern Transportation Company Limited (NTCL), from its base in Hay River, serves the Mackenzie Valley and Delta and the settlements along the Arctic coast and islands as far east as Spence Bay. During the annual sealift, charter vessels from Montreal serve the Keewatin Region settlements in the Hudson Bay and Fox Basin, Baffin Island, and the settlements of Grise Fiord and Resolute Bay on Ellsmere and Cornwallis Islands in the High Arctic.

The limited period during which sea-going vessels can operate along the Arctic coast, in the Hudson Bay and around Baffin Island, together with the short construction season, has made it necessary to evolve a special technique, that of panelization, permitting the quick closing-in of the buildings for finishing later in the fall. An additional problem, that of the lack of building trades skills



A snow house in the Western Arctic—at one time the main winter dwelling of Eskimo people.



A recent Northern Rental unit under construction. Note the foundation structural problem.

in the settlements, has been overcome, to a large extent, by the introduction of this technique. A number of settlement associations have successfully tendered and erected housing with little or no assistance from outside.

The use of prefinished exterior materials, such as aluminum siding, makes it possible to complete the units in one season, whereas exterior painting, was, in former years, usually left until the following year.

The accompanying map and overlays show the routes by the various transportation systems. It can be seen that material is handled several times en route; from factory to rail; rail to marshalling area; marshalling area to ship; ship to shore and shore to site. Scheduling of purchasing, production and movement is as complicated as it is essential. In spite of the most careful packaging and crating procedures, the multiple handling during marshalling, loading and off-loading, shipping and transhipping, takes its toll on the materials, and adds significantly to the end cost of the unit.

An example of the routing to Cambridge Bay would show the material arriving in Hay River by rail or truck about June 15th, being marshalled there and shipped by barge to Tuktoyaktuk, where it would be transferred to sea-going vessels for the final leg to its destination, arriving about September 7th. On the eastern side, material for Coral Harbour would arrive by rail in Montreal prior to June 30th, where it would be marshalled for the sealift leaving that port in late July, and arriving at its destination about September 15th.

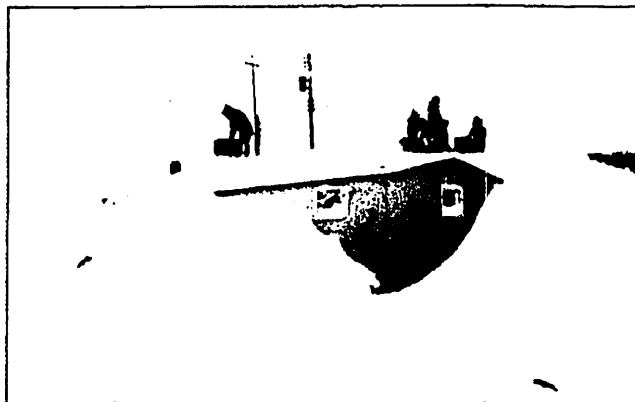
Another factor substantially affecting the end cost is water freight, which averages \$3,000.00 per unit in the High Arctic and eastern settlements.

Problems associated with the provision of suitable foundations have not yet been solved. The Northwest Territories lies in an area of permafrost, either continuous or discontinuous. The information on soil conditions in the settlements is very spotty and housing programs cannot support the high cost of the required investigations. To date the problem has been circumvented by the expedient of founding on a compacted gravel pad, and making provision for periodic levelling, such as through the use of screwjacks, wedges or shims. These measures have proven to be less than satisfactory, and will probably become even less so with the coming provision of municipal services, to which the houses will be connected.

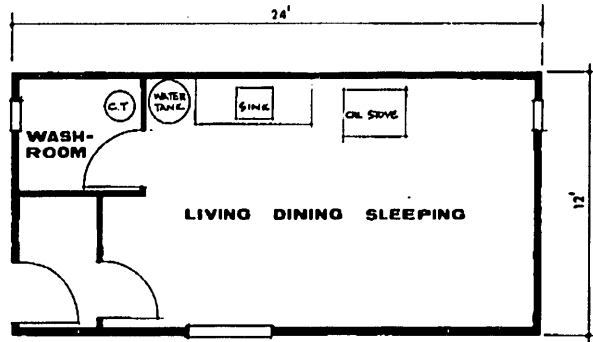
In the areas of continuous permafrost, measures must be taken to preclude deterioration of that permafrost, by insulating it from the

heat generated by the dwelling. This has been most commonly accomplished by raising the house clear of the ground.

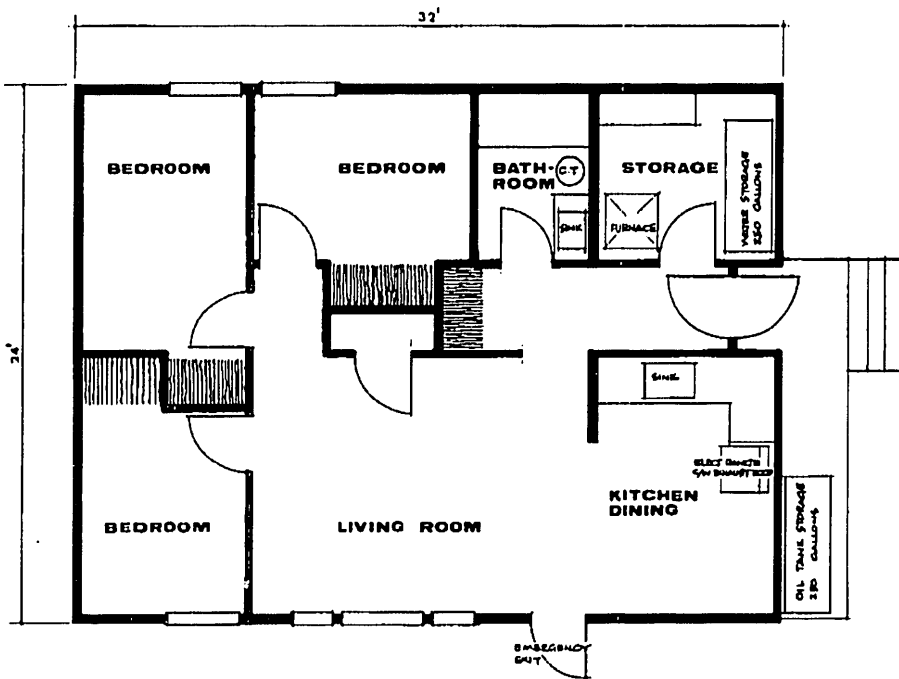
The standard of accommodation provided over the last few years has improved greatly, both in size and quality. The earliest units provided some 340 square feet of the most rudimentary living space, as is shown by the accompanying floor plan 340F. Through a progression of programs, the basic unit has been up-graded to a three-bedroom bungalow of 768 square feet, well constructed, heated and lighted. While still below the standard of housing in southern Canada insofar as space is concerned, it is comparable in the quality of construction finishes and fixtures.



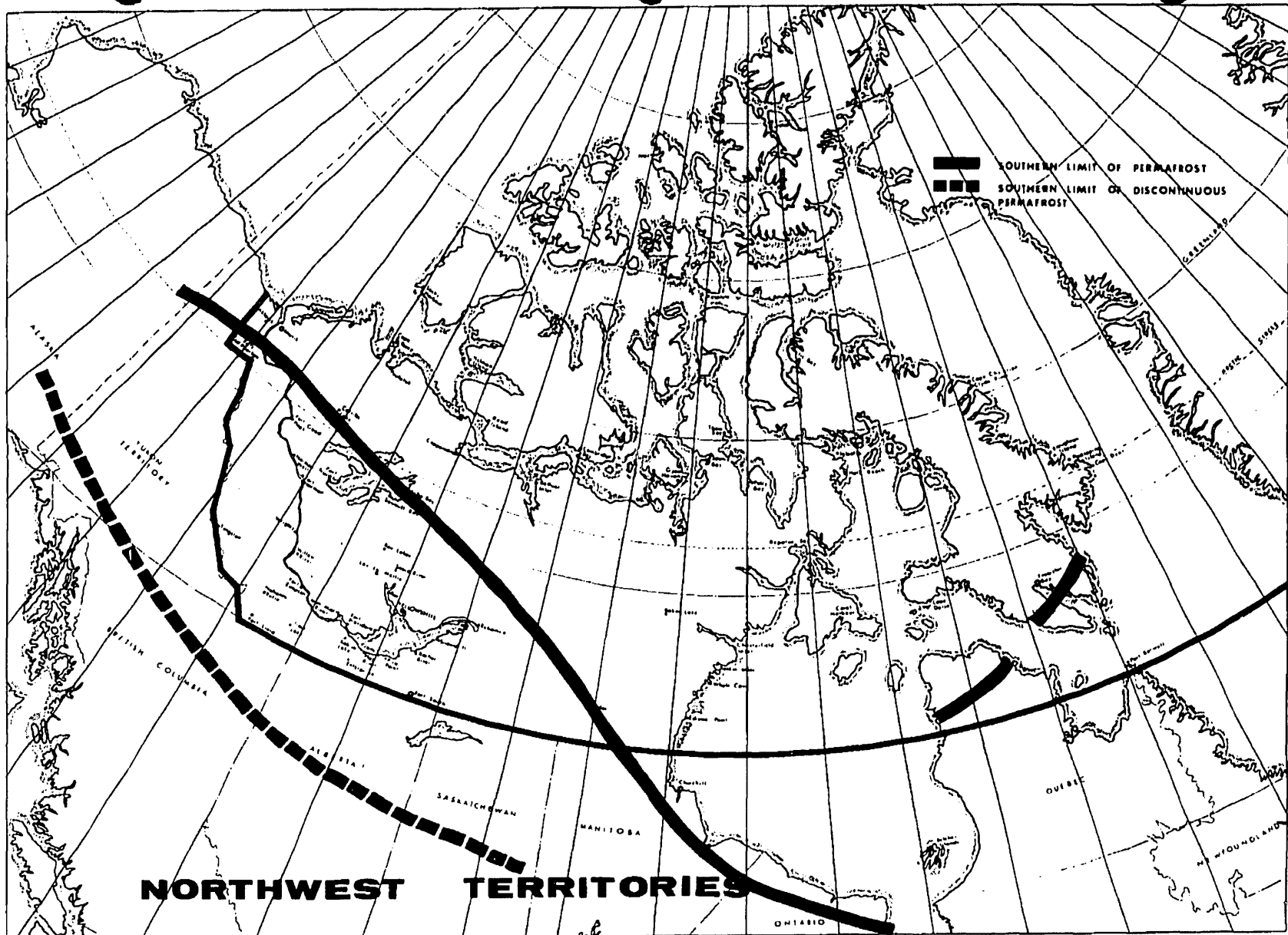
Typical winter conditions in the Arctic. Note the difficulty of access and servicing.



TYPICAL 370A-AR - 1963



TYPICAL TERRITORIAL LOW RENTAL HOUSE - 1972



NORTHWEST TERRITORIES

At the outset of deliberations the members of the Task contemplated the scope of problems directly related to adequately housing the residents of the Northwest Territories.

In order to arrive at basic guidelines for research, members concurred that an overview of factors should be developed which would encompass all related aspects of the total Housing Spectrum.

Research staff requested information and submissions from 170 private individuals, companies and organizations engaged in business requiring employee housing in the N.W.T. Significantly, 135 replies were received indicating subsidies or benefits involved, capital expenditures, operation and maintenance costs and a conglomerate of other data.

Many homeowners were contacted to obtain data relative to the cost of their shelter component inclusive of costs of utilities and upkeep.

The Highrise apartment buildings in Yellowknife and Frobisher Bay were surveyed with a view to determining the suitability of high density living in the north. 250 questionnaires were circulated to tenants. Considering personal interviews, an 80% return was accomplished. While no recommendations are contained in the report, significant data is at hand in future considerations for high density living in the north.

Researchers isolated and recorded all individual requests for information and questions asked by members of the Task Force. Replies, statistical data and cost figures were then compiled and produced to the satisfaction of the individual member requesting the information and the Task Force collectively.

In addition to gathering data from all Government sources and private producers of electricity and suppliers of fuel oil, four municipalities, three hamlets and four settlements throughout the eastern, western and high Arctic were visited. Information respecting actual costs was gathered and the true economic analysis of the cost of services and utilities was carried out.

Witnesses were called and submissions were received regarding such things as transportation problems, construction problems, isometric thermal conditions, labour rates, employment of northern residents considerations, tenant involvement, inventories of local building materials, standards of water and sanitation services, family planning, design techniques and home management education.

In addition, expert witnesses were called from Central Mortgage and Housing Corporation, The Alberta Housing Corporation and The Nova Scotia Housing Commission for advice on the most appropriate

framework through which to carry out housing programs.

All Federal and all Provincial Housing Legislation was reviewed as well as reports on housing programs and conditions of Provinces, northern countries and states.

The members of the Task Force met for approximately 150 hours. Task Force staff accumulated more than 2100 hours of research. In addition, considerable time was spent by the Personnel of various Departments of the Federal and Territorial Governments, both Headquarters and Regional.

The cost of gathering data and research material and maintaining the Task Force through its working life and in producing this report is estimated to be \$35,000. This figure includes travel and correspondence and communications related to the acquisition of data and statistical material, travel and maintenance of Task Force members and a per diem resource person figure in the case of Administrative officials serving on the Task Force.

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Ontario Housing Corporation

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Shell Housing Program—Newfoundland

Cooperative Housing Program—New Brunswick

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Remote Housing Program—Manitoba

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Eldorado Nuclear Limited Mortgage & Rental Plan

Canative Housing Corporation—Home Ownership Program

Federal and Provincial Housing Legislation

National Housing Act

Central Mortgage & Housing Corporation Act

Provincial Home Acquisition Act—B.C.

Elderly Citizens' Housing Aid Act—B.C.

Housing Act—B.C.

Strata Titles Act—B.C.

Alberta Housing Act—Alberta

Building Associations Act—Alberta

Farm Home Improvements Act—Alberta

Home-owner Grants Act—Saskatchewan

Manitoba Housing & Renewal Corporation Act—Manitoba

Condominium Act—Ontario

Ontario Housing Corporation Act—Ontario

Housing Development Act—Ontario

Family Housing Act—Quebec

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New Brunswick Housing Act—New Brunswick

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Housing Corporation Ordinance—Yukon

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N.W.T. Labour Standards Ordinance

ACKNOWLEDGEMENTS

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Alberta Housing Corporation

Arctic Air Ltd.

Arctic Painting and Decorating Ltd.

Atlas Aviation Ltd.

Bank of Nova Scotia—Yellowknife

Bell Canada

Bird Construction Co. Ltd.

Canadian Imperial Bank of Commerce—Fort Simpson, Fort Smith, Hay River and Yellowknife Branches

Canadian National Railways

Canadian Security and Police Academy

Central Mortgage and Housing Corporation

City of Yellowknife

Committee for the Original Peoples' Entitlement

Eldorado Nuclear Ltd.

Eskimo Inn—Inuvik

Fortier Arctic Ltd.
Frame and Perkins Ltd.
Frenchy's Transport (N.W.T.) Ltd.
Frobisher Developments Ltd.
Gateway Aviation Ltd.
Gold Range Hotel Ltd.
Grimshaw Trucking and Distributing Co. Ltd.
Haener-Anderson Ltd.
Hamlet of Fort Simpson
Hamlet of Frobisher Bay
Hamlet of Pine Point
Hay River Hotel and Ptarmigan Inn
Hudson's Bay Company, Northern Stores Department
Igloo Building Supplies Ltd.
Imperial Oil Ltd.—Frobisher Bay, Norman Wells and Yellowknife
Agencies
Inspiration Co. Ltd.
Intergovernmental Committee on Urban and Regional Research
Keen Industries Ltd.
Krawford Construction Ltd.
Mackenzie Hotel Ltd.—Inuvik
Mackenzie Management Ltd.
Mid-Arctic Transportation Co. Ltd.
Muir Barber Ltd.
Nordair—Northern Operations
Northern Canada Power Commission
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Northwest Projects Study Group
Northwest Survey Corporation

Northwest Territorial Airways Ltd.
Nova Scotia Housing Commission
Pacific Western Airlines
Pacific Western Trucking Division
Peyton-Cressman Enterprises Ltd.
Pine Point Mines Ltd.
Plains-Western Gas and Electric Co. Ltd.
Poole Construction Ltd.—Yellowknife
Precambrian Mining Services Ltd.
R. & A. LaFleur Construction Ltd.
Reindeer Air Services Ltd.
Ritchie Mechanical Ltd.
R. J. D'aoust Construction Ltd.
R. M. Williams Trucking Ltd.
Royal Bank of Canada
Top Electric Ltd.
Tower Foundation Ltd.
Town of Fort Smith
Town of Hay River
Town of Inuvik
Wardair Canada Ltd.—Northern Operations
Yellowknife Radio Ltd.
Yellowknife School District No. 2
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Above all, the Task Force commends Mr. Roy McClure, Executive Secretary to the Task Force, who, in addition to directing the research and formulation of this report managed to perform his duties as Chief of Housing, Department of Local Government.

APPENDIX NO. 4

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A STUDY OF INCOME DISTRIBUTION
IN THE MACKENZIE DISTRICT
OF NORTHERN CANADA

BY
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November, 1972.

PREFACE

There has been increasing awareness in economic literature that inter-regional and international comparisons of growth and of personal income are unsatisfactory indicators of the standard of living of a people.

Instead therefore of regarding such data as important for comparative reasons it is of greater practical value from the point of view of development to analyse the components of growth, and to relate personal income distribution to other variables which influence socio-economic status in a given society.

In this paper Dr. Kuo is pioneering, in so far as economic analysis in the Department is concerned, in the field of income distribution in the Mackenzie District. On the basis of data collected in the Manpower Survey 69-70, conducted by this Department, he has examined this distribution among the main ethnic groupings in the North - Indians, Eskimos, Métis and "Whites" and also between settlements. His study shows how the existing distribution pattern limits the purchasing power of the indigenous population. Though no policy recommendations are made, I think that, the implications are very obvious to economic planners.

Max B. Ifill,
A/Head,
Regional Planning and
Manpower Section,
Economic Staff Group.

November 24, 1972

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I. Introduction

The average level of personal income is frequently used as a satisfactory indicator of the standard of living since it reflects, *certeris paribus*, the purchasing power of the community. For several years, northern residents have had a higher personal income per capita than residents in 50% of the southern provinces. For example, per capita income in the North as a whole (\$2,612) was higher than that in the provinces of Nova Scotia (\$2,482), Saskatchewan (\$2,391), New Brunswick (\$2,276), Prince Edward Island (\$1,955) and Newfoundland (\$1,784) for the year of 1970 (see appendix A). It does not follow from these data, however, that we should draw general conclusions about differences in living standards between residents in the North as opposed to those in the South, because several factors have not been taken into consideration. Among them are price differences from region to region, the omission of a measurement of imputed income, different socio-cultural values which make inter-regional comparisons difficult, and the inequitable distribution of income.

A series of consumer price indexes can reveal cost of living, and are useful when making comparisons of living standards between regions. But price indexes for the North are not available at present, though living costs there are generally

The author is indebted to Mr. B. Ifill for valuable comments and discussions.

believed to be higher than in the rest of the country. Secondly, because of the large subsistence sector in the Northern economy, an evaluation of imputed income plays a greater role than it does in other parts of the country. At present, however, the data for a satisfactory evaluation of such income are not available. Thirdly, socio-cultural values are in part subjective and therefore one has to be very cautious in making value judgements on the North. For example, one group of people might have a higher preference for leisure with a lower income than for more working time with a higher income and vice versa.

In this paper we focus on an investigation of personal income distribution since it indicates differences in purchasing power in the community. The more equitable the distribution of personal income in the society, the greater would be the spread of purchasing power, and the more inequitable the distribution, the less would be the spread.

The District of Mackenzie is chosen as the area for study both because it has the greatest potential in the North for economic development and also has a mixture of the cultural and economic features of the different ethnic groups (Eskimo, Indian, Métis and White) which reside in the North.

The data presented in the study are analysed in Section II, and in Section III we spell out the differences of income distribution between ethnic groups. In the last section we compare incomes and distributions of incomes on a settlement basis.

II. Data

The Department of Indian Affairs and Northern Development conducted a manpower survey of the Northwest Territories during the period from January 1969 to December 1970. One of the main purposes of the survey was to have a better understanding of the current socio-economic situation and the living standards in the North.

The data employed for this study are basically taken from the Mackenzie District Manpower Survey. This survey was originally designed as a general survey. But since many people, white in particular, refused to cooperate the data are being treated as though they were collected in a planned sample survey. The total number of responses in a community is treated as the percentage size of the sample. But in all cases the actual sample size used in this study is smaller because some of the returns had unsatisfactory income data.

Population of the manpower survey was calculated in October and November of 1970. But total population at the same time was not available, the source data closest to the date of the survey is that provided by the ~~N.W.T. Government~~ for December, 1970. We have therefore used these data as a base for calculating percentage coverage of the survey^{1/}.

The Mackenzie District Manpower Survey covered 67% of total population. A comparison of percentage coverages among ethnic origins shows that Eskimos had the highest coverage, 96%, Indian 73%, and Métis and White only 62% (see Appendix B).

In this paper, we are primarily interested in the distribution of family income. From the Manpower Survey, we discover that about 10% of families gave no data on income^{2/}. Excluding these cases, the remaining useful data include approximately 61% coverage of total families in the District of Mackenzie.

Appendix B shows that, in a breakdown of sample size by ethnic

^{1/} The assumption is that there was no change of population from October or November 1970 to December 1970.

^{2/} Out of 100, about 75% of families (i.e., 347 families) were classified in Table 42 of the Mackenzie District Manpower Survey in the column "none", which indicated either no reply in the questionnaire on income or no income. It is our assumption that no family received zero income, since every family could apply for family allowances for survival in the current Canadian system. We could not treat these 347 families as having zero income, and therefore excluded these samples in this study.

group, Eskimos had the highest coverage (89%), while Indians had 59% and Others (Métis and Whites) 58%.

A similar technique was used in computing the percentage coverage on a settlement basis by ethnic group, shown in Appendix C. A more than 100% coverage in Fort Franklin, Paulatuk, Rae Lake, and Snare Lakes, is explained by the fact that the population data used referred to a later time period. On the other hand, the settlements having the lowest percentages of coverages were Norman Wells (34%), Hay River (42%), Fort Simpson (46%), Fort Resolution (47%), and Inuvik (51%).

Furthermore, personal annual incomes of \$10,000 and more were initially coded in the master tape as \$9,997^{1/}, so that estimated incomes would be lower than true incomes. By looking into questionnaires of a couple settlements, it was found that annual native incomes of \$10,000 and more were on average \$12,150 in Inuvik and \$12,638 in Yellowknife. The average annual family income for natives has therefore been estimated at \$12,000. The corresponding figures from non-native questionnaires for these two settlements indicated slightly lower levels of family income (\$12,098 and \$12,485 respectively). These figures have however been rejected on the grounds that non-natives, most of whom are from Southern Canada and are attracted to the North by higher levels of remuneration, are likely to earn higher family incomes than the native population. Being more sophisticated, however, they will be more prone to misrepresent their true earnings. Researchers who are familiar with Northern conditions are of the

1/ See Northern Manpower Survey - Coding Manual, p.22

opinion that an annual average family income of \$15,000 for such persons earning more than \$10,000 per year is a fair assessment. This is the figure used in this study.

The manpower survey, though it provides the only source at present is certainly not a satisfactory supply of data for estimating income and income distribution.

III. Income and Income Distribution by Ethnic Group

The period of annual income covered in the Mackenzie District Manpower Survey was from October 1969 to September 1970. There were two kinds of income sources; the first was earned income, including earnings from wages and salaries, hunting, trapping and fishing, and self-employment; the second was unearned income which included family allowance, pensions and other government transfer payments. Family income in this paper covers incomes from all sources.

The central tendencies with respect to income per family and per capita income are expressed in terms of the mean and the median values. The former simply represents the average income while the latter is the income level which divides the upper from the lower half of the people. Table 1 shows that the median family income (\$6,641) falls short of the average income (\$7,324) in the district as a whole. White people had the highest mean and median family incomes, \$9,748 and \$9,186, respectively. The next ones were Métis and Eskimo. The group having the lowest income was Indian, only \$2,568 and \$1,715 for the mean and median values, respectively.

Table 1

AVERAGE PERSONAL INCOME IN THE MACKENZIE DISTRICT

Ethnic Group	Income Per Family		Income Per Person**
	Mean	Median*	
Eskimo	\$4,643.21	\$3,621.57	\$ 839.64
Indian	2,567.51	1,714.68	666.89
Métis	5,136.42	4,263.64	1,146.52
White	9,747.67	9,186.25	3,544.61
Total	\$7,323.73	\$6,641.38	\$2,199.32

Sources: Mackenzie District Manpower Survey, Tables 1, 5, and 42

* Computed from Appendix F of this report.

** Figures in this column are obtained by dividing mean family income by average family size which was derived from Tables 1 and 5 of the Manpower Survey.

If the number of persons in each family is assumed as follows^{1/}: 5.53 for Eskimo, 3.85 for Indian, 4.48 for Métis and 2.75 for White, the corresponding per capita incomes would be \$840, \$667, \$1,147 and \$3,545. This reveals the inequality of income distribution between natives and non-natives in the District of Mackenzie. Income per capita for Whites was higher than that in

Average family sizes by ethnic group were calculated from Tables 1 and 5 of the Mackenzie District Manpower Survey. We assume the similarity of family size within the same ethnic origin. The income per capita from the Manpower data differs from that shown in Appendix A by approximately \$400. The analysis in this paper is based on the former source which represents a wider coverage and is probably nearer the true figure.

Ontario (\$3,531)^{1/}, the province with the highest income per capita in the country; but income for each group of indigenes was much lower than that in Newfoundland, the province with the lowest income per capita in the country.

The dispersion of family incomes can be measured by the deviation from average family income. In absolute terms, we use standard deviation which is determined by the deviations from the mean value^{2/}. We discover from Table 2 that distribution of family income for Whites varied most, and for Indians, least. However, if the relative dispersion of family incomes about their mean is adopted, we use the coefficient of variation^{3/}. The larger the coefficient is, the more dispersed is the family income. We found that White people had the smallest degree of dispersion while non-white people showed relatively higher degrees of dispersion.

^{1/} This figure in Ontario is equal to the sum of one quarter of income in 1969 and three quarters of income in 1970. See Appendix A.

^{2/} Standard Deviation (σ) is computed as:

$$\sigma = \sqrt{\frac{\sum_{i=1}^k f_i (X_i - \bar{X})^2}{n}}$$

where X_i represents the average income of the i th income group, f_i the observed absolute frequency for the i th interval, \bar{X} the mean value, and n the sum of the absolute frequencies.

^{3/} Coefficient of variation (σ') is measured as the ratio of the standard deviation to the mean value, i.e.,

$$\sigma' = \frac{\sigma}{\bar{X}}$$

Table 2
DEGREE OF DISPERSION OF FAMILY INCOME

Ethnic Group	Standard Deviation	Coefficient of Variation
Eskimo	\$ 3,736.98	0.8048
Indian	1,827.54	0.7118
Métis	4,056.59	0.7898
White	5,595.87	0.5741
Total	\$ 5,468.20	0.7466

In Table 1 the median income falls short of the average income in all groups mainly because the distribution of family income is skewed. The coefficients of skewness in each ethnic origin (so-called Pearsonian coefficient of skewness) are displayed in table 3^{1/}.

^{1/} The coefficient of skewness (S_k) is generally measured by the deviation from mean to mode or mean to median:

$$S_k = \frac{3(\bar{X} - X_d)}{\sigma}$$

where X_d denotes the median value. Hence, S_k is equal to zero, if the distribution of family income is symmetrical.

See for example, H.G. Kendall and A. Stuart, The Advanced Theory of Statistics, Vol. 1 (Hafner Publishing Company, New York, 1963), P. 39 and P. 85

Table 3

COEFFICIENT OF SKEWNESS OF FAMILY INCOME

Ethnic Group	Coefficient of Skewness
Eskimo	0.8202
Indian	1.4001
Métis	0.6456
White	0.3009
Total	0.3744

Table 3 shows that family income in all cases was distributed with a positive skewness^{1/}. Indians had the highest coefficient of skewness which indicated that a great proportion of families must have relatively low incomes. The lowest coefficient of skewness was White, only 0.30, which shows that income distribution is reasonably symmetrical. The positive skewness of income distribution is shown diagrammatically in Figure 1.

^{1/} We define the income distribution skewed with a "tail" on the right as positive skewness. Conversely, if a distribution is skewed with a "tail" on the left, we call it negative skewness.

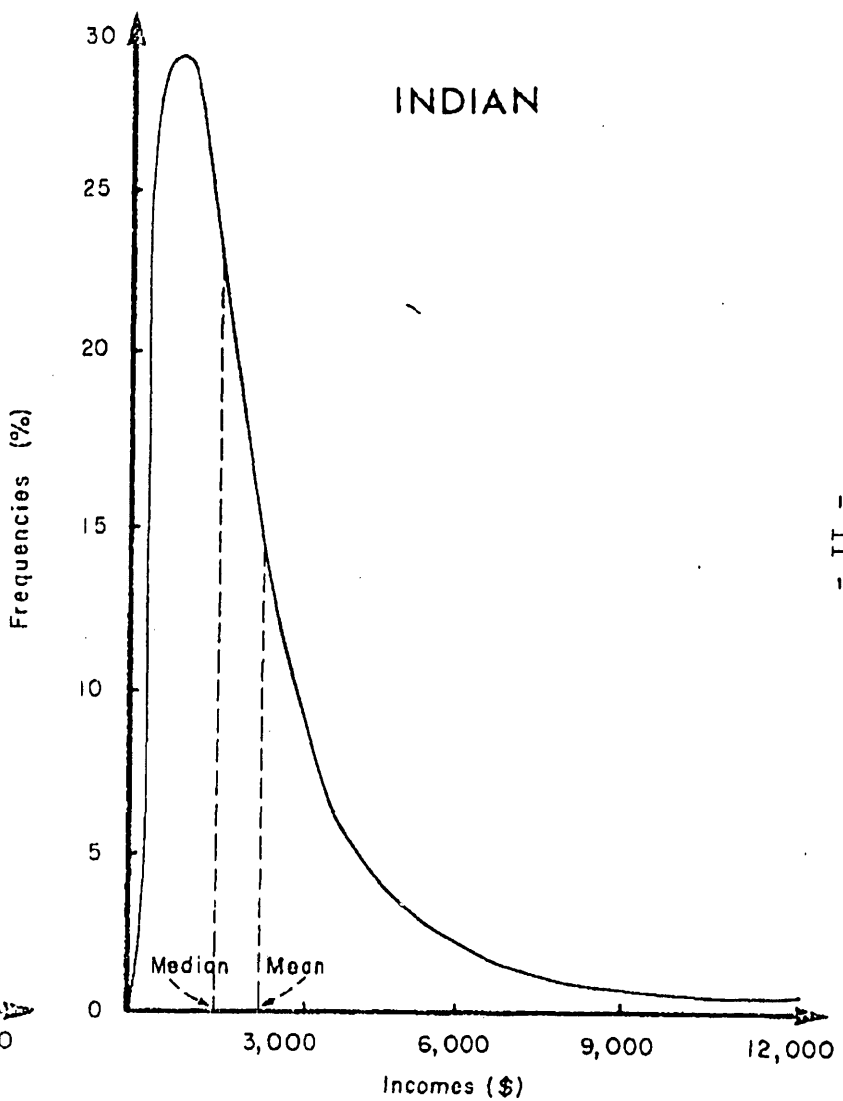
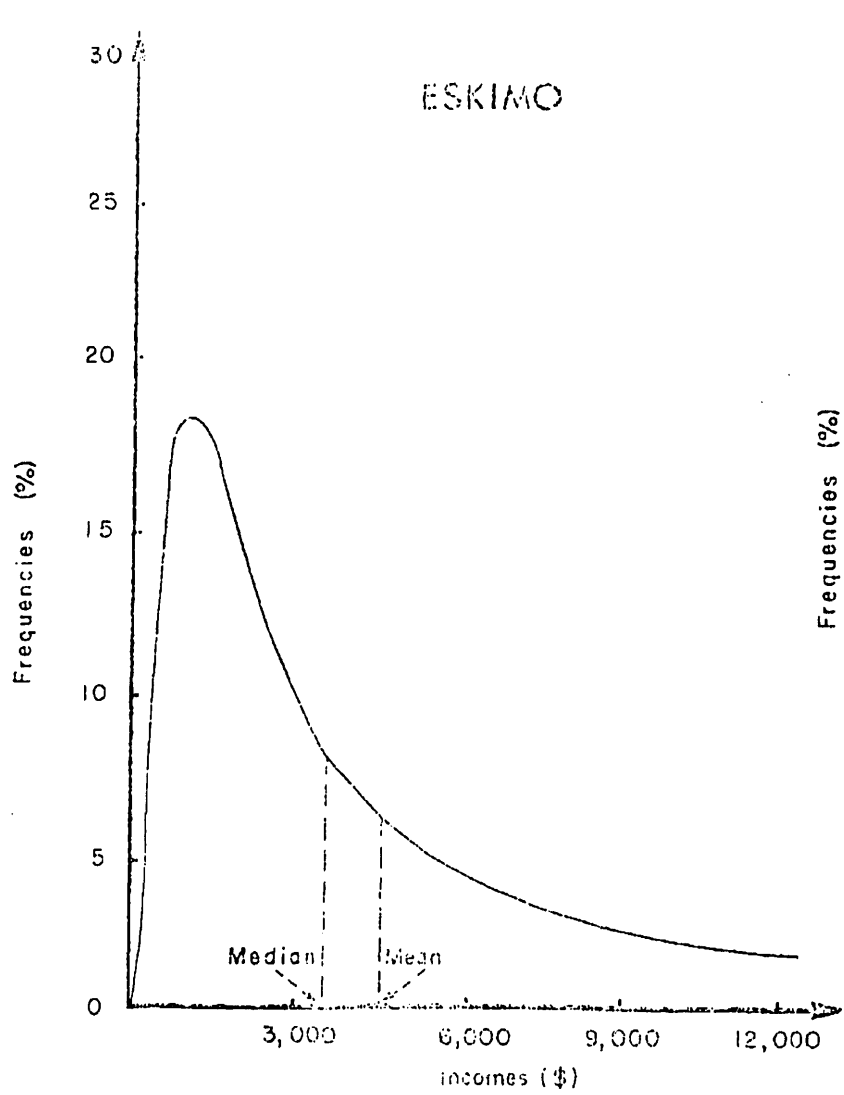


Figure 1(a) Family Income Distribution by Ethnic Group

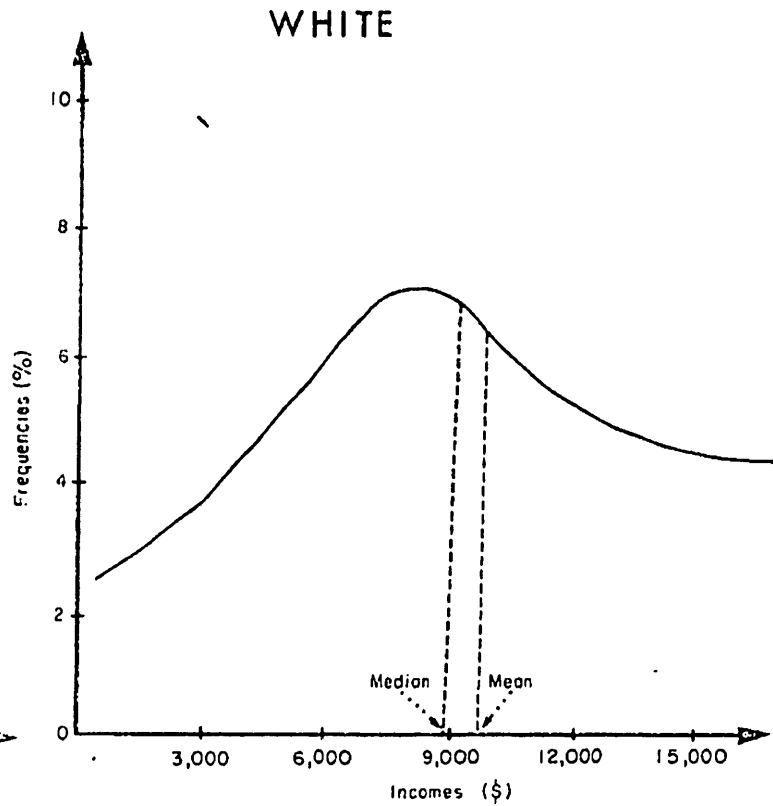
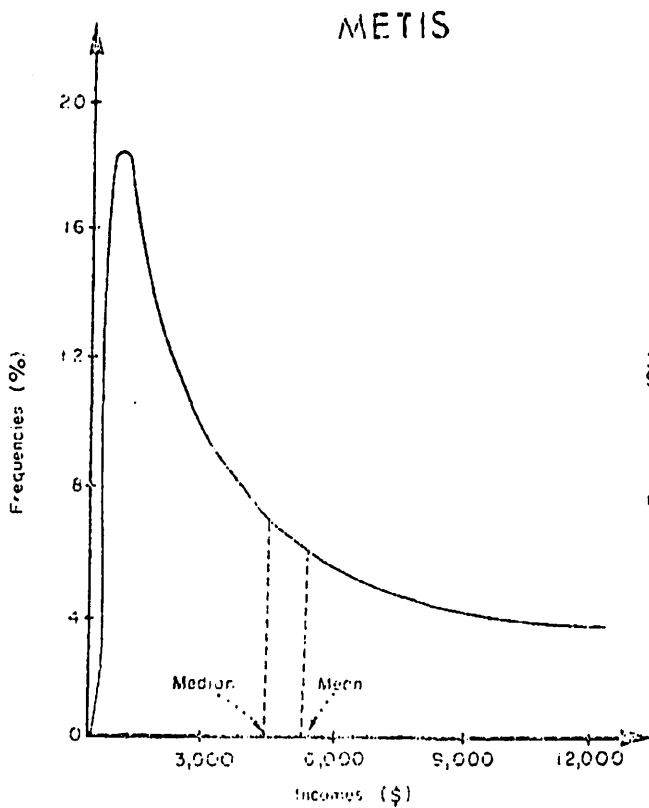


Figure 1(b) Family Income Distribution by Ethnic Group

Inequality of Income Distribution

We use the well-known Lorenz Curve to measure the degree of spreads or inequality of income distribution. The Lorenz Curve is drawn within a square box. The horizontal axis measures the accumulated percentages of families ranked from the poorest up, while the vertical axis measures the corresponding accumulated percentages of income they receive. The area between the Lorenz Curve and the diagonal line measures relative inequality of income distribution. The greater the area is, the more unequal is the income distribution. In other words, the further away the Lorenz Curve is from the diagonal line, the more unequal is the income distribution. The case of absolute equality of income can be obtained only if the diagonal straight line happens to be the Lorenz Curve. On the contrary, the case of absolute inequality can take place if the Lorenz Curve coincides with the axes of the square box. An actual income distribution must fall between these two extremes.

We now divide the family incomes into nine classes, i.e., \$1-499, \$500-999, \$1,000-1,999, \$2,000-2,999, \$3,000-3,999, \$4,000-4,999, \$5,000-5,999, \$6,000-9,999, and \$10,000 and over. Appendix D shows the percentages of families and their incomes by income class and ethnic origin. The corresponding accumulated percentages of families and their

incomes are extracted from Appendix D and shown in Appendix E. The Lorenz Curve can then easily be drawn for each ethnic origin and for the District as a whole in Figure 2.

Figure 2 shows that the Lorenz Curve for Indians was the furthest from the diagonal line and the one for Whites was the nearest. This indicates that the family income for Indians in the District of Mackenzie was most unequally distributed and for White was most equally distributed. The Lorenz Curves for Eskimo and Métis were very close to that for the District as a whole, which meant a relatively moderate degree of inequality in the income distribution.

Mathematically, the index of inequality of the income distribution can also be computed as the ratio of the area between the Lorenz Curve and the diagonal line to the area of the lower triangle in the square box, shown in Figure 2^{1/}. It is obvious that the greater the index, the more unequal the income distribution. These indexes were 0.4444 for Eskimo, 0.4862 for Indian, 0.4276 for Métis, 0.2836 for

^{1/}The area between the Lorenz Curve and the diagonal line can be calculated by summing one triangle and 3 trapezoids if we draw the vertical lines from the Lorenz Curves down to the horizontal axis, for instance, ABCE is a trapezoid in Figure 2.

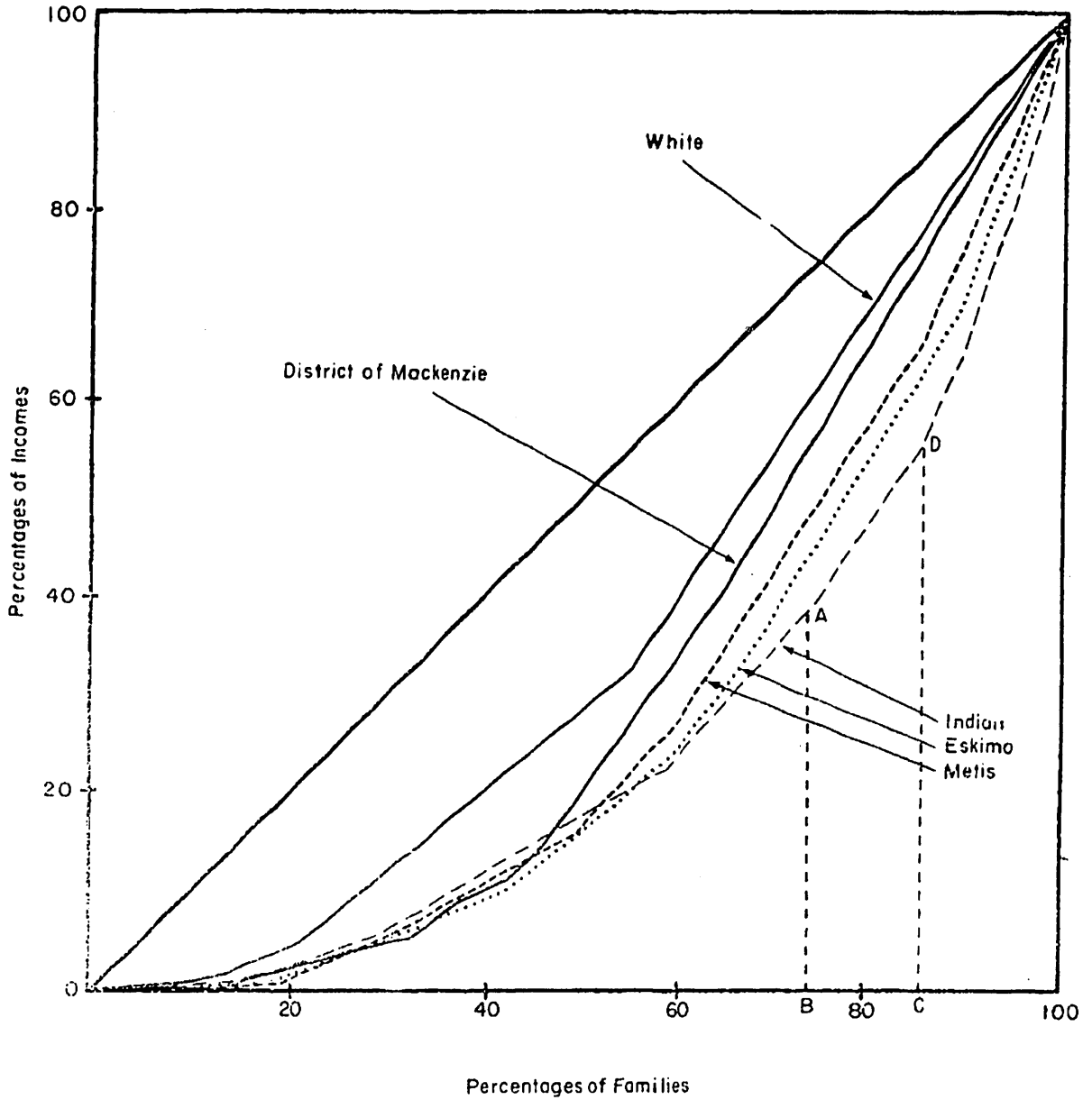


Figure 2 Lorenz Curve By Ethnic Group

White and 0.4145 for the total district. They are consistent with the diagrams shown in Figure 2.

Moreover, Appendix F shows distribution between earned and unearned incomes. Earned income was 98% of total income for Whites while it was 75% for Indians, 90% for Eskimos and Métis. These groups of people were making contributions to current production of the northern economy. On the other hand, more than 25% of total income for Indians as well as nearly 10% for Eskimos and Métis came from family allowance, pensions, and other government transfer payments, though for Whites it was less than 3%. This distribution between earned and unearned income when taken in conjunction with the inequality of income shown in Figure 2 explains why Whites have a high income per family while the native population has a low level per family.

IV. Distribution of Family Income by Settlement

In the previous section, we compared the income and income distribution by ethnic group. In this section an investigation of income and income distribution will be made on a settlement basis.

Following the techniques used in the last section, income per family is interpreted in terms of the mean and the median values. Their rankings were fairly consistent in the Mackenzie District. It has been shown in Appendix G that the settlements having the highest income were Norman Wells (\$10,744, \$10,764), Yellowknife (\$9,626, \$9,289), Pine Point (\$8,633, \$8,605), Inuvik (\$8,529, \$8,652), Hay River (\$7,747, \$7,427), and Fort Smith (\$7,201, \$6,800). They are mainly mining or

petroleum towns, transportation centers or distribution points, and government administrative centers.

Conversely, the settlements with the lowest family income, less than \$1,800, were Jean Marie River, Snare Lakes, Trout Lake, Colville Lake, Yellowknife Village, Snowdrift, and Fort Resolution. The residents in these settlements were mainly indigenes who lived either on traditional economic activities such as hunting, trapping, and fishing, or on government transfer payments.

Looking into the dispersion of family income, the highest coefficients of variation were in the settlements of Fort Liard, Fort Resolution, Fort Wrigley, Rae and Enterprise. This was due to the relatively low proportion of families, mainly White, having high income, compared with a large number of native families within the settlements. Correspondingly, in the settlements of Snare Lakes, Rae Lakes, Norman Wells, Yellowknife, Trout Lake, etc., they had the lowest coefficients of variation. The residents in these settlements were quite homogeneous in terms of either native or non-native.

All the settlements, with the exception of Echo Bay, Jean Marie River, Inuvik, Norman Wells and Snowdrift, had a positively skewed income distribution. Norman Wells, Pine Point and Fort Resolution revealed symmetrical income distributions. Although they were all relatively symmetrical, the shapes of the distributions of incomes were substantially different (see Figure 3).

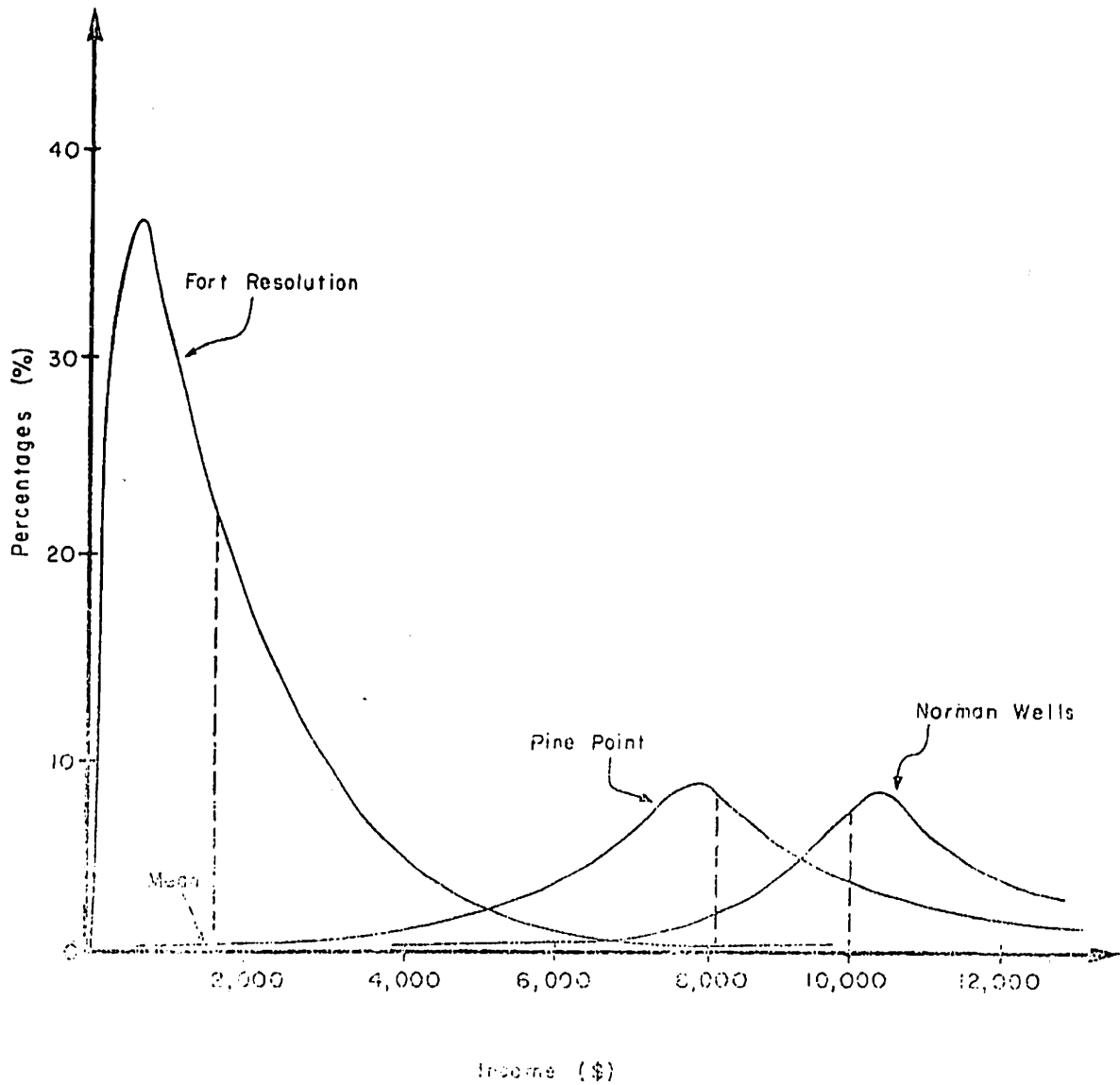


Figure 3 Family Income Distribution in Three Settlements

We can see from Appendix G that family income was relatively equally distributed in Snare Lakes (0.078), Rae Lake (0.1174), Norman Wells (0.2212), Kakisa Lake (0.2355), Echo Bay (0.2384), Trout Lake (0.2585), and Yellowknife (0.2740). Conversely, in the settlements of Enterprise (.68), Fort Liard (0.67), Fort Wrigley (0.61), Fort Resolution (.59), and Sachs Harbour (0.59) and some others it was unequally distributed.

A comparison of Lorenz Curves and inequality indexes among settlements is also made. Appendix H shows the percentages of families and their incomes by ethnic group, and the corresponding cumulative percentages of families and their incomes are displayed in Appendix I. Lorenz Curves for all settlements cannot be presented in one diagram. Figure 4 shows the Lorenz Curves with the most equal and unequal distributions of family incomes. The settlements of Snare Lakes, Norman Wells and Yellowknife had relatively equal income distribution. On the contrary, the Lorenz Curves for Enterprises, Fort Resolution and Sachs Harbour reflected unequal distribution of income.

In a comparison between settlements, where one settlement has a higher average income and a more equal distribution of income than another, then, *ceteris paribus*, the former settlement has a higher purchasing power than the latter. We found that the people in Norman Wells, Yellowknife, Inuvik, and Pine

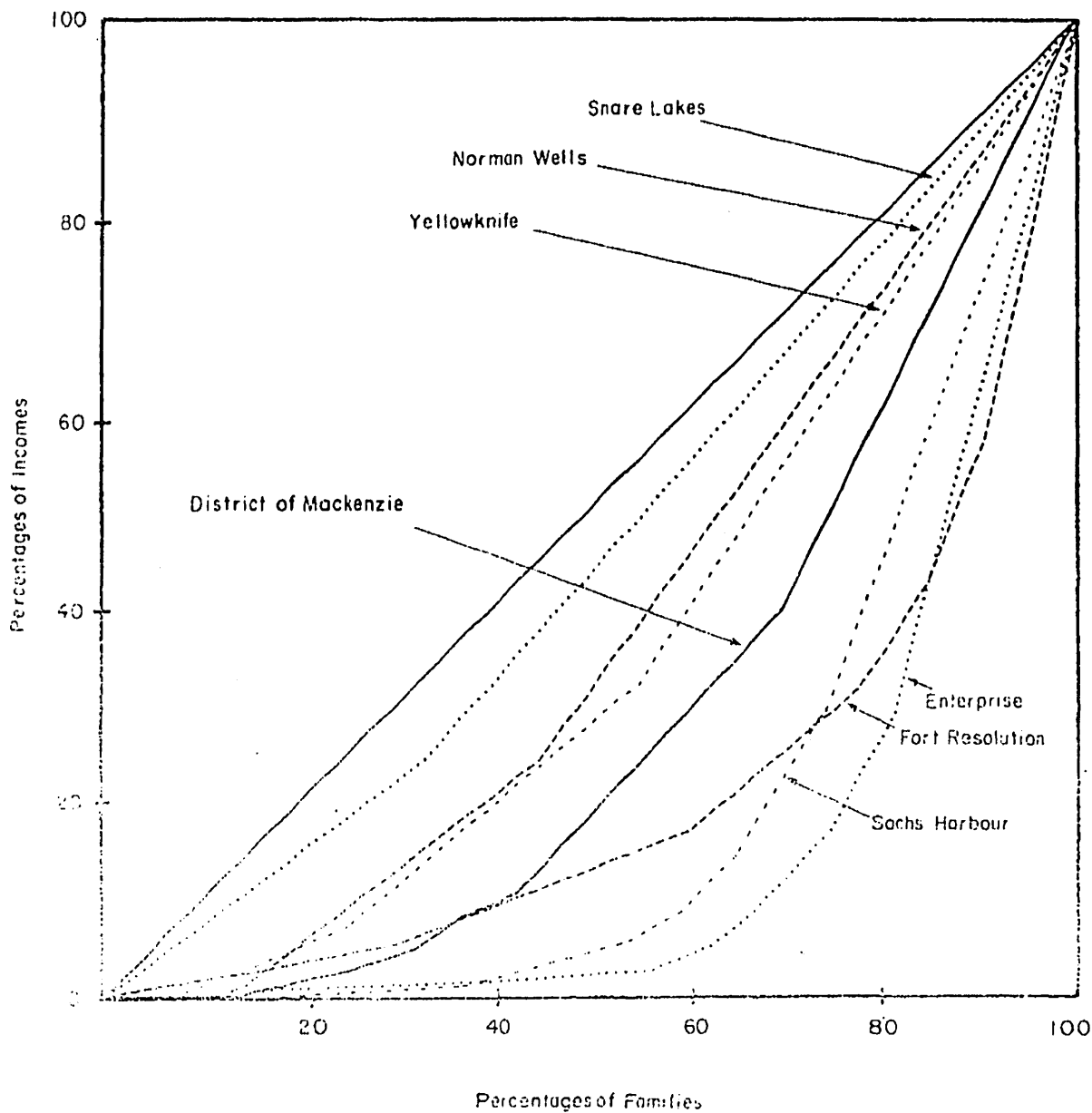


Figure 4 Lorenz Curves By Settlements

Point have the highest standards of living in the Mackenzie District. Conversely, Fort Resolution, a settlement with a lower income per family and high inequality of income distribution, reflected the poorest standard of living in the District. Low income in Fort Resolution was due to the high proportion of families in the low income classes. The striking feature about the unequal distribution of income in Fort Resolution was that the number of families at both ends of the income spectrum was high.

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APPENDICES

Appendix A

PERSONAL INCOME PER CAPITA BY PROVINCES

Province	1968	1969	1970
Newfoundland	\$1,489	\$1,617	\$1,784
Prince Edward Island	1,691	1,827	1,955
Nova Scotia	2,074	2,305	2,482
New Brunswick	1,910	2,088	2,276
Quebec	2,409	2,632	2,809
Ontario	3,064	3,371	3,584
Manitoba	2,658	2,843	2,996
Saskatchewan	2,396	2,517	2,391
Alberta	2,658	2,918	3,074
British Columbia	2,835	3,120	3,293
Yukon and Northwest Territories	2,304	2,596	2,612
Canada	2,662	2,915	3,092

Source: Economic Review, Department of Finance
(April 1971).

Appendix B

SAMPLE SIZE OF THE MANPOWER SURVEY AND OF THIS STUDY

Ethnic Group	Population			Families			% Coverage in this Study (7) = (3)x(6)
	Manpower Survey (1)	N.W.T. Gov't (2)	% Coverage of Survey (3) = (1)/(2)	Response (4)	Survey (5)	% Coverage of Response (6) = (4)/(5)	
Eskimo	1,562	1,645	96.17	265	286	92.66	89.11
Indian	5,300	7,410	72.60	1,142	1,396	81.88	59.39
Others*	9,041	15,286	61.76	3,038	3,236	93.88**	58.02
Total	15,903	24,341	67.39	4,445	4,918	90.36	60.93

Sources: (a) Yukon District Manpower Survey, Table 1, D.I.A.N.D. (The Manpower Survey population counts were usually made in October and November of 1970).

(b) Northwest Territories Government, Yellowknife, in December 1970

(c) Yukon District Manpower Survey, Table 42 excluding the columns of unknown, not specified, and non-reply (no reply included).

* including Métis and White

** 84.94% of Métis and 94.64% of White had responses.

Appendix C

Sample Sizes by Settlement and Ethnic Group

Settlement	Population In Manpower Survey				Total Population				% Coverage of Survey				% Coverage in the Study			
	Eskimo	Indian	Other	Total	Eskimo	Indian	Other	Total	Eskimo	Indian	Other	Total	Eskimo	Indian	Other	Total
1. Aklavik	206	139	176	539	509	130	200	650	108.00	92.67	88.00	98.31	99.19	87.05	84.68	92.48
2. Arctic Red River	0	73	18	96	0	80	10	90	-	97.50	180.00	106.67	-	74.42	180.00	86.49
3. Colville Lake	0	46	2	51	0	65	5	70	-	75.38	40.00	72.86	-	75.38	40.00	72.86
4. Echo Bay	0	1	88	89	0	0	100	100	-	"	88.00	89.00	-	"	64.53	65.26
5. Enterprise	0	0	55	55	0	5	45	50	-	0	122.22	110.00	-	0	93.12	83.81
6. Fort Franklin	0	225	59	382	0	275	75	300	-	117.45	236.00	127.33	-	117.45	209.78	123.79
7. Fort Good Hope	0	246	34	274	0	330	28	350	-	72.73	170.00	78.29	-	62.77	127.50	66.32
8. Fort Liard	0	122	25	252	0	230	30	260	-	98.70	83.33	96.92	-	97.18	83.33	95.55
9. Fort McPherson	10	497	77	584	0	780	60	840	"	63.72	128.33	69.52	"	49.42	106.01	54.46
10. Fort Norman	0	165	69	234	0	275	25	300	-	60.00	276.00	78.00	-	56.92	229.99	71.59
11. Fort Providence	0	289	5	294	0	350	200	550	-	82.57	2.50	53.45	-	79.35	2.50	51.42
12. Fort Resolution	0	186	212	598	0	500	100	680	-	66.55	212.00	87.94	-	33.58	128.71	47.43
13. Fort Simpson	0	356	144	504	0	300	450	750	"	119.33	32.00	67.20	"	68.35	28.74	45.53
14. Fort Smith	14	311	1589	1934	0	560	2000	2500	"	66.20	79.45	77.36	"	59.86	75.17	72.70
15. Fort Wrangie	0	137	21	154	0	145	30	175	-	91.72	70.00	88.00	-	59.82	70.00	60.39
16. Hay River	0	222	1185	1406	0	700	2300	3000	-	31.57	51.52	46.87	-	27.45	46.86	42.43
17. Jean Marie River	0	49	1	50	0	45	5	50	-	108.89	20.00	100.00	-	96.79	0	80.00
18. Inuvik	501	26	845	1366	570	230	1960	2700	93.16	37.39	44.68	54.30	85.40	30.59	42.66	50.99
19. Kakisa Lake	0	34	0	34	0	45	0	45	-	75.56	-	75.56	-	75.56	-	75.56
20. Lac La Martre	0	167	0	167	0	165	5	170	-	101.21	0	98.24	-	92.28	0	89.58
21. Nahanni Butte	0	44	0	44	0	60	5	65	-	73.33	0	67.69	-	66.00	0	60.92
22. Norman Wells	0	0	101	101	0	20	270	290	-	0	37.41	34.83	-	0	36.37	33.87
23. Paulatuk	74	0	1	75	66	0	1	61	123.33	-	100.00	122.95	123.33	-	0	122.95
24. Pine Point	0	76	850	926	0	100	110	1700	"	26.00	77.27	73.67	"	15.60	71.44	67.75
25. Rae	0	772	17	811	0	1050	100	1150	"	75.43	17.00	70.52	"	62.51	17.00	58.83
26. Rae Lake	0	66	0	66	0	40	0	40	-	165.00	-	165.00	-	165.00	-	165.00
27. Sachs Harbour	167	0	11	110	120	0	10	130	89.17	-	110.00	90.77	83.93	-	110.00	86.45
28. Snare Lakes	0	71	0	71	0	10	0	10	-	21.00	-	210.00	-	210.00	-	210.00
29. Snowdrift	0	160	0	180	0	210	10	220	-	89.52	0	85.45	-	67.75	0	64.67

Appendix C (cont'd)

	Population				Total Population				% Coverage of Survey				% Coverage in the Study			
	Esquimaux	Indian	Other	Total	Esquimaux	Indian	Other	Total	Esquimaux	Indian	Other	Total	Esquimaux	Indian	Other	Total
19. Trout Lake	0	40	0	40	45	0	45	45	-	88.09	-	88.69	-	88.89	-	88.59
21. Tuktoyaktuk	441	12	0	497	573	0	40	610	85.09	-	0	81.48	78.32	0	0	71.11
22. Tungsten	0	0	0	0	0	25	230	250	-	0	0	0	-	0	0	0
31. Yellowknife	100	100	300	500	25	475	6000	6500	100.00	66.74	64.70	64.52	100.00	58.13	62.52	62.45
34. Yellowknife Village	0	100	0	100	0	130	0	130	-	77.69	-	77.69	-	77.69	-	77.69
Total	541	532	344	1640	1645	741	15276	24331	96.17	72.60	61.80	67.42	89.11	59.39	58.02	60.93

Source: See Appendix B

Appendix D

FREQUENCY DISTRIBUTION OF FAMILIES
 BY INCOME GROUP AND BY ETHNIC ORIGIN

Income Class	Hispanic		Indian		Hawai		White		Total	
	% of Families	% of Total Income	% of Families	% of Total Income	% of Families	% of Total Income	% of Families	% of Total Income	% of Families	% of Total Income
\$1-499	12.08	0.60	15.74	1.64	12.45	0.47	4.65	0.10	8.28	0.27
500-999	4.12	0.65	13.92	4.06	6.04	0.90	1.55	0.12	5.15	0.53
1,000-1,999	10.11	5.85	29.16	17.04	9.06	2.64	3.57	0.55	11.34	2.32
2,000-2,999	9.06	4.75	15.67	15.26	12.08	5.88	3.21	0.82	7.29	2.49
3,000-3,999	10.94	8.25	7.62	10.39	8.68	5.91	3.89	1.40	5.56	2.66
4,000-4,999	7.17	6.35	3.85	6.75	6.42	5.62	4.29	1.98	4.48	2.75
5,000-5,999	6.04	7.15	3.94	8.44	6.42	6.87	3.82	2.16	4.24	3.11
6,000-9,999	21.11	36.41	8.41	26.29	24.53	38.20	31.41	25.76	24.48	26.74
10,000+	11.51	29.26	2.19	10.23	14.32	33.51	43.61	67.09	29.28	59.13

Source: Computer Print Table 42 of the Mackenzie District Manpower Survey.

Appendix E

CUMULATIVE FREQUENCY DISTRIBUTION OF FAMILIES
BY INCOME GROUP AND BY ETHNIC ORIGIN

Income Class	Families	Indian		Métis		White		Total		
		% of Total Income	% of Families	% of Total Income	% of Families	% of Total Income	% of Families	% of Total Income	% of Families	
\$1-499	17.08	0.60	15.74	1.64	12.45	0.47	4.63	0.10	8.28	0.27
1-999	18.73	1.23	29.16	5.70	18.49	1.37	6.20	0.22	13.40	0.80
1-1,999	24.98	7.19	58.32	22.74	27.55	4.01	9.77	0.77	24.77	3.12
1-2,999	31.98	11.90	75.59	38.00	39.63	9.89	12.98	1.59	32.06	5.61
1-3,999	34.74	20.23	81.61	48.39	48.31	15.80	16.87	2.99	37.67	8.27
1-4,999	31.51	27.16	85.46	55.14	54.73	21.42	21.16	4.97	42.10	11.02
1-5,999	52.27	34.33	89.40	63.58	61.15	28.29	24.98	7.13	46.24	14.13
1-9,999	88.13	70.74	97.81	89.77	85.68	66.49	56.39	32.91	70.72	40.87
1-∞	197.05	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00

Source: Computed from Appendix B.

Appendix F
INCOME SOURCES AND THEIR PERCENTAGES*

	Earned Income			Unearned Income			Subtotal	Grand Total
	Wages and Salaries	Shipping, Renting, & Hitches	Self-Employment	Family Allowances	Pensions	Other Gov't Sources		
Eskimo	\$ 1,054,818 (84.15%)	\$ 81,810 (4.12%)	\$ 8,425 (0.67%)	\$ 1,116,258 (89.72%)	\$ 67,225 (5.40%)	\$ 30,900 (2.48%)	\$ 29,794 (2.40%)	\$ 1,244,177 (100.00%)
Indian	2,024,133 (69.47%)	134,857 (4.88%)	13,458 (0.47%)	2,177,528 (74.74%)	192,252 (6.60%)	339,826 (11.66%)	203,918 (7.00%)	2,913,524 (100.00%)
Métis	1,203,890 (87.20%)	14,040 (2.47%)	12,013 (0.87%)	1,249,903 (90.54%)	47,478 (3.44%)	32,756 (2.37%)	50,347 (3.65%)	1,380,484 (100.00%)
White	22,120,121 (93.45%)	15,180 (0.06%)	983,712 (4.16%)	23,119,013 (97.66%)	267,730 (1.13%)	113,001 (0.48%)	172,570 (0.73%)	23,672,314 (100.00%)
Total:	26,402,119 (90.35%)	242,895 (0.88%)	1,017,586 (3.48%)	27,662,702 (94.70%)	574,685 (1.97%)	516,483 (1.77%)	456,629 (1.56%)	29,210,499 (100.00%)

Sources: Mackenzie District Manpower Survey, Tables 59-67

* No adjustment of income over \$10,000 is made in this table

Appendix G

DISTRIBUTION OF FAMILY INCOMES BY SETTLEMENT AND BY INDICATOR

Settlement	Mean ^a		Median ^b	Standard Deviation	Coefficient of Variation	Coefficient of Skewness	Inequality Index	
	Value	Rank					Index	Rank*
1. Akievik	14,315	11	7,719	4,336	1.0053	1.1037	0.4970	26
2. Arctic Red River	3,503	16	2,467	2,090	0.9624	0.3488	0.4483	19
3. Colville Lake	1,644	30	1,439	1,186	0.7214	0.5211	0.3247	13
4. Echo Bay	6,327	7	7,852	4,553	0.7196	-1.0048	0.2384	5
5. Enterprise	5,782	14	444	5,682	1.5024	1.7624	0.6784	33
6. Fort Franklin	3,884	13	2,499	3,852	0.9918	1.0787	0.4766	23
7. Fort Good Hope	2,432	19	1,684	3,164	1.3010	0.7092	0.5115	28
8. Fort Liard	5,619	6	1,092	13,923	2.4778	0.9323	0.6675	32
9. Fort McPherson	2,549	17	2,060	3,275	1.2848	0.4479	0.4839	24
10. Fort Norman	4,867	5	3,957	4,759	0.9778	0.5484	0.4905	25
11. Fort Providence	2,925	24	1,400	2,106	1.0400	0.8903	0.4739	22
12. Fort Resolution	1,750	27	1,651	4,154	2.3909	0.0710	0.5923	30
13. Fort Simpson	3,420	11	2,057	4,856	1.4633	0.2365	0.5101	27
14. Fort Smith	2,201	5	1,500	5,556	0.7438	0.2246	0.4014	18
15. Fort Wrigley	2,306	10	1,500	4,341	1.9678	0.6261	0.6133	31
16. Hay River	7,747	3	3,427	5,446	0.7032	0.1762	0.3808	15
17. Jean Marie River	1,790	33	1,500	961	0.7450	-0.6556	0.3083	10
18. Inuvik	8,529	4	8,652	4,834	0.5668	-0.6969	0.3025	9
19. Kakisa Lake	2,500	18	1,800	1,500	0.6000	1.4000	0.2355	4
20. Lac La Pierre	2,059	21	1,682	1,691	0.8213	0.6688	0.3877	16
21. Nahanni Butte	1,900	25	1,633	1,222	0.6432	0.1645	0.3115	11
22. Norman Wells	10,744	1	10,764	4,569	0.4625	-0.0121	0.2212	3
23. Paulatuk	2,175	21	1,800	1,836	0.8440	0.6127	0.3430	14
24. Pine Point	6,633	3	8,605	5,215	0.6041	0.0163	0.3203	12
25. Rae	1,616	26	1,341	2,758	1.5187	0.5167	0.3928	17
26. Rae Lakes	2,033	23	1,936	618	0.3040	0.4612	0.1174	2

Appendix G (cont'd)

Settlement	Mean ^a		Median ^b	Standard Deviation	Coefficient of Variation	Coefficient of Skewness	Inequality Index	
	Value	Rank					Index	Rank*
27. Sachs Harbour	19,736	10	1,667	5,641	1.1911	1.6322	0.5884	29
28. Snare Lakes	1,317	32	1,250	259	0.1969	0.7761	0.0780	1
29. Snowdrift	1,720	28	2,286	1,343	0.7808	-1.2643	0.3019	8
30. Trout Lake	1,350	31	1,250	709	0.5251	0.4231	0.2585	6
31. Suktoyaktuk	3,411	12	3,450	3,533	0.9031	0.3923	0.4453	21
32. Yellowknife	9,626	2	9,289	4,905	0.5179	0.2028	0.2740	7
33. Yellowknife Village	3,711	29	1,300	1,537	0.8985	0.8022	0.4214	20

Sources : (a) Mackenzie District Manpower Survey, Table 42
 (b) Computed from Appendix I of this report.

* The higher the ranking is, the more unequal is the distribution of income.

Appendix H

FREQUENCY DISTRIBUTION OF FAMILIES
BY INCOME GROUP AND BY SETTLEMENT

Settlement	Percentage of families and their incomes	Percentage of families and their incomes								
		\$1- 250	\$500- 999	\$1,000- 1,999	\$2,000- 2,999	\$3,000- 3,999	\$4,000- 4,999	\$5,000- 5,999	\$6,000- 7,999	\$10,000 --
1. Aklevik	Families (1)	11.07	7.97	21.23	12.60	9.45	2.36	3.94	19.69	11.02
	Incomes (2)	0.64	1.22	7.52	6.92	7.26	2.33	4.76	34.59	34.76
2. Arctic Indians	Families (1)	4.67	19.00	20.00	20.00	6.67	10.00	10.00	13.33	3.33
	Incomes (2)	0.51	2.36	8.33	13.88	6.40	12.49	15.26	29.60	11.09
3. Coelestine Lake	Families (1)	5.86	25.53	47.06	5.88	11.76	5.89	0.00	0.00	0.00
	Incomes (2)	0.36	6.62	42.93	8.94	25.04	16.11	0.00	0.00	0.00
4. Echo Bay	Families (1)	9.09	9.09	1.82	1.82	7.27	7.27	9.09	49.09	23.64
	Incomes (2)	0.00	0.00	0.23	0.53	2.95	3.79	5.80	45.52	41.09
5. Enterprise	Families (1)	56.25	0.00	6.25	0.00	6.25	6.25	0.00	6.25	18.75
	Incomes (2)	2.80	0.50	3.33	0.00	5.44	7.00	0.00	12.44	69.99
6. Fort Franklin	Families (1)	2.86	12.86	30.00	8.57	11.43	5.71	8.57	12.86	7.14
	Incomes (2)	0.29	2.27	11.26	5.36	10.01	6.44	11.80	25.75	26.82
7. Fort Good Hope	Families (1)	9.72	22.22	26.59	12.50	9.72	4.17	2.78	8.33	4.17
	Incomes (2)	0.93	6.17	13.95	11.01	11.99	6.61	5.38	23.49	20.57
8. Fort Liard	Families (1)	12.86	27.14	34.29	10.00	1.43	1.43	7.14	2.86	2.85
	Incomes (2)	0.70	3.42	9.03	4.39	0.88	1.13	68.93	4.01	7.51
9. Fort McPherson	Families (1)	12.77	4.96	21.21	17.73	9.93	4.26	4.26	11.34	3.54
	Incomes (2)	0.52	1.21	14.71	13.93	10.92	5.02	7.36	28.54	16.73
10. Fort Norman	Families (1)	17.31	1.92	17.31	9.62	3.85	11.54	3.85	17.30	17.30
	Incomes (2)	1.10	0.20	4.95	4.59	2.57	9.91	4.04	26.42	46.22
11. Fort Resolution	Families (1)	11.94	27.63	26.32	18.42	1.32	2.63	3.95	7.89	0.00
	Incomes (2)	1.69	9.53	18.76	21.68	2.19	5.63	10.32	30.00	0.00
12. Fort Reliance	Families (1)	22.47	14.61	23.60	16.85	3.37	3.37	1.12	5.62	8.99
	Incomes (2)	1.92	3.75	11.76	14.00	3.92	5.04	2.05	14.94	42.58

Appendix H (Cont'd)

Settlement	Percentage of Families and their Incomes	\$1-	\$500-	\$1,000-	\$2,000-	\$3,000-	\$4,000-	\$5,000-	\$6,000-	\$10,000
		499	999	1,999	2,999	3,999	4,999	5,999	9,999	-
13. Fort Simpson	Families (2) Incomes (2)	15.53 0.61	9.74 1.30	18.45 5.72	7.7 4.02	4.85 3.51	3.88 3.61	4.85 5.52	24.27 40.16	11.66 35.55
14. Fort Smith	Families (2) Incomes (2)	8.60 0.32	5.60 0.47	9.20 1.85	7.20 2.42	6.20 2.91	4.60 2.78	4.60 3.40	25.00 26.86	30.00 58.95
15. Fort Snelling	Families (2) Incomes (2)	34.29 4.01	11.43 2.27	14.29 6.80	14.29 11.33	2.86 3.17	2.86 4.08	2.86 4.99	8.56 21.76	8.56 40.79
16. Hay River	Families (2) Incomes (2)	9.42 0.35	2.36 0.23	7.59 1.43	6.81 2.13	6.02 2.64	4.71 2.66	3.66 2.53	26.44 26.54	32.99 61.49
17. Jean Marie River	Families (2) Incomes (2)	12.50 2.71	12.50 4.26	50.00 46.51	12.50 19.38	12.50 27.14	0.00 0.00	0.00 0.00	0.00 0.00	0.00 0.00
18. Inuvik	Families (2) Incomes (2)	4.95 0.15	2.00 0.16	4.74 0.81	2.49 0.71	5.49 2.19	4.74 2.43	5.24 1.28	35.16 32.02	35.15 58.24
19. Kakisa Lake	Families (2) Incomes (2)	0.00 0.00	0.00 0.00	62.50 37.50	12.50 12.50	0.00 0.00	12.50 22.50	12.50 27.50	0.00 0.00	0.00 0.00
20. Lac La Poudre	Families (2) Incomes (2)	9.68 2.65	16.13 5.39	35.48 25.04	22.58 26.56	3.23 5.31	3.23 6.83	6.45 16.69	3.22 12.13	0.00 0.00
21. Nahanni Butte	Families (2) Incomes (2)	22.77 3.51	0.00 0.00	33.33 26.32	33.33 43.86	0.00 0.00	11.12 26.31	0.00 0.00	0.00 0.00	0.00 0.00
22. Norman Wells	Families (2) Incomes (2)	5.71 0.05	2.86 0.23	2.86 0.40	0.00 0.00	2.86 0.93	0.00 0.00	0.00 0.00	31.43 23.40	54.28 74.99
23. Paulatuk	Families (2) Incomes (2)	14.29 1.77	7.14 2.79	35.71 24.63	28.57 32.84	7.14 11.49	0.00 0.00	0.00 0.00	7.15 26.28	0.00 0.00
24. Pine Point	Families (2) Incomes (2)	11.79 0.22	2.23 0.18	1.52 0.26	1.90 0.53	3.42 1.34	1.90 0.96	3.42 2.11	36.50 32.70	37.27 61.70
25. Rae	Families (2) Incomes (2)	24.36 3.18	16.67 6.45	26.28 18.71	16.67 19.78	6.41 10.65	2.56 5.48	0.63 1.67	3.21 12.17	3.21 21.91
26. Rae Laza	Families (2) Incomes (2)	0.00 0.00	0.00 0.00	53.33 39.34	40.00 49.18	6.67 11.48	0.00 0.00	0.00 0.00	0.00 0.00	0.00 0.00
27. Sachs Harbour	Families (2) Incomes (2)	40.00 1.76	0.00 0.00	15.00 4.52	5.00 2.51	0.00 0.00	0.00 0.00	5.00 5.53	10.00 16.09	25.00 69.39

Appendix B (Cont'd)

Settlement	Percentage of Families and Units Income	Percentage of Families and Units Income								
		\$1- 499	\$500- 999	\$1,000- 1,999	\$2,000- 2,999	\$3,000- 3,999	\$4,000- 4,999	\$5,000- 5,999	\$6,000- 9,999	\$10,000 --
28. Snare Lake	Families (2)	0.00	33.33	66.67	0.00	0.00	0.00	0.00	0.00	0.00
	Income (2)	9.90	24.05	75.95	0.00	0.00	0.00	0.00	0.00	0.00
29. Snowdrift	Families (2)	17.86	0.00	25.00	25.00	25.00	7.14	0.00	0.00	0.00
	Income (2)	3.58	0.00	16.50	27.49	38.49	14.14	0.00	0.00	0.00
30. Trout Lake	Families (2)	10.00	30.00	40.00	20.00	0.00	0.00	0.00	0.00	0.00
	Income (2)	1.53	16.67	44.44	37.04	0.00	0.00	0.00	0.00	0.00
31. Tuktoyaktuk	Families (2)	11.11	4.94	17.23	11.11	12.35	11.11	7.41	14.81	9.88
	Income (2)	0.46	0.75	6.03	6.46	10.05	11.63	9.48	27.57	27.57
32. Yellowknife	Families (2)	2.15	1.66	4.25	1.98	4.38	4.85	4.05	30.21	44.63
	Income (2)	0.05	0.11	0.65	1.01	1.56	2.21	2.26	24.54	67.61
33. Yellowknife Village	Families (2)	31.58	10.53	26.32	10.53	10.53	5.26	5.25	0.00	0.00
	Income (2)	4.00	5.23	23.08	15.38	21.54	13.85	16.92	0.00	0.00

Source: Computed from Table 42, Mackenzie District Manpower Survey

Appendix I

CUMULATIVE FREQUENCY DISTRIBUTION OF FAMILIES
BY INCOME GROUP AND BY SETTLEMENT

Settlement	Cumulative Percentages of Families	Annual Income								
		\$1-499	\$1-999	\$1-1,999	\$1-2,999	\$1-3,999	\$1-4,999	\$1-5,999	\$1-9,999	\$1-
1. Arlsvik	Families (1)	11.02	18.11	40.94	51.54	62.99	65.35	69.29	88.98	100.00
	Incomes (2)	0.64	1.85	9.38	16.30	23.56	25.89	30.65	65.24	100.00
2. Arctic Redoubt	Families (1)	6.67	16.67	36.67	56.67	63.34	73.34	83.34	96.67	100.00
	Incomes (2)	0.51	2.87	11.20	25.08	31.56	44.05	59.31	88.91	100.00
3. Colville Lake	Families (1)	5.88	29.41	76.47	82.35	94.11	100.00	-	-	-
	Incomes (2)	0.14	6.98	49.91	56.85	83.89	100.00	-	-	-
4. Echo Bay	Families (1)	0.00	0.00	1.82	3.64	10.91	18.18	27.27	76.36	100.00
	Incomes (2)	0.00	0.00	0.32	0.85	3.80	7.59	13.39	58.91	100.00
5. Enterprise	Families (1)	56.25	56.25	62.50	62.50	68.75	75.00	75.00	81.25	100.00
	Incomes (2)	2.69	2.80	5.13	5.13	10.57	17.57	17.57	30.01	100.00
6. Fort Franklin	Families (1)	7.06	15.72	45.72	54.29	65.72	71.43	80.00	92.86	100.00
	Incomes (2)	0.29	2.56	13.82	19.18	29.19	35.63	47.43	73.18	100.00
7. Fort Good Hope	Families (1)	5.72	31.94	58.33	70.83	80.55	64.72	87.50	95.83	100.00
	Incomes (2)	0.55	7.00	20.95	31.96	43.95	50.56	55.94	79.43	100.00
8. Fort Liard	Families (1)	12.66	40.00	74.29	84.29	85.72	87.15	94.29	97.15	100.00
	Incomes (2)	0.70	4.12	13.15	17.54	18.42	19.55	88.48	92.49	100.00
9. Fort McPherson	Families (1)	12.77	17.73	48.94	66.67	76.60	80.86	85.12	96.46	100.00
	Incomes (2)	0.50	1.77	16.50	30.43	41.35	47.37	54.73	83.27	100.00
10. Fort Norman	Families (1)	17.58	49.23	36.54	46.16	50.01	61.55	65.40	82.70	100.00
	Incomes (2)	1.10	1.30	6.25	10.84	13.41	23.32	27.36	53.78	100.00
11. Fort Providence	Families (1)	11.84	59.47	65.79	84.21	85.53	88.16	92.11	100.00	-
	Incomes (2)	1.69	11.27	29.98	51.86	54.05	59.68	70.00	100.00	-
12. Fort Resolution	Families (1)	22.47	30.08	60.68	77.53	80.90	84.27	85.39	91.09	100.00
	Incomes (2)	1.97	5.71	17.47	31.67	35.39	40.43	42.46	57.42	100.00

Appendix I (Cont'd)

Settlement	Cumulative Performance of Facilities & their Incomes	\$1-	\$1-	\$1-	\$1-	\$1-	\$1-	\$1-	\$1-	\$1-
		499	999	1,999	2,999	3,999	4,999	5,999	9,999	=
13. Fort Simpson	Families (2)	13.51	24.27	42.72	50.49	55.34	59.22	64.07	88.34	100.00
	Incomes (2)	0.61	1.91	7.63	11.63	15.16	18.77	24.29	64.45	100.00
14. Fort Smith	Families (2)	8.60	13.50	22.40	29.60	35.80	40.40	45.00	70.00	100.00
	Incomes (2)	0.32	0.79	2.64	5.06	7.97	10.75	14.15	41.01	100.00
15. Fort Whyte	Families (2)	31.29	45.72	60.01	74.30	77.16	80.02	82.88	91.44	100.00
	Incomes (2)	4.81	7.08	11.84	25.21	28.38	32.46	37.45	59.21	100.00
16. Hay River	Families (2)	9.42	11.78	19.37	26.18	32.20	36.91	40.57	67.01	100.00
	Incomes (2)	0.25	0.58	2.01	4.14	6.78	9.44	11.97	38.51	100.00
17. Jean Marie River	Families (2)	17.50	25.00	75.00	87.50	100.00	-	-	-	-
	Incomes (2)	2.71	5.97	53.43	72.86	100.00	-	-	-	-
18. Inuvik	Families (2)	4.99	6.99	11.73	14.22	19.71	24.45	29.69	64.85	100.00
	Incomes (2)	0.15	0.31	1.12	1.83	4.07	6.45	9.73	41.75	100.00
19. Kakisa Lake	Families (2)	0.00	0.00	62.50	75.00	75.00	87.50	100.00	-	-
	Incomes (2)	0.00	0.00	37.50	50.00	50.00	72.50	100.00	-	-
20. Lac Le Hardre	Families (2)	9.68	25.91	61.29	83.87	87.10	90.33	96.78	100.00	-
	Incomes (2)	2.25	7.44	32.48	59.04	64.35	71.18	87.87	100.00	-
21. Nahanni Basin	Families (2)	22.22	22.22	55.55	88.88	88.88	100.00	-	-	-
	Incomes (2)	3.51	3.51	29.83	73.69	73.69	100.00	-	-	-
22. Norman Wells	Families (2)	5.71	8.57	11.43	11.43	14.29	14.29	14.29	45.72	100.00
	Incomes (2)	0.65	0.28	0.68	0.68	1.61	1.61	1.61	25.01	100.00
23. Paulatuk	Families (2)	14.29	21.43	57.14	85.71	92.85	92.85	92.85	100.00	-
	Incomes (2)	1.97	4.76	29.39	62.23	73.72	73.72	73.72	100.00	-
24. Pine Point	Families (2)	11.79	14.07	15.59	17.49	20.91	22.81	28.23	62.73	100.00
	Incomes (2)	0.22	0.40	0.66	1.19	2.53	3.49	5.00	38.30	100.00
25. Rae	Families (2)	24.34	41.03	67.31	83.98	90.39	42.95	93.58	96.79	100.00
	Incomes (2)	3.18	8.65	28.34	48.12	58.77	64.25	65.92	78.09	100.00
26. Rae Lakes	Families (2)	0.00	0.00	51.33	93.33	100.00	-	-	-	-
	Incomes (2)	0.00	0.00	39.34	88.52	100.00	-	-	-	-
27. Sachs Harbour	Families (2)	40.00	40.00	55.00	60.00	60.00	60.00	65.00	75.00	100.00
	Incomes (2)	1.96	1.96	6.48	8.99	8.99	8.99	14.52	30.61	100.00

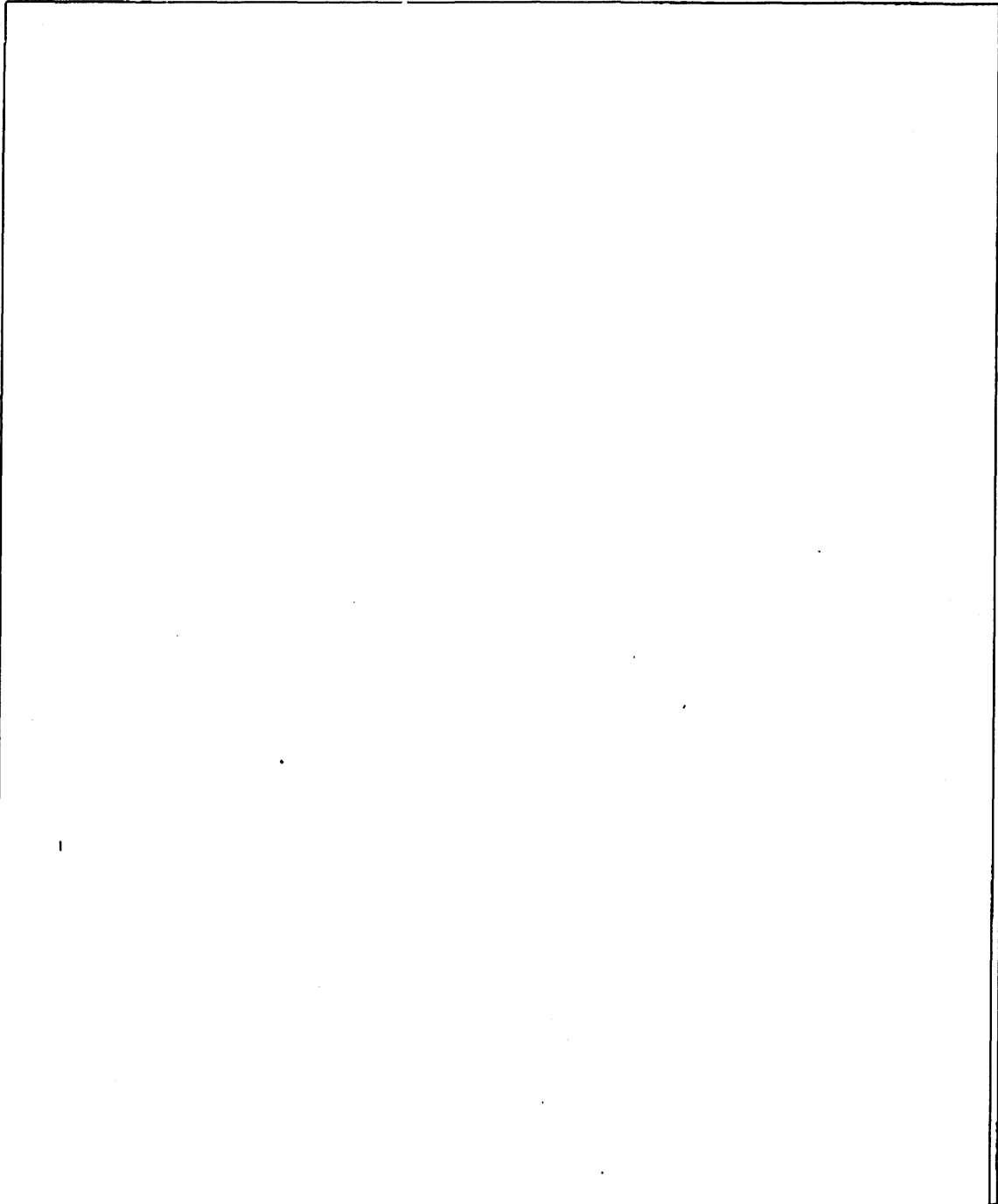
Appendix I (Cont'd)

Settlement	Relative Percentages of Families with incomes	\$1-	\$1-	\$1-	\$1-	\$1-	\$1-	\$1-	\$1-	\$1-
		499	999	1,999	2,999	3,999	4,999	5,999	9,999	"
28. Shere Lake	Families (%)	0.00	33.33	100.00	-	-	-	-	-	-
	Incomes (%)	0.00	24.05	100.00	-	-	-	-	-	-
29. Snowdrift	Families (%)	17.86	17.86	42.86	67.86	92.86	100.00	-	-	-
	Incomes (%)	3.38	3.38	19.88	47.37	85.86	100.00	-	-	-
30. Trout Lake	Families (%)	10.00	40.00	80.00	100.00	-	-	-	-	-
	Incomes (%)	1.85	18.52	62.96	100.00	-	-	-	-	-
31. Tuktoyaktuk	Families (%)	11.11	16.05	33.33	44.44	56.79	67.90	75.31	90.12	100.00
	Incomes (%)	0.46	1.21	7.24	13.70	23.75	35.38	44.86	72.43	100.00
32. Yellowknife	Families (%)	2.19	3.65	7.90	11.88	16.26	21.11	25.16	55.37	100.00
	Incomes (%)	0.05	0.16	0.81	1.82	3.38	5.59	7.85	32.39	100.00
33. Yellowknife Village	Families (%)	31.58	42.11	68.43	78.96	89.49	94.75	100.00	-	-
	Incomes (%)	4.00	9.23	32.31	47.69	69.23	83.08	100.00	-	-

Source: Census of 1966 Appendix II

APPENDIX NO. 5

page 153



A STUDY OF INCOME AND INCOME DISTRIBUTION
IN THE ARCTIC COAST AND BAFFIN REGIONS
OF NORTHERN CANADA

BY
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July, 1973.

PREFACE

This study is the second in a series of studies which Dr. Chun-Yan Kuo is undertaking in his examination of the standard of living of the population in the Yukon and the Northwest Territories. In both studies he has employed total family income as well as family income distribution as indicators of the standard of living. However, in this study he has used per family member income and income distribution as additional indicators.

Perhaps the most revealing result of his research is that the personal income of the Arctic Coast and Baffin Regions as a whole doubled between 1964 and 1969. Nevertheless, it still remains true that average and median annual family incomes for the Eskimo population in the studied area are considerably lower than those for Canada as a whole. The socio-economic implications of this income disparity should be clear to policy makers and economic planners.

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I. INTRODUCTION

The Department of Indian Affairs and Northern Development conducted an Eskimo manpower survey in the Arctic Coast and Baffin Regions during the period from November, 1969 to May, 1970. Eskimos account for the majority of the people who live permanently in the area.^{1/} One of the major purposes of the survey was to have a better understanding of the current indigenous socio-economic situation and the living standards in Northern Canada.

The average level of personal income is frequently used as a satisfactory indicator of the standard of living since it reflects, *ceteris paribus*, the purchasing power of the community. Equally important are income distributions which also indicate differences in purchasing power.^{2/} The more equitable the income distribution in

* I am indebted to Mr. D.C.E. Mathurin, Acting Head, Regional Planning Section, for helpful comments. Thanks are also due to Mrs. A. Henry, Data Management Section and Miss B.J. McGinn, Computer Information Systems, for their assistance in processing the data.

^{1/} In late 1970, Eskimos accounted for 84.93% of the total population in the Arctic Coast Region and 83.81% in the Baffin Region.

^{2/} Among other factors are price differences from region to region and a measurement of imputed income. Unfortunately, price indexes and a satisfactory evaluation of imputed income in the subsistence sector are not currently available for the North.

the society, the greater would be the spread of purchasing power and the more inequitable the distribution, the less would be the spread. The purpose of this paper is to investigate the personal income and income distribution of the Eskimos of the Arctic Coast and Baffin Regions.

The paper is divided into eight main sections. The data used in the study are described in Section II, and in Section III we examine the composition of incomes. Section IV examines whether earnings vary significantly due to the different socio-economic characteristics of the labour force. Section V spells out the differences of family income and income distribution on a settlement basis. Section VI presents income and income distribution in terms of per family member and then compares the difference in distribution between family income and per family member income. In Section VII a comparison of changes in personal income and income distribution in 1964, 1965 and 1969 is made, and the summary and conclusions of the study are included in Section VIII.

II. DATA

Two sets of data are used for this study. One is income received in 1969, taken from the Arctic Coast and Baffin Manpower Surveys which were conducted by the

Economic Staff Group, Department of Indian Affairs and Northern Development;^{1/} the other is 1964 and 1965 incomes obtained from the Eskimo Housing Survey conducted by the Northern Housing Section of the same Department.^{2/}

A. Manpower Survey

The Arctic Coast and Baffin Manpower Surveys were designed as general surveys. However, in order to have a comprehension of the true percentage coverage of the survey, total population provided by the N.W.T. Government is used. The Arctic Coast and the Baffin Manpower Surveys covered 99.30% and 94.01% respectively of the total Eskimo population of the regions.

In this paper we are primarily interested in personal income and income distribution. Excluding a small proportion of families which gave no data on income, the remaining useful data for the analysis are as high as 94.97% coverage of total families

^{1/} S.K. MacBain, Arctic Coast Manpower Survey and Baffin Manpower Survey, Economic Staff Group, D.I.A.N.D., (1972).

^{2/} Eskimo Housing Survey, Arctic District, N.W.T., compiled by the Public Housing Section, Department of Indian Affairs and Natural Resources (January - April, 1965); and Eskimo Housing Survey, District of Mackenzie, N.W.T., compiled by the Northern Housing Section, D.I.A.N.D. (1967).

in the Arctic Coast Region and 93.02% in the Baffin Region.

Appendix A shows the percentage coverage on a settlement basis. A more than 100% coverage in Coppermine and Pelly Bay is explained by the fact that the population data used were obtained from different sources. On the other hand, the settlement with the lowest percentage of coverage was Port Burwell (78.86%). Most of the settlements had a more than 90% coverage. Hence, the manpower survey can be regarded as having an excellent coverage and as being one of the satisfactory sources of data for estimating current native income and income distribution.

B. Housing Survey

An Eskimo housing survey was conducted by the Department of Indian Affairs and Northern Development in the Arctic Coast Region in 1966 and in the Baffin Region in 1965. This survey was aimed at examining the housing situation of the native residents. However, data on family incomes were also collected on a basis of the percentage distribution of families by income groups. The highest income group in the Baffin Region was \$3,000 and more, and in the Arctic

Coast Region \$4,000 and more. Researchers who are familiar with northern conditions are of the opinion that \$4,000 and \$5,000 are representative of the annual family incomes in the Baffin Region and Arctic Coast Region respectively. These are the figures used in this study.

III. COMPOSITION OF INCOMES

The annual income in both the Arctic Coast and Baffin Manpower Surveys was with respect to 1969. There were two main sources of income: earned income, including earnings from wages and salaries, as well as from hunting, trapping, fishing and other forms of self-employment; and unearned income, which included family allowance, pensions and other government transfer payments.

Distribution between earned and unearned incomes is shown in Appendix B. Earned income accounted for 84% of total income in the Arctic Region and 87% in the Baffin Region. Recipients of earned income were making contributions to the production of the northern economy. The breakdown of earnings into different major sources permits one to ascertain the key economic activities undertaken in the community.

From Appendix B, one can see the importance of wages and salaries in the formation of income. In the Arctic Coast Region, wages and salaries constituted 53% of total

incomes. The corresponding figure was 75% in the Baffin Region. The communities with a high proportion of wages and salaries to total income were Resolute Bay (89.79%), Frobisher Bay (89.16%), Broughton Island (82.91%), Hall Beach (82.45%) and Cambridge Bay (81.55%). The settlement having a large proportion of income in the subsistence sector was Coppermine (31.25%). In addition, self-employment accounted for more than one fifth of the community income in Lake Harbour (26.77%), Holman Island (22.94%) and Cape Dorset (22.37%). These statistical data underline the importance of the traditional economy and self-employment in several settlements.

On the other hand, 16% of total incomes in the Arctic Coast Region and 13% in the Baffin Region were received in the form of family allowance, old age pensions and other government transfer payments. These percentages, which were greater than corresponding figures for the Mackenzie District (10%), reflected the heavy dependence of the Eskimo population upon government subsidies.^{1/} However, this dependence varied from community to community. For instance, Frobisher Bay and Resolute Bay

^{1/} See C.Y. Kuo, A Study of Income Distribution in the Mackenzie District of Northern Canada, (Economic Staff Group, D.I.A.N.D., 1972), pp. 16 and 29.

had the lowest degree of dependence on the governments with rates of 6.48% and 9.09% respectively. On the other hand, the communities with the highest rates of dependence were Gjoa Haven (40.76%) and Port Burwell (33.98%). It is generally expected that the poorer a community, the greater is its dependence on the relief of the government transfer payments.

IV. EARNINGS BY VARIOUS CHARACTERISTICS OF LABOUR FORCE

The major income sources in each settlement have been discussed in the previous section. It has been pointed out that the most important component of income is earnings received in the form of wages and salaries. Nevertheless, the traditional sector and self-employment still played a significant economic role in several communities. The amount of earnings received by members of the labour force can be regarded as the most important determinant of total income and also as the basic determinant in the distribution of income. However, average earnings are expected to vary considerably with respect to different socio-economic characteristics of the members of the labour force. It is therefore the purpose of this section to investigate if there is any relationship between workers' earnings and the characteristics of the workers.

A. Earnings by Sex

Disparities in earnings by sex exist in the North.^{1/} Appendix C shows distribution of workers by sex and the workers' incomes in 1969. In the Arctic Coast Region, males accounted for 84.26% of total workers. The average incomes for males and females were \$3,275 and \$2,051 per annum respectively. In the Baffin Region, 89.04% of total workers were males and the respective annual incomes were \$2,793 for males and \$1,599 for females.

With the exception of Cambridge Bay, Gjoa Haven and Pond Inlet, male workers earned much more than females. However, the highest average annual income of male workers was in Frobisher Bay (\$4,889), while Port Burwell had the lowest (\$971). On the other hand, Cambridge Bay had the highest average annual income for female workers (\$4,359), while Lake Harbour had the lowest (\$175).

^{1/} In Canada as a whole, male workers earned, on the average, \$6,162 against \$2,524 for females in 1969. See Income Distribution by Size in Canada, 1969, Statistics Canada, Catalogue 13-544, (1972), p. 61.

B. Earnings by Age Group

More than half of the Eskimos in the labour force were in the age group ranging from 15 to 34 years in both studied areas. The average annual earnings in the Arctic Coast Region were \$2,527 for persons aged 15-24, \$3,673 for 25-34, \$3,174 for 35-44, \$3,082 for 45-54, \$2,680 for 55-64 and \$1,279 for 65 and over. The corresponding annual earnings in the Baffin Region were \$1,862, \$2,969, \$3,078, \$3,452, \$2,976 and \$963. These figures show that average annual earnings increased and then decreased with an increase in the age of workers. This indicates that the lowest annual earnings are associated with workers in the age group 65 and over, and it should be noted that these workers are approaching retirement age.

The second lowest earnings are associated with the youngest workers (age group 15-24 years), and again it must be noted that they are new entrants in the labour markets and are still in the learning and training stage.

C. Earnings by Educational Level

More than 50% of the workers in the labour force in all the communities never attended regular day school. Looking at the studied areas

separately, 66.83% of the workers in the Arctic Coast Region and 68.85% in the Baffin Region had no formal education, and only a very small percentage of the workers went beyond elementary school (1.70% and 0.56% respectively in the Arctic Coast and Baffin Regions).

Appendix E shows that, on the average in 1969, Eskimo workers with education up to Grade 3 did not earn more money than those without education. This suggests that there is no relationship between earnings and education attained up to the Grade 3 level. However, average earnings started to increase with persons who had reached Grade 4, and increased even more with those who had received secondary school education.

V. FAMILY INCOME AND INCOME DISTRIBUTION

Family income^{1/} in this section covers incomes from all sources. The average Eskimo family income of the Arctic Coast Region in 1969 was \$3,660 against \$3,802 in the Baffin Region. The regions' median family incomes

^{1/} "Family" in this study refers to an economic rather than a census family; that is, it includes all relatives living in the same dwelling. See Family Incomes (Census Families) 1967, Statistics Canada, Catalogue 13-538 (January 1972), p. 7.

(\$2,969 and \$2,867 respectively) fell short of the corresponding average incomes, but the rankings of each region were reversed. The striking thing is that both the average and the median incomes were substantially lower than those for Canada as a whole (\$8,927 and \$8,008 respectively).^{1/} The rankings of the community family incomes in terms of the average and the median values, with the exception of Broughton Island, were fairly consistent in the studied area. It can be seen from Appendix H that the highest average and median incomes were in Frobisher Bay (\$6,004 and \$5,627), Resolute Bay (\$4,709 and \$4,830), Hall Beach (\$4,671 and \$3,669), Coppermine (\$4,330 and \$3,882), and Pelly Bay (\$4,233 and \$3,850). These communities are mainly transportation and government administration centers, as well as being areas which are good for traditional economic activities. Conversely, the communities with the lowest family income (less than \$3,000) were Port Burwell, Arctic Bay, Spence Bay, Clyde River, Cape Dorset, Gjoa Haven and Pond Inlet. The residents in these communities lived either on

^{1/} See Family Incomes, 1969, Statistics Canada, Catalogue 13-546, (July 1972), p. 8, and also Income Distributions by Size in Canada, 1969, op. cit., p. 24.

heavy government transfer payments or on relatively low wages and salaries.

The dispersion of family incomes can be measured by the standard deviation from the average family income. We can see from Appendix H that the dispersion of family incomes varied the most, in absolute terms, for Frobisher Bay and the least for Port Burwell and Grise Fiord. However, if the coefficient of variation is used, the larger the coefficient, the more dispersed is the family income in the community. We found that Pelly Bay had the smallest degree of dispersion, while the dispersions in Spence Bay, Broughton Island and Clyde River were relatively high compared with those in the rest of the settlements.

Eskimo families in all the settlements, with the exception of Resolute Bay, had a positively skewed income distribution. Resolute Bay (-0.1091) and Grise Fiord (0.2261) had the lowest coefficient of skewness. This indicates that the family income distributions of these two communities were relatively symmetrical when compared with those in the rest of the communities. The highest coefficient of skewness was in Broughton Island (1.1918), which indicates that a few families were in a relatively high income bracket compared with other families.

Inequality of Family Income Distribution

Both the Lorenz Curve and the inequality index (or Gini index)^{1/} are used to measure the degree of spreads of income distribution in this study. The Lorenz Curve is drawn within a square box. The horizontal axis measures the cumulative percentages of families ranked from the poorest up, while the vertical axis measures the corresponding cumulative percentages of incomes the families receive. The area between the Lorenz Curve and the diagonal line measures the degree of inequality of income distribution. The greater the area is, the more unequal is the income distribution. In other words, the further away the Lorenz Curve is from the diagonal line, the more unequal is the distribution of income.

The family incomes are divided into nine classes, that is, \$1-499, \$500-999, \$1,000-1,999, \$2,000-2,999, \$3,000-3,999, \$4,000-4,999, \$5,000-5,999, \$6,000-9,999, and \$10,000 and over. Appendix F shows the percentages of families and their incomes by income groups. The corresponding cumulative percentages of families and their incomes are extracted from Appendix F and are

^{1/} See, for example, J.R. Podoluk, Incomes of Canadians, Dominion Bureau of Statistics, (1968), p. 272.

shown in Appendix G. The Lorenz Curves in Figure 1 show that there was a better distribution of family income in the Arctic Coast Region than in the Baffin Region.

Lorenz Curves for all communities cannot be presented in one diagram. Figure 2 shows the Lorenz Curves of the communities with the most equal and unequal distributions of family incomes. It can be seen that the communities of Grise Fiord, Pelly Bay and Frobisher Bay had relatively equal income distributions. Conversely, the Lorenz Curves for Broughton Island, Clyde River and Spence Bay reflected greater inequality of distributions of family incomes.

The index of inequality of the income distribution can be computed as the ratio of the area between the Lorenz Curve and the diagonal line to the area of the lower triangle in the square box shown in either Figure 1 or 2. The index can have a value ranging from 0 to 1. The greater the index is, the more unequal is the income distribution.

The inequality indexes of the family income distribution for all settlements and regions are shown in Appendix H. The communities with a low index were Grise Fiord (0.2669), Pelly Bay (0.2732), Gjoa Haven (0.2877) and Pangnirtung (0.2994), while those with a

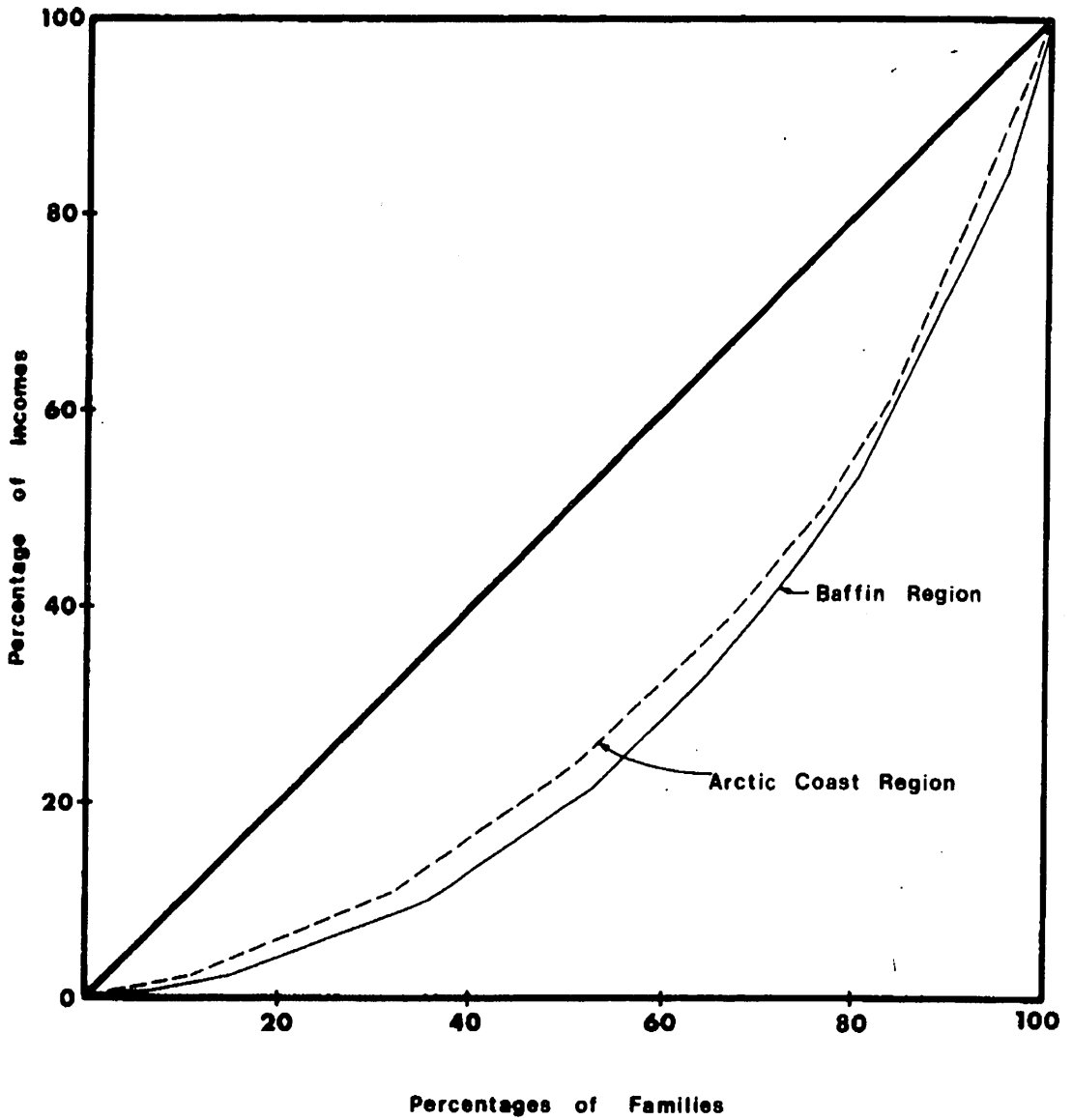


Figure 1 Lorenz Curves in Terms of Family Incomes by Regions

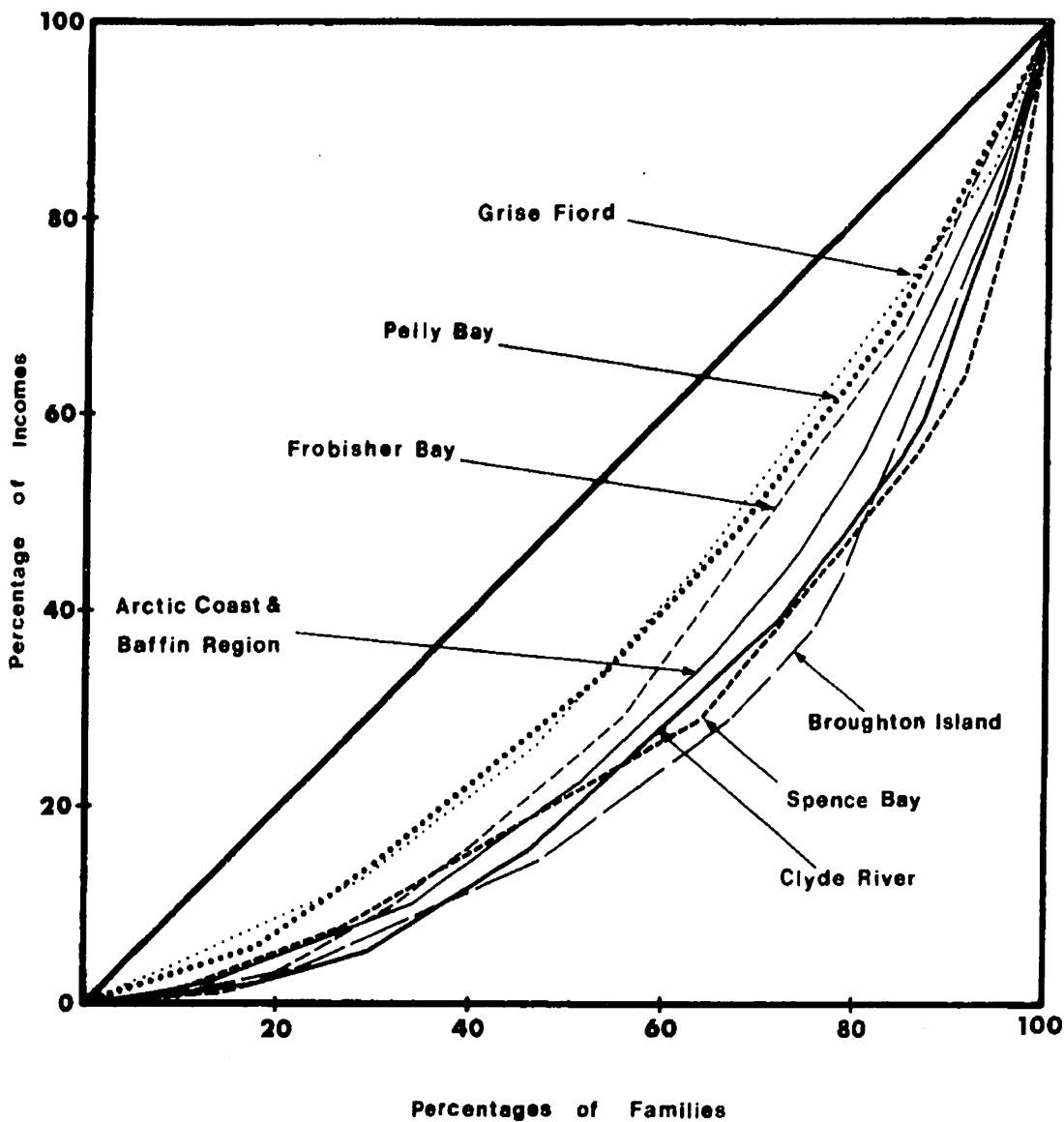


Figure 2 Lorenz Curves in Terms of Family Incomes by Communities

high inequality index were Broughton Island (0.4773), Clyde River (0.4678), Spence Bay (0.4634) and Cape Dorset (0.4372). These results confirm findings obtained from the Lorenz Curves.

If Community A has a higher average income and a more equal distribution of income than Community B, then, *ceteris paribus*, the former community also has a higher purchasing power than the latter. We found that the Eskimos in Frobisher Bay, Resolute Bay, Hall Beach and Coppermine had a higher standard of living than others in the Arctic Coast and Baffin Regions. On the other hand, Port Burwell, Arctic Bay and Spence Bay were the poorest communities in the area, since they had a low income per family and a high inequality of income distribution.

VI. PER FAMILY MEMBER INCOME AND ITS DISTRIBUTION

Family income and its distribution have been examined in the previous section. One may argue that family income does not necessarily reflect the actual standard of living a family member can attain. If one takes into account that family sizes can differ, then it is clear that a higher level of family income does not always mean a greater amount of money a family member can have at his disposal.

For example, the average family income of the Arctic Coast Region was \$3,600 against \$3,802 in the Baffin Region. This does not imply that people in the latter region were better off than people in the former. If the family size is taken into consideration, one will discover that, on the average, the per family member income of the Arctic Coast Region was much higher than that in the Baffin Region (\$948 and \$820 respectively).^{1/} This tells us that per family member in the former region had a higher purchasing power than in the latter.^{2/} In this section we would like to investigate whether the degree of inequality of income distribution would change if per family member income, rather than per family income, is used as a criterion for analyzing this distribution.

The rankings in terms of per family member income among the Eskimo communities have been slightly changed from those in terms of family income since the family size varied not only between communities but also within

^{1/} See Appendix I.

^{2/} Some people might argue that there are economies of scale associated with the purchase of food and other commodities for a larger family. This is theoretically true but no attempt in this respect will be made in this study.

each community. Appendix I shows that the communities having the highest average and median incomes respectively were Frobisher Bay (\$1,267 and \$960), Pelly Bay (\$1,151 and \$882), Coppermine (\$1,141 and \$890), Hall Beach (\$1,105 and \$833), Cambridge Bay (\$1,074 and \$721), and Resolute Bay (\$934 and \$750). On the other hand, the communities with the lowest average and median incomes respectively were Port Burwell (\$457 and \$368), Clyde River (\$463 and \$359), Arctic Bay (\$518 and \$429), Spence Bay (\$535 and \$429), Cape Dorset (\$644 and \$402) and Pond Inlet (\$657 and \$441).

The coefficient of variation indicates that in terms of per family member income, Cape Dorset, Lake Harbour, Broughton Island and Igloolik had relatively high degrees of dispersion, while Grise Fiord showed a low degree of dispersion. On the other hand, the coefficient of skewness shows that Pond Inlet and Broughton Island had an income distribution with a very skewed dispersion compared with Lake Harbour and Frobisher Bay, the communities with a relatively symmetrical income distribution (see Figure 3).

Inequality indexes in Appendix I show that the income distributions of both regions were more unequal than the one in terms of family income. If a comparison is made between communities, we find that the rankings

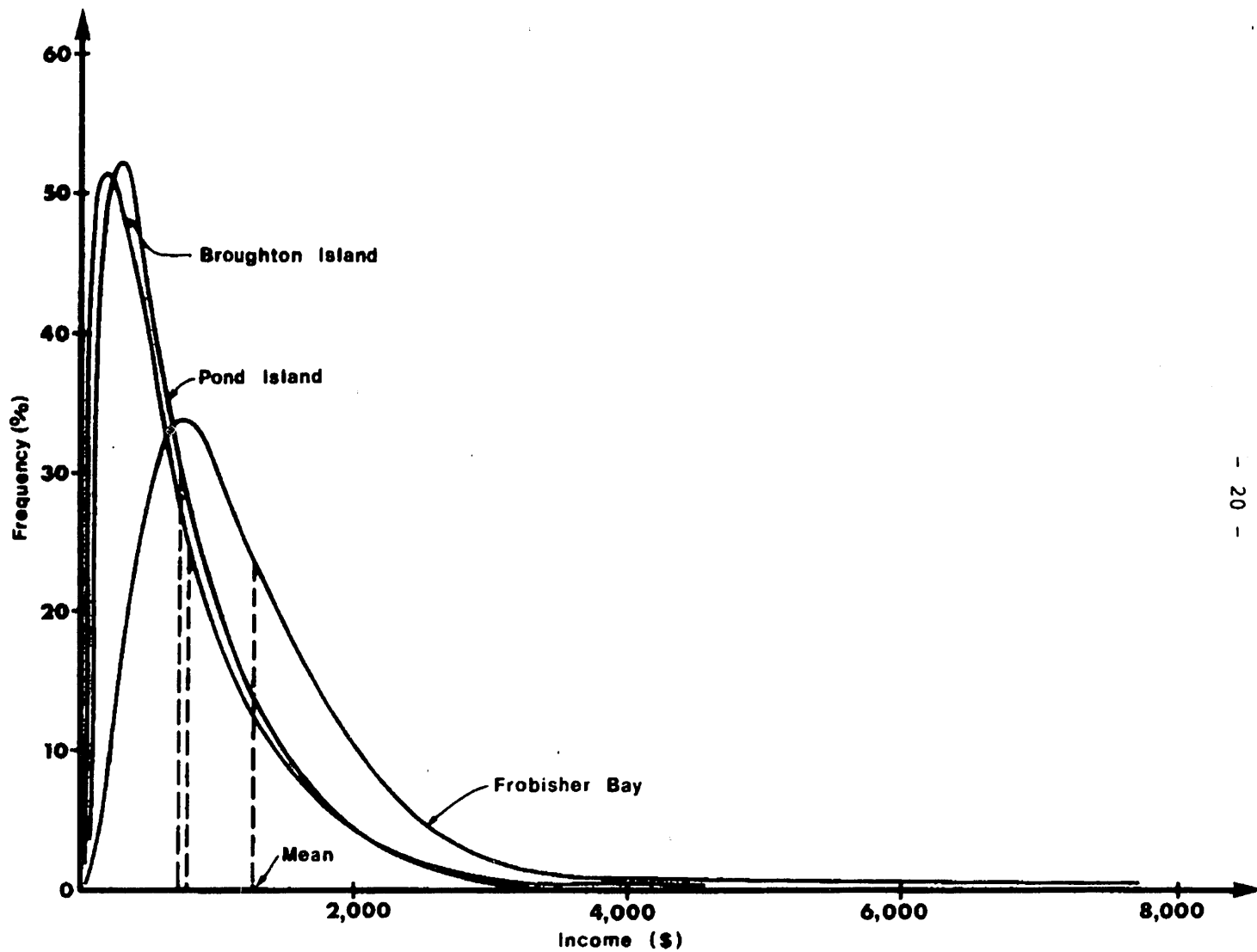


Figure 3 Per Family Member Income Distributions in Three Communities

of inequality of income distribution are not the same as those in terms of family income. One is more equal than the other in some communities, while the opposite is true in other communities. For instance, the communities of Spence Bay, Arctic Bay, Clyde River, Lake Harbour and Resolute Bay showed more equal distributions of income, while in the communities of Cambridge Bay, Gjoa Haven, Pelly Bay, and Frobisher Bay the income distribution was more unequal.

However, changes in the degree of unequal distributions of income can also clearly be seen from the shifts of the Lorenz Curves. In Figure 4, the communities of Spence Bay and Clyde River are shown to have more equitable distributions of income than the Arctic Coast and Baffin Regions as a whole. Yet, this was not shown in the previous section when family income was used as a criterion for measuring the degree of inequality of income distributions (see Figure 2).

VII. CHANGES IN FAMILY INCOME AND ITS DISTRIBUTION

During the past ten years, the Federal and Territorial Governments have been increasingly concerned with the development of the northern economy, particularly in raising the living standards of the native people. The purpose of this section is to examine the effects of

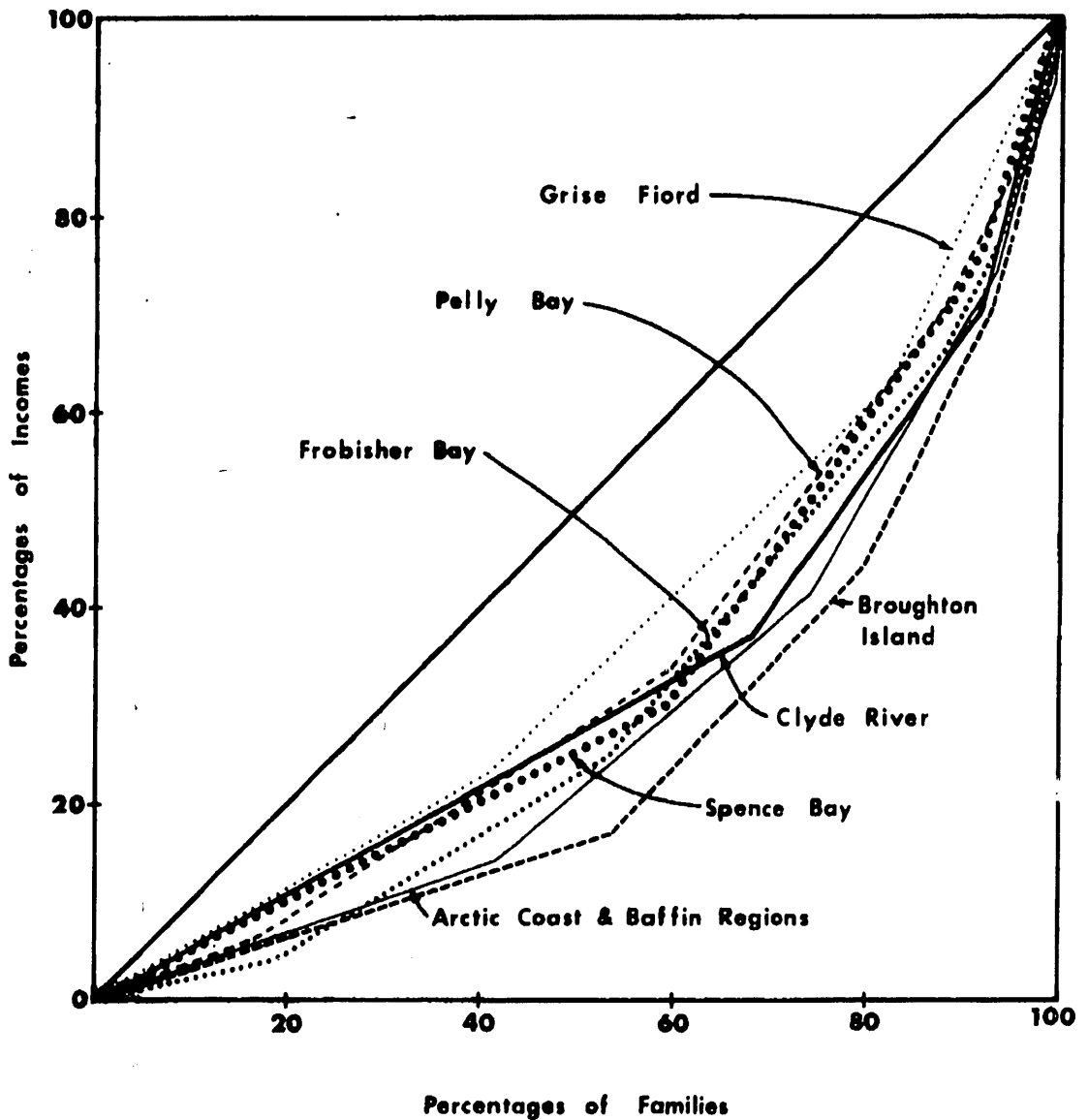


Figure 4 Lorenz Curves in Terms of per Family Member Income by Communities

various government programmes on family income and the distribution of that income over the past several years.

The earliest income data we could obtain are 1965 annual family income for the Arctic Coast Region and 1964 income for the Baffin Region.^{1/} Both income data are used to make comparisons with the 1969 family income data that were presented in Section V.

On the average, the Eskimo families in the Arctic Coast Region doubled their incomes over four years, from \$1,544 in 1965 to \$3,657 in 1969; the median incomes rose from \$934 to \$2,890 during the same period. A similar situation took place in the Baffin Region. The average family income increased to \$3,802 in 1969 from \$1,615 in 1964; the median income rose to \$2,867 from \$1,293 in the same period. The communities having the

^{1/} See Eskimo Housing Survey, Arctic District, N.W.T. and Eskimo Housing Survey, District of Mackenzie, N.W.T., op. cit. Income data for the communities of Holman Island and Relly Bay were not available in the Eskimo Housing Survey. Thus the family income data for the Arctic Coast Region in 1965 do not cover these two settlements. However, for the purpose of comparing the two-year incomes, we must exclude these two settlements. This is the reason why the figures presented for the Arctic Coast Region are hereafter different from those in Appendix H. Furthermore, the values presented in this study are all in current dollars.

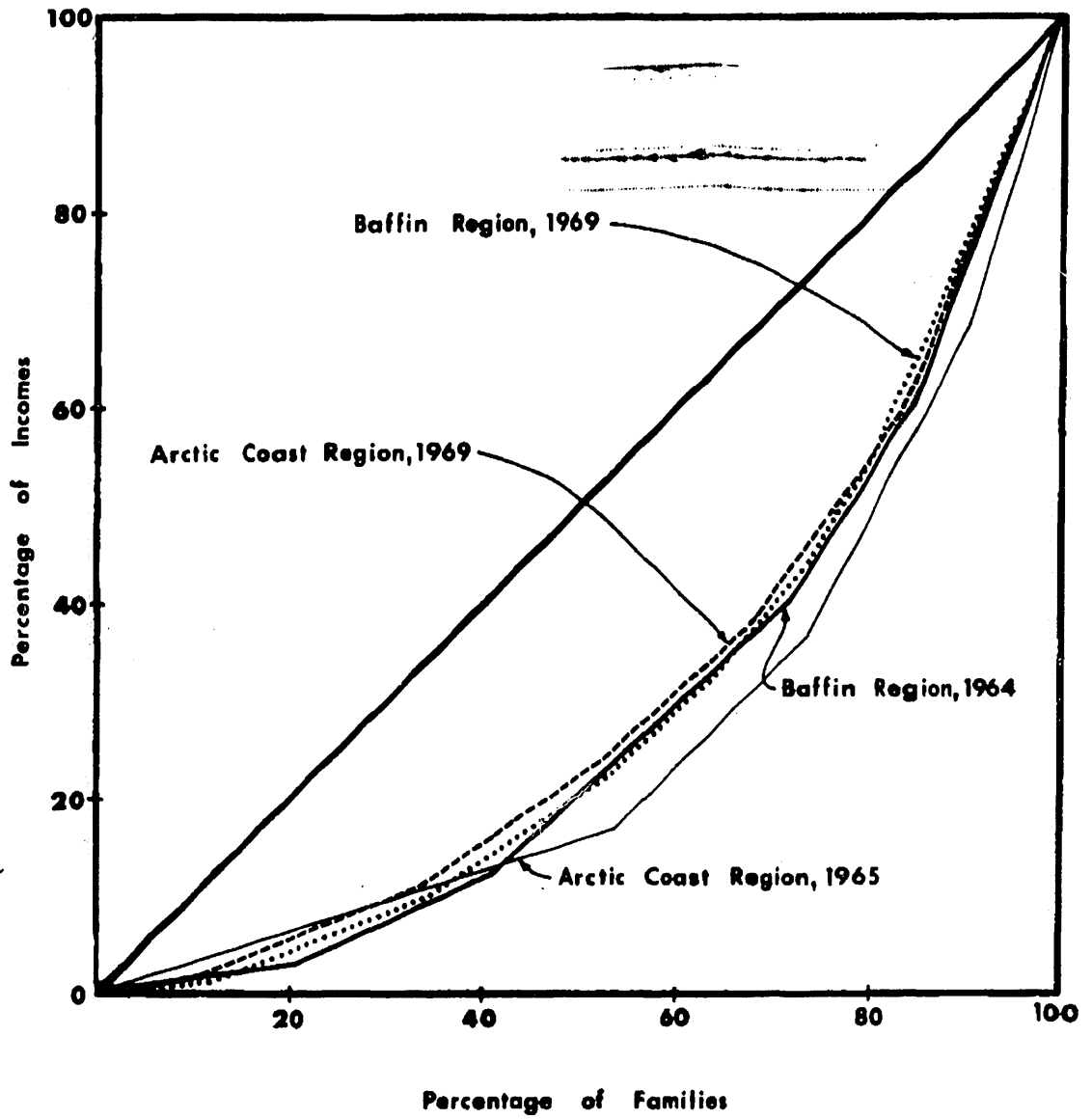


Figure 5 Comparison of Lorenz Curves Over Time

fastest growth rate of family income were Gjoa Haven, Igloolik, Grise Fiord and Frobisher Bay. The ones with the slowest rate were Clyde River and Cape Dorset.

The inequality index in Appendix J shows that family income was redistributed more equally during the past several years in the communities of Cambridge Bay, Coppermine, Spence Bay, Frobisher Bay, Grise Fiord, Igloolik and Port Burwell, but less equally in the rest of the communities. From an overall point of view, the distribution of family incomes improved in the Arctic Coast Region but slightly deteriorated in the Baffin Region during the period under reference. This fact can be seen from the shifts of the Lorenz Curves in Figure 5.

VIII. SUMMARY AND CONCLUSIONS

In 1969, the average and median annual family incomes for the Eskimo population in the Arctic Coast and Baffin Regions were considerably lower than those in Canada as a whole. This was mainly attributable to the heavy dependence of the Eskimo on the relief of government transfer payments.

An investigation into the effect of various socio-economic characteristics of the Eskimo labour force on income revealed that, on the average, the annual earnings

of females were relatively low compared with those received by male workers \$1,390 versus \$2,937 per annum.

As far as the age structure of the labour force in the studied area is concerned, more than one half of the Eskimo workers were between 15 to 34 years of age. The highest income (\$3,310) was received by persons in the age group 45 to 54 years. On the other hand, the lowest incomes were associated with the oldest workers in the age group 65 years and over (\$1,164), as well as with the youngest workers in the age group 15 to 24 years (\$2,027).

The level of education received by the Eskimo workers was the lowest in Canada. In the studied area as a whole, more than 68% of native workers had never attended regular day school. However, education did not appear to have an effect on earnings until people had gone beyond the Grade 3 level.

The average family income in 1969 in the Arctic Coast Region (\$3,600) was lower than that in the Baffin Region (\$3,802). Income disparity between communities was great. It was found that the richest community was Frobisher Bay with an average annual family income of \$6,004 and the poorest one, Port Burwell, with only \$1,849. However, Grise Fiord had the most equal distribution of family income while Broughton Island

had the most unequal income distribution.

Different results were obtained when per family member income was taken as a criterion for analyzing income distribution in the studied area. The purchasing power in terms of per family member income was, *ceteris paribus*, greater in the Arctic Coast Region (\$948) than in the Baffin Region (\$820). A comparison of per family member income and income distribution was also made between communities. It was found that Frobisher Bay still had the highest income rank in the studied area and Port Burwell had the lowest. Likewise, family incomes were most equally distributed in the community of Grise Fiord and most unequally distributed in Broughton Island.

By looking at the changes in family income over time, it was found that Eskimo families had doubled their incomes in the Arctic Coast Region from 1965 to 1969, and in the Baffin Region, from 1964 to 1969. It was also found that family incomes became more equally distributed in the Arctic Coast Region but more unequally distributed in the Baffin Region during the same period.

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APPENDIX A

SAMPLE SIZES IN THE MANPOWER SURVEY AND THIS STUDY

Region and Settlement	Population			Families			% Coverage in the Income Study (7)=(3) x (6)
	Manpower Survey (a) (1)	Eskimo Disc Lists (b) (2)	% Coverage of the Study (3)=(1)/(2)	No. of Response (c) (4)	No. under M. Survey (5)	% Coverage of Response (6)=(4)/(5)	
A. Arctic Coast Region							
1. Cambridge Bay	541	551	98.19	111	127	87.40	85.82
2. Coppermine	618	591	104.57	128	131	97.71	102.17
3. Gjon Haven	237	276	85.87	48	49	97.96	84.12
4. Holman Island	206	208	99.04	42	42	100.00	99.04
5. Pelly Bay	189	169	111.83	43	43	100.00	111.83
6. Spence Bay	334	345	96.81	67	67	100.00	96.81
Sub-total	2,125	2,140	99.30	439	459	95.64	94.97
B. Baffin Region							
1. Arctic Bay	231	239	96.65	48	48	100.00	96.65
2. Broughton Island	316	321	98.44	57	59	96.61	95.10
3. Cape Dorset	554	581	95.35	98	101	97.03	92.52
4. Clyde River	268	274	97.81	47	47	100.00	97.81
5. Frobisher Bay	1,104	1,161	95.09	190	192	98.96	94.10
6. Grise Fiord	92	95	96.84	17	17	100.00	96.84
7. Hall Beach	225	239	94.14	44	45	97.78	92.05
8. Igloolik	511	578	88.41	90	91	98.90	87.44
9. Lake Harbour	165	165	100.00	29	29	100.00	100.00
10. Pangnirtung	590	644	91.61	105	105	100.00	91.61
11. Pond Inlet	379	391	96.93	74	74	100.00	96.93
12. Resolute Bay	152	163	93.25	25	25	100.00	93.25
13. Port Burwell	138	175	78.86	27	27	100.00	78.86
Sub-total	4,725	5,026	94.01	851	860	98.95	93.02
Grand Total	6,850	7,166	95.59	1,290	1,319	97.80	93.49

Sources: (a) Arctic Coast Manpower Survey and Baffin Manpower Survey, Table 1, D.I.A.N.D. (Both Manpower Surveys population counts were actually made in December 1969).

(b) Compiled from D.I.A.N.D. Disc Lists as of December 31, 1969 except that the figures in Cambridge Bay and Port Burwell were taken from N.W.T. Government.

(c) Arctic Coast Manpower Survey and Baffin Manpower Survey, Table 42 excluding the columns of "unknown", "not specified", and "none" (no reply indeed).

APPENDIX B

DISTRIBUTION OF AGGREGATE INCOME OF FAMILIES BY MAJOR SOURCE OF INCOME, 1969**

Region and Settlement	Earned Income				Unearned Income				Grand Total
	Wages and Salaries*	Trapping, Hunting & Fishing	Self-Employment	Sub-total	Family Allowance	Pensions	Other Government Sources	Sub-total	
A. Arctic Coast Region									
1. Cambridge Bay	\$ 335,609 (81.55%)	\$ 13,900 (3.38%)	\$ 624 (0.15%)	\$ 350,133 (85.08%)	\$ 23,472 (5.70%)	\$ 12,900 (3.13%)	\$ 25,034 (6.09%)	\$ 61,406 (14.92%)	\$ 411,539 (100.00%)
2. Coppermine	258,127 (48.03%)	167,950 (31.25%)	55,730 (10.37%)	481,807 (89.65%)	27,348 (5.09%)	22,392 (4.17%)	5,900 (1.09%)	55,640 (10.35%)	537,447 (100.00%)
3. Cjoa Haven	76,600 (57.66%)	2,100 (1.58%)	--	78,700 (59.24%)	9,600 (7.23%)	11,200 (8.43%)	33,350 (25.10%)	54,150 (40.76%)	132,850 (100.00%)
4. Holman Island	66,685 (52.20%)	16,850 (13.19%)	29,300 (22.94%)	112,835 (88.33%)	9,912 (7.76%)	4,800 (3.76%)	200 (0.15%)	14,912 (11.67%)	127,747 (100.00%)
5. Pelly Bay	127,834 (73.87%)	13,050 (7.54%)	13,020 (7.53%)	153,904 (88.94%)	7,440 (4.30%)	7,200 (4.16%)	4,500 (2.60%)	19,140 (11.06%)	173,044 (100.00%)
6. Spence Bay	121,615 (67.42%)	11,300 (6.26%)	2,825 (1.57%)	135,740 (75.25%)	13,608 (7.54%)	3,600 (2.00%)	27,441 (15.21%)	44,649 (24.75%)	180,389 (100.00%)
Sub-total	986,470 (63.12%)	225,150 (14.40%)	101,499 (6.49%)	1,313,119 (84.01%)	91,380 (5.85%)	62,092 (3.97%)	96,425 (6.17%)	249,897 (15.99%)	1,563,016 (100.00%)
B. Baffin Region									
1. Arctic Bay	73,727 (68.29%)	6,082 (5.63%)	9,728 (9.01%)	89,537 (82.93%)	8,856 (8.20%)	3,200 (2.96%)	6,374 (5.91%)	18,430 (17.07%)	107,967 (100.00%)
2. Broughton Island	155,727 (82.91%)	3,500 (1.86%)	6,412 (3.41%)	165,639 (88.18%)	12,764 (6.80%)	2,922 (1.56%)	6,520 (3.46%)	22,206 (11.82%)	187,845 (100.00%)
3. Cape Dorset	155,624 (59.36%)	13,035 (4.97%)	58,637 (22.37%)	227,296 (86.70%)	23,174 (8.84%)	9,600 (3.66%)	2,078 (0.80%)	34,852 (13.30%)	262,148 (100.00%)
4. Clyde River	88,339 (73.09%)	12,758 (10.56%)	6,992 (5.79%)	108,089 (89.44%)	12,116 (10.03%)	--	648 (0.54%)	12,764 (10.56%)	120,853 (100.00%)

APPENDIX B (Continued)

Region and Settlement	Earned Income				Unearned Income				Grand Total
	Wages and Salaries*	Trapping, Hunting & Fishing	Self-Employment	Sub-total	Family Allowance	Pensions	Other Government Sources	Sub-total	
5. Frobisher Bay	\$1,041,772 (89.16%)	\$ 4,050 (0.35%)	\$ 46,833 (4.01%)	\$1,092,655 (93.52%)	\$ 49,842 (4.27%)	\$ 18,336 (1.57%)	\$ 7,528 (0.64%)	\$ 75,706 (6.48%)	\$1,168,361 (100.00%)
6. Grise Fiord	29,058 (52.63%)	7,352 (13.32%)	9,260 (16.78%)	45,670 (82.73%)	4,632 (8.39%)	--	4,900 (8.88%)	9,532 (17.27%)	55,202 (100.00%)
7. Hall Beach	171,038 (82.45%)	7,800 (3.76%)	7,500 (3.62%)	186,338 (89.83%)	9,288 (4.48%)	6,000 (2.89%)	5,800 (2.80%)	21,088 (10.17%)	207,426 (100.00%)
8. Igloodik	203,629 (72.01%)	14,340 (5.07%)	12,465 (4.41%)	230,434 (81.49%)	24,312 (8.60%)	5,460 (1.93%)	22,573 (7.98%)	52,345 (18.51%)	282,779 (100.00%)
9. Lake Harbour	56,005 (52.86%)	4,920 (4.64%)	28,362 (26.77%)	89,287 (84.27%)	6,246 (5.90%)	3,300 (3.12%)	7,119 (6.71%)	16,665 (15.73%)	105,952 (100.00%)
10. Pangnirtung	178,299 (52.25%)	53,050 (15.55%)	30,394 (8.91%)	261,743 (76.71%)	25,968 (7.78%)	14,426 (4.23%)	39,085 (11.45%)	79,479 (23.29%)	341,222 (100.00%)
11. Pond Inlet	135,257 (64.67%)	21,395 (10.23%)	13,976 (6.68%)	170,628 (81.58%)	16,272 (7.78%)	6,944 (3.32%)	15,307 (7.32%)	38,523 (18.42%)	209,151 (100.00%)
12. Resolute Bay	98,499 (89.79%)	--	1,228 (1.12%)	99,727 (90.91%)	7,200 (6.56%)	2,400 (2.19%)	367 (0.34%)	9,967 (9.09%)	109,694 (100.00%)
13. Port Burwell	24,280 (47.94%)	6,500 (12.94%)	2,600 (5.14%)	33,430 (66.02%)	5,320 (10.51%)	3,776 (7.46%)	8,110 (16.01%)	17,206 (33.98%)	50,636 (100.00%)
Sub-total	2,411,254 (75.13%)	154,832 (4.83%)	234,387 (7.30%)	2,800,473 (87.26%)	205,990 (6.42%)	76,364 (2.38%)	126,409 (3.94%)	408,763 (12.74%)	3,209,236 (100.00%)
Grand Total	3,397,724 (71.20%)	379,982 (7.96%)	355,886 (7.04%)	4,113,592 (86.20%)	297,370 (6.23%)	138,456 (2.90%)	222,834 (4.67%)	658,660 (13.80%)	4,772,252 (100.00%)

Sources: Arctic Coast Manpower Survey, and Baffin Manpower Survey, Tables 59-67.

*Some figures differ from those presented in Table 59 because annual wages and salaries of \$10,000 and more have been adjusted to be actual figures in our table. See, Northern Manpower Survey-Coding Manual (Economic Staff Group, D.I.A.N.D.), p. 22

** "--" indicates zero.

APPENDIX C

DISTRIBUTION OF LABOUR FORCE AND AVERAGE EARNED INCOMES BY SEXES, 1969*

Region and Settlement	Male		Female		Total	
	No. (%)	Average Income	No. (%)	Average Income	No. (%)	Average Income
A. Arctic Coast Region						
1. Cambridge Bay	83 (83.30)	\$3,795	11 (11.70)	\$4,359	94 (100.00)	\$3,861
2. Coppermine	108 (90.76)	4,218	11 (9.24)	4,091	119 (100.00)	4,209
3. Gjoa Haven	36 (94.74)	2,200	2 (5.26)	2,500	38 (100.00)	2,216
4. Holman Island	37 (49.33)	2,205	38 (50.67)	884	75 (100.00)	1,536
5. Pelly Bay	35 (97.22)	3,961	1 (2.78)	2,500	36 (100.00)	3,921
6. Spence Bay	65 (92.86)	1,879	5 (7.14)	1,080	70 (100.00)	1,822
Sub-total	364 (84.26)	3,275	68 (15.74)	2,051	432 (100.00)	3,082
B. Baffin Region						
1. Arctic Bay	46 (95.83)	1,789	2 (4.17)	450	48 (100.00)	1,733
2. Broughton Island	60 (96.77)	2,780	2 (3.23)	650	62 (100.00)	2,711
3. Cape Dorset	96 (89.72)	2,226	11 (10.28)	582	107 (100.00)	2,067
4. Clyde River	51 (96.23)	1,859	2 (3.78)	1,500	53 (100.00)	1,845
5. Frohisher Bay	177 (85.92)	4,889	29 (14.08)	2,991	206 (100.00)	4,622
6. Grise Fiord	11 (42.31)	2,496	15 (57.69)	773	26 (100.00)	1,502
7. Hall Beach	43 (100.00)	3,505	--	--	43 (100.00)	3,505

APPENDIX C (Continued)

Region and Settlement	Male		Female		Total	
	No. (%)	Average Income	No. (%)	Average Income	No. (%)	Average Income
8. Igloodik	90 (96.77)	\$2,192	3 (3.23)	\$1,233	93 (100.00)	\$2,161
9. Lake Harbour	33 (94.29)	2,494	2 (5.71)	175	35 (100.00)	2,362
10. Pangnirtung	120 (84.51)	1,851	22 (15.49)	1,275	142 (100.00)	1,762
11. Pond Inlet	78 (93.98)	2,038	5 (6.02)	2,600	83 (100.00)	2,072
12. Resolute Bay	22 (88.00)	4,257	3 (22.00)	1,600	25 (100.00)	3,938
13. Port Burwell	26 (74.29)	971	9 (25.71)	767	35 (100.00)	919
Sub-total	853 (89.04)	2,793	105 (10.96)	1,599	958 (100.00)	2,662
Grand Total	1,217 (87.55)	2,937	173 (12.45)	1,777	1,390 (100.00)	2,793

Sources: Arctic Coast Manpower Survey and Baffin Manpower Survey, Table 34.

* Average income Y_s (s denotes either male or female) is calculated as follows:

$$Y_s = \frac{1}{N_s} \sum f_i \bar{X}_i$$

Where f_i and \bar{X}_i stand for the number of labour force and the middle value of the i th income group, and N_s the number of labour force by sex.

APPENDIX D

DISTRIBUTION OF LABOUR FORCE AND AVERAGE EARNED INCOMES BY AGE GROUPS, 1969

Region and Settlement	15 - 24		25 - 34		35 - 44		45 - 54		55 - 64		65 +	
	No. (%)	Average Income	No. (%)	Average Income	No. (%)	Average Income	No. (%)	Average Income	No. (%)	Average Income	No. (%)	Average Income
A. Arctic Coast Region												
1. Cambridge Bay	11 (11.70)	\$3,168	27 (28.72)	\$4,403	21 (22.34)	\$3,189	25 (26.60)	\$3,162	8 (8.51)	\$2,427	2 (2.13)	\$1,919
2. Coppermine	26 (21.85)	3,370	34 (28.57)	4,490	21 (17.65)	4,246	24 (20.17)	4,001	14 (11.76)	3,125	--	--
3. Gjoa Haven	11 (28.95)	2,000	17 (44.74)	2,488	7 (18.42)	2,079	3 (7.89)	1,783	--	--	--	--
4. Holman Island	22 (29.33)	1,200	20 (26.67)	1,625	11 (14.67)	2,268	11 (14.67)	1,609	8 (10.66)	1,394	3 (4.00)	833
5. Pelly Bay	11 (30.56)	3,105	15 (41.67)	4,500	7 (19.44)	4,143	3 (8.33)	3,500	--	--	--	--
6. Spence Bay	20 (28.57)	1,795	14 (20.00)	2,264	17 (24.28)	1,991	9 (12.86)	1,222	8 (11.43)	1,850	2 (2.86)	150
Sub-total	101 (23.38)	2,527	127 (29.40)	3,673	84 (19.45)	3,174	75 (17.36)	3,082	38 (8.79)	2,680	7 (1.62)	1,279
B. Baffin Region												
1. Arctic Bay	14 (29.17)	1,546	18 (37.50)	1,839	10 (20.83)	1,735	5 (10.42)	1,930	1 (2.08)	1,500	--	--
2. Broughton Island	20 (32.26)	3,173	18 (29.03)	3,094	14 (22.58)	2,730	6 (9.68)	858	4 (6.45)	1,500	--	--
3. Cape Dorset	30 (28.30)	1,162	30 (28.30)	2,363	27 (25.47)	2,243	13 (12.26)	2,765	6 (5.67)	2,900	--	--
4. Clyde River	21 (39.62)	1,340	13 (24.53)	3,038	10 (18.87)	1,600	7 (13.21)	1,907	2 (3.77)	400	--	--
5. Frobisher Bay	52 (25.24)	3,144	54 (26.21)	5,051	49 (23.79)	4,718	40 (19.42)	5,726	10 (4.85)	5,315	1 (0.49)	2,500
6. Grise Fiord	5 (19.23)	820	5 (19.23)	1,230	11 (42.31)	1,977	3 (11.54)	1,883	2 (7.69)	700	--	--

APPENDIX D (Continued)

Region and Settlement	15 - 24		25 - 34		35 - 44		45 - 54		55 - 64		65 +	
	No. (%)	Average Income	No. (%)	Average Income	No. (%)	Average Income	No. (%)	Average Income	No. (%)	Average Income	No. (%)	Average Income
7. Hall Beach	20 (46.51)	\$2,888	10 (23.26)	\$4,670	9 (20.93)	\$4,806	4 (9.30)	\$3,225	--	--	--	--
8. Igloodik	28 (30.11)	1,909	38 (40.86)	2,630	15 (16.13)	1,650	10 (10.75)	1,780	2 (2.15)	\$2,500	--	--
9. Lake Harbour	10 (28.57)	1,725	11 (31.43)	1,873	7 (20.00)	4,080	6 (17.14)	1,375	1 (2.86)	8,000	--	--
10. Pangnirtung	53 (37.59)	1,200	34 (24.11)	2,031	32 (22.70)	2,033	16 (11.34)	2,428	4 (2.84)	2,750	2 (1.42)	\$ 550
11. Pond Inlet	29 (34.94)	1,355	29 (34.94)	2,452	16 (19.28)	2,591	6 (7.23)	2,925	3 (3.61)	667	--	--
12. Resolute Bay	10 (40.00)	2,050	3 (12.00)	4,500	6 (24.00)	5,575	4 (16.00)	5,750	2 (8.00)	4,000	--	--
13. Port Burwell	13 (37.14)	785	10 (28.57)	1,150	8 (22.86)	1,056	1 (2.86)	550	2 (5.71)	600	1 (2.86)	250
Sub-total	305 (31.90)	1,862	273 (28.56)	2,969	214 (22.39)	3,078	121 (12.66)	3,452	39 (4.33)	2,976	4 (0.42)	963
Grand Total	406 (29.25)	2,027	400 (28.82)	3,193	298 (21.47)	3,105	196 (14.12)	3,310	77 (5.55)	2,830	11 (0.79)	1,164

Sources: See APPENDIX C.

APPENDIX E

DISTRIBUTION OF LABOUR FORCE AND AVERAGE EARNED INCOMES BY EDUCATIONAL LEVELS, 1969

Region and Settlement	No Formal Education		Kinderg. - Grade 3		Grade 4 - 8		Grade 9 - 12	
	No. (%)	Average Income	No. (%)	Average Income	No. (%)	Average Income	No. (%)	Average Income
A. Arctic Coast Region								
1. Cambridge Bay	73 (90.12)	\$3,614	-- --	--	6 (7.41)	\$2,117	2 (2.47)	\$8,000
2. Coppermine	68 (59.13)	3,596	10 (8.69)	\$5,200	33 (28.70)	4,972	4 (3.48)	4,875
3. Gjoa Haven	23 (62.16)	2,233	5 (13.51)	2,520	9 (24.33)	1,972	-- --	--
4. Holman Island	43 (57.33)	1,643	15 (20.00)	1,230	17 (22.67)	1,535	-- --	--
5. Pelly Bay	20 (55.56)	3,875	7 (19.44)	4,450	9 (25.00)	3,611	-- --	--
6. Spence Bay	49 (71.01)	1,777	12 (17.39)	1,346	7 (10.15)	2,121	1 (1.45)	8,000
Sub-total	276 (66.83)	2,880	49 (11.86)	2,660	81 (19.61)	3,308	7 (1.70)	6,214
B. Baffin Region								
1. Arctic Bay	27 (75.00)	1,839	5 (13.89)	2,100	4 (11.11)	1,500	-- --	--
2. Broughton Island	36 (60.00)	2,329	20 (33.33)	2,773	4 (6.67)	5,500	-- --	--
3. Cape Dorset	61 (61.62)	2,489	21 (21.21)	1,374	17 (17.17)	1,797	-- --	--
4. Clyde River	33 (64.71)	1,861	15 (29.41)	1,733	3 (5.88)	2,517	-- --	--
5. Frobisher Bay	127 (63.82)	4,872	27 (13.57)	4,704	43 (21.61)	3,790	2 (1.00)	3,000
6. Grise Fiord	18 (78.26)	1,689	3 (13.04)	833	2 (8.70)	800	-- --	--
7. Hall Beach	27 (67.50)	3,441	8 (20.00)	1,475	5 (12.50)	5,300	-- --	--

APPENDIX E (Continued)

Region and Settlement	No Formal Education		Kinderg. - Grade 3		Grade 4 - 8		Grade 9 - 12	
	No. (%)	Average Income	No. (%)	Average Income	No. (%)	Average Income	No. (%)	Average Income
8. Igloolik	69 (74.19)	\$2,170	5 (5.38)	\$ 430	17 (18.28)	\$4,300	2 (2.15)	\$5,000
9. Lake Harbour	25 (75.76)	2,480	5 (15.15)	1,230	3 (9.09)	2,833	-- --	-- --
10. Pangnirtung	111 (85.38)	1,862	14 (10.77)	1,407	4 (3.08)	1,938	1 (0.77)	5,500
11. Pond Inlet	47 (59.49)	2,064	23 (29.11)	1,057	9 (11.40)	2,967	-- --	-- --
12. Resolute Bay	13 (52.00)	5,381	5 (20.00)	1,730	7 (28.00)	2,836	-- --	-- --
13. Port Burwell	27 (73.41)	946	4 (11.76)	838	3 (8.83)	800	-- --	-- --
Sub-total	621 (68.85)	2,735	155 (17.18)	2,110	121 (13.41)	2,988	5 (0.56)	4,300
Grand Total	897 (68.21)	2,780	204 (15.51)	2,242	202 (15.36)	3,116	12 (0.92)	5,417

Sources: Arctic Coast Manpower Survey and Baffin Manpower Survey, Table 46.

APPENDIX F

FREQUENCY DISTRIBUTION OF FAMILIES AND THEIR INCOMES BY INCOME GROUPS, 1969

Region and Settlement	Percentage of Families and their Incomes	\$1-499	\$500-999	\$1,000-1,999	\$2,000-2,999	\$3,000-3,999	\$4,000-4,999	\$5,000-5,999	\$6,000-9,999	\$10,000-20,000*
A. Arctic Coast Region										
1. Cambridge Bay	Families (%)	5.41	8.11	20.72	14.41	15.32	6.31	8.11	18.91	2.70
	Incomes (%)	0.37	1.92	8.04	9.32	13.86	7.34	11.53	39.12	8.50
2. Coppermine	Families (%)	3.13	3.13	13.28	18.75	13.28	16.41	10.94	17.18	3.90
	Incomes (%)	0.20	0.54	4.60	10.83	10.74	17.05	13.89	31.76	10.39
3. Gjoa Haven	Families (%)	--	6.25	25.00	29.17	25.00	6.25	2.08	6.25	--
	Incomes (%)	--	1.74	12.82	24.92	29.90	9.61	3.92	17.09	--
4. Holman Island	Families (%)	2.38	7.14	1.43	28.57	21.43	4.76	4.76	9.53	--
	Incomes (%)	0.27	1.96	3.39	23.09	24.25	6.93	8.47	24.64	--
5. Pelly Bay	Families (%)	--	--	16.28	13.95	23.26	13.95	16.28	16.28	--
	Incomes (%)	--	--	5.77	8.24	19.23	14.84	19.23	30.77	--
6. Spence Bay	Families (%)	7.46	19.40	35.82	14.93	8.96	4.48	--	5.97	2.98
	Incomes (%)	0.97	6.53	21.08	14.64	12.30	7.91	--	18.74	17.83
Sub-total	Families (%)	3.64	7.29	20.96	18.68	16.17	9.57	7.52	13.90	2.27
	Incomes (%)	0.29	1.71	8.59	12.76	15.47	11.76	11.30	30.37	7.75
B. Raffin Region										
1. Arctic Bay	Families (%)	12.50	10.42	31.25	25.00	8.33	4.17	2.08	6.25	--
	Incomes (%)	1.44	3.75	20.31	27.09	12.64	8.13	4.97	21.67	--
2. Broughton Island	Families (%)	7.02	14.04	24.56	19.30	8.77	1.75	1.75	15.79	7.02
	Incomes (%)	0.69	2.82	10.41	13.63	8.67	2.23	2.73	35.66	23.14
3. Cape Dorset	Families (%)	15.31	11.22	19.39	17.35	11.22	10.20	6.12	9.19	--
	Incomes (%)	1.56	3.10	10.47	15.62	14.15	16.53	12.12	26.45	--
4. Clyde River	Families (%)	14.89	14.89	17.02	25.53	12.77	2.13	--	8.51	4.26
	Incomes (%)	1.69	4.13	9.43	23.58	16.50	3.54	--	25.15	15.98
5. Frobisher Bay	Families (%)	5.79	3.16	8.42	8.42	6.84	8.42	14.21	29.47	15.27
	Incomes (%)	0.28	0.41	2.10	3.51	3.99	6.31	13.02	39.27	31.11

APPENDIX F (Continued)

Region and Settlement	Percentage of Families and their Incomes	\$1-499	\$500-999	\$1,000-1,999	\$2,000-2,999	\$3,000-3,999	\$4,000-4,999	\$5,000-5,999	\$6,000-9,999	\$10,000-20,000*
6. Grise Fiord	Families (%)	--	--	29.41	17.65	17.65	29.41	--	5.88	--
	Incomes (%)	--	--	13.39	13.39	18.75	40.18	--	14.29	--
7. Hall Beach	Families (%)	4.55	6.82	13.64	20.44	6.82	6.82	4.55	31.81	4.55
	Incomes (%)	0.34	1.19	4.38	10.95	5.11	6.57	5.35	54.49	11.62
8. Igloodik	Families (%)	1.11	6.67	31.11	13.33	18.89	13.33	7.78	7.78	--
	Incomes (%)	0.09	1.61	14.74	10.53	20.89	18.96	13.52	19.66	--
9. Lake Harbour	Families (%)	--	13.79	13.79	31.04	10.34	13.79	3.45	6.90	6.90
	Incomes (%)	--	2.98	5.58	20.92	9.76	16.74	5.11	14.88	24.03
10. Pangnirtung	Families (%)	1.90	1.90	23.81	23.81	23.81	11.43	5.71	6.67	0.96
	Incomes (%)	0.26	0.50	10.92	18.21	25.49	15.73	9.61	16.31	2.97
11. Pond Inlet	Families (%)	5.41	6.76	32.43	21.62	13.51	4.05	4.05	12.17	--
	Incomes (%)	0.64	1.76	16.49	18.33	16.04	6.19	7.56	32.99	--
12. Resolute Bay	Families (%)	12.00	16.00	--	4.00	8.00	12.00	16.00	24.00	8.00
	Incomes (%)	0.47	2.21	--	2.12	5.95	11.47	18.69	40.77	18.32
13. Port Burwell	Families (%)	3.70	25.93	37.04	14.81	11.11	7.41	--	--	--
	Incomes (%)	0.50	10.32	30.06	20.04	21.04	18.04	--	--	--
Sub-total	Families (%)	6.58	7.99	20.45	17.27	12.34	8.70	6.82	14.92	4.93
	Incomes (%)	0.52	1.60	8.07	11.36	11.36	10.29	9.86	31.40	15.54
Grand Total	Families (%)	5.58	7.55	20.62	17.75	13.64	8.99	7.05	14.58	4.04
	Incomes (%)	0.44	1.64	8.24	11.82	12.72	10.78	10.34	31.06	12.96

Sources: Computed from Table 42 of Arctic Coast Manpower Survey and Baffin Manpower Survey.

*Incomes in this column are obtained from individual questionnaires.

APPENDIX G

CUMULATIVE FREQUENCY DISTRIBUTION OF FAMILIES AND THEIR INCOMES BY INCOME GROUPS, 1969

Region and Settlement	Cumulative Percentages of Families and their Incomes	\$1-499	\$1-999	\$1-1,999	\$1-2,999	\$1-3,999	\$1-4,999	\$1-5,999	\$1-9,999	\$1-20,000
A. Arctic Coast Region										
1. Cambridge Bay	Families (%)	5.41	13.52	34.24	48.65	63.97	70.28	78.39	97.30	100.00
	Incomes (%)	0.37	2.29	10.33	19.65	33.51	40.85	51.38	91.50	100.00
2. Coppermine	Families (%)	3.13	6.26	19.54	38.29	51.57	67.98	78.92	96.10	100.00
	Incomes (%)	0.20	0.74	5.34	16.17	26.91	43.96	57.85	89.61	100.00
3. Gjoa Haven	Families (%)	--	6.25	31.25	60.42	85.42	91.67	93.75	100.00	100.00
	Incomes (%)	--	1.74	14.56	39.48	69.38	78.99	82.91	100.00	100.00
4. Holman Island	Families (%)	2.38	9.52	30.95	59.52	80.95	85.71	90.47	100.00	100.00
	Incomes (%)	0.27	2.23	12.62	35.71	59.96	66.89	75.36	100.00	100.00
5. Pelly Bay	Families (%)	--	--	16.28	30.23	53.49	67.44	83.72	100.00	100.00
	Incomes (%)	--	--	5.77	14.01	33.24	48.08	69.23	100.00	100.00
6. Spence Bay	Families (%)	7.46	26.86	62.68	77.61	86.57	91.05	97.02	100.00	100.00
	Incomes (%)	0.97	7.50	28.58	43.22	55.52	63.43	82.17	100.00	100.00
Sub-total	Families (%)	3.64	10.93	31.89	50.57	66.74	76.31	83.83	97.73	100.00
	Incomes (%)	0.29	2.00	10.59	23.35	38.82	50.58	61.88	92.25	100.00
B. Baffin Region										
1. Arctic Bay	Families (%)	12.50	22.92	54.17	79.17	81.50	91.67	93.75	100.00	100.00
	Incomes (%)	1.44	5.19	25.50	52.59	65.23	73.36	78.33	100.00	100.00
2. Broughton Island	Families (%)	7.02	21.06	45.62	64.92	73.69	75.44	77.19	92.98	100.00
	Incomes (%)	0.69	3.51	13.92	27.55	36.22	38.45	41.18	76.86	100.00
3. Cape Dorset	Families (%)	15.31	26.53	45.92	63.27	74.49	84.69	90.81	100.00	100.00
	Incomes (%)	1.56	4.66	15.13	30.75	44.90	61.43	73.55	100.00	100.00
4. Clyde River	Families (%)	14.89	29.78	46.80	72.33	85.10	87.23	87.23	95.74	100.00
	Incomes (%)	1.69	5.82	15.25	38.83	55.33	58.87	58.87	84.02	100.00

APPENDIX G (Continued)

Region and Settlement	Cumulative Percentages of Families and their Incomes	\$1-499	\$1-999	\$1-1,999	\$1-2,999	\$1-3,999	\$1-4,999	\$1-5,999	\$1-9,999	\$1-20,000
5. Frobisher Bay	Families (%)	5.79	8.95	17.37	25.79	32.63	41.05	55.26	84.73	100.00
	Incomes (%)	0.28	0.69	2.79	6.30	10.29	16.60	29.62	68.89	100.00
6. Grise Fiord	Families (%)	--	--	29.41	47.06	64.71	94.12	94.12	100.00	100.00
	Incomes (%)	--	--	13.39	26.78	45.53	85.71	85.71	100.00	100.00
7. Hall Beach	Families (%)	4.55	11.37	25.01	45.45	52.27	59.09	63.64	95.45	100.00
	Incomes (%)	0.34	1.53	5.91	16.86	21.97	28.54	33.89	88.38	100.00
8. Igloodik	Families (%)	1.11	7.76	38.89	52.22	71.11	84.44	92.22	100.00	100.00
	Incomes (%)	0.09	1.70	16.44	26.97	47.86	66.82	80.34	100.00	100.00
9. Lake Harbour	Families (%)	--	13.79	27.58	58.62	68.96	82.75	86.20	93.10	100.00
	Incomes (%)	--	2.98	8.56	29.48	39.24	55.98	61.09	75.97	100.00
10. Pangnirtung	Families (%)	1.90	3.80	27.61	51.42	75.23	86.66	92.37	99.04	100.00
	Incomes (%)	0.26	0.76	11.68	29.89	55.38	71.11	80.72	97.03	100.00
11. Pond Inlet	Families (%)	5.41	12.17	44.60	66.22	79.73	83.78	87.83	100.00	100.00
	Incomes (%)	0.64	2.40	18.89	37.22	53.26	59.45	67.01	100.00	100.00
12. Resolute Bay	Families (%)	12.00	28.00	28.00	32.00	40.00	52.00	68.00	92.00	100.00
	Incomes (%)	0.47	2.68	2.68	4.80	10.75	22.22	40.91	81.68	100.00
13. Port Burwell	Families (%)	3.70	29.63	66.67	81.48	92.59	100.00	100.00	100.00	100.00
	Incomes (%)	0.50	10.82	40.88	60.92	81.96	100.00	100.00	100.00	100.00
Sub-total	Families (%)	6.58	14.57	35.02	52.29	64.63	73.33	80.15	95.07	100.00
	Incomes (%)	0.52	2.12	10.19	21.55	32.91	43.20	53.06	84.46	100.00
Grand Total	Families (%)	5.58	13.33	33.95	51.70	65.34	74.33	81.38	95.96	100.00
	Incomes (%)	0.44	2.08	10.32	22.14	34.86	45.64	55.98	87.04	100.00

Sources: Computed from APPENDIX F.

APPENDIX H

DISTRIBUTION OF FAMILY INCOMES BY INDICATORS, 1969

Region and Settlement	Mean (a)		Median (b)		Standard Deviation	Coefficient of Variation	Coefficient of Skewness	Inequality Index	
	Value	Rank	Value	Rank				Index	Rank*
A. Arctic Coast Region									
1. Cambridge Bay	\$3,868	3	\$3,088	3	\$2,861	0.7397	0.8179	0.4032	5
2. Coppermine	4,330	1	3,882	1	2,680	0.6189	0.5015	0.3391	4
3. Gjoa Haven	2,926	5	2,643	5	1,680	0.5742	0.5054	0.2877	2
4. Holman Island	3,093	4	2,667	4	1,970	0.6369	0.6487	0.3280	3
5. Pelly Bay	4,233	2	3,850	2	2,084	0.4923	0.5513	0.2732	1
6. Spence Bay	2,549	6	1,664	6	2,854	1.1197	0.9303	0.4634	6
Sub-total	3,660	--	2,969	--	2,630	0.7186	0.7882	0.3799	--
B. Baffin Region									
1. Arctic Bay	2,307	12	1,867	12	1,875	0.8127	0.7040	0.4012	9
2. Broughton Island	3,540	5	2,227	10	3,305	0.9336	1.1918	0.4773	13
3. Cape Dorset	2,778	10	2,237	9	2,248	0.8092	0.7220	0.4372	11
4. Clyde River	2,707	11	2,125	11	2,567	0.9483	0.6802	0.4678	12
5. Frobisher Bay	6,004	1	5,627	1	3,640	0.6063	0.3107	0.3411	5
6. Grise Fiord	3,294	6	3,168	4	1,672	0.5076	0.2261	0.2669	1
7. Hall Beach	4,671	3	3,669	3	3,202	0.6855	0.9388	0.3779	6
8. Igloodik	3,165	8	2,833	6	1,975	0.6240	0.5043	0.3355	4
9. Lake Harbour	3,708	4	2,717	7	3,101	0.8363	0.9587	0.4032	10
10. Pangnirtung	3,270	7	2,940	5	1,889	0.5777	0.5241	0.2994	2
11. Pond Inlet	2,949	9	2,248	8	2,217	0.7518	0.9486	0.3849	7
12. Resolute Bay	4,709	2	4,830	2	3,326	0.7063	-0.1091	0.3988	8
13. Port Burwell	1,849	13	1,550	13	1,161	0.6279	0.7726	0.3346	3
Sub-total	3,802	--	2,867	--	3,018	0.7938	0.9294	0.4223	--
Grand Total	3,754	--	2,904	--	2,892	0.7704	0.8817	0.4088	--

Sources: (a) Computed from Appendix F

(b) Computed from Appendix G

* The higher the ranking is, the more unequal is the distribution of income.

APPENDIX I

DISTRIBUTION OF PER FAMILY MEMBER INCOMES BY INDICATORS, 1969

Region and Settlement	Mean		Median		Standard Deviation	Coefficient of Variation	Coefficient of Skewness	Inequality Index	
	Value	Rank	Value	Rank				Index	Rank
A. Arctic Coast Region									
1. Cambridge Bay	\$1,074	3	\$ 721	3	\$1,072	0.9981	0.9879	0.4585	6
2. Coppermine	1,141	2	890	1	927	0.8124	0.8123	0.3452	4
3. Gjoa Haven	650	5	480	5	487	0.7492	1.0472	0.3356	3
4. Holman Island	818	4	667	4	616	0.7531	0.7354	0.3033	1
5. Pelly Bay	1,151	1	882	2	767	0.6664	1.0522	0.3233	2
6. Spence Bay	535	6	429	6	435	0.8131	0.7310	0.3509	5
Sub-total	948	--	716	--	864	0.9114	0.8056	0.4023	--
B. Baffin Region									
1. Arctic Bay	518	11	429	10	352	0.6795	0.7585	0.2983	3
2. Broughton Island	759	4	468	8	818	1.0777	1.0672	0.4791	13
3. Cape Dorset	644	10	402	11	907	1.4084	0.8004	0.4644	12
4. Clyde River	463	12	359	13	387	0.8359	0.8062	0.3386	6
5. Frobisher Bay	1,267	1	960	1	1,066	0.8414	0.8640	0.3816	9
6. Grise Fiord	700	7	607	4	403	0.5757	0.6923	0.2606	1
7. Hall Beach	1,105	2	833	2	817	0.7394	0.9988	0.3856	10
8. Igloodik	718	6	489	7	728	1.0139	0.9437	0.3547	8
9. Lake Harbour	724	5	589	5	781	1.0787	0.5186	0.3502	7
10. Pangnirtung	700	8	533	6	534	0.7629	0.9382	0.3256	5
11. Pond Inlet	657	9	441	9	589	0.8965	1.1002	0.3930	11
12. Resolute Bay	934	3	750	3	888	0.9507	0.6216	0.2912	2
13. Port Burwell	457	13	368	12	356	0.7790	0.7500	0.3234	4
Sub-total	820	--	573	--	831	1.0134	0.8917	0.4269	--
Grand Total	863	--	627	--	845	0.9791	0.8379	0.4199	--

Sources: Computed from the Arctic Coast Manpower Survey and Baffin Manpower Survey.

APPENDIX J

DISTRIBUTION OF FAMILY INCOMES BY INDICATORS, 1964 AND 1965

Region and Settlement	Mean		Median		Standard Deviation	Coefficient of Variation	Coefficient of Skewness	Inequality Index	
	Value	Rank	Value	Rank				Index	Rank.
A. Arctic Coast Region (1965)									
1. Cambridge Bay	\$2,025	1	\$1,650	1	\$1,536	0.7585	0.7324	0.4146	2
2. Coppermine	1,674	2	1,200	2	1,497	0.8943	0.9499	0.4430	3
3. Gjoa Haven	661	4	574	4	527	0.7973	0.4953	0.2172	1
4. Spence Bay	1,261	3	719	3	1,394	1.1055	1.1664	0.4773	4
Sub-total	1,544	--	934	--	1,457	0.9437	1.2560	0.4643	--
B. Baffin Region (1964)									
1. Arctic Bay	926	13	761	13	712	0.7689	0.6952	0.3513	7
2. Broughton Island	1,601	7	1,572	4	981	0.6127	0.0887	0.3340	5
3. Cape Dorset	1,741	4	1,536	5	1,318	0.7570	0.4666	0.4180	12
4. Clyde River	2,035	2	1,875	2	1,356	0.6663	0.3540	0.3731	10
5. Frobisher Bay	2,029	3	1,592	3	1,599	0.7881	0.8199	0.4309	13
6. Grise Fiord	1,075	11	1,000	11	708	0.6586	0.3178	0.3558	9
7. Hall Beach	1,708	5	1,400	7	1,163	0.6809	0.7945	0.3515	8
8. Igloodik	1,010	12	811	12	792	0.7842	0.7538	0.3848	11
9. Lake Harbour	1,419	8	1,333	8	882	0.6216	0.2925	0.3068	3
10. Pangnirtung	1,665	6	1,508	6	900	0.5405	0.5233	0.2709	2
11. Pond Inlet	1,365	9	1,183	9	930	0.6813	0.5871	0.3300	4
12. Resolute Bay	2,513	1	2,500	1	1,177	0.4684	0.0331	0.2563	1
13. Port Burwell	1,076	10	1,033	10	698	0.6487	0.1848	0.3490	6
Sub-total	1,615	--	1,293	--	1,246	0.7715	0.7753	0.4147	--

- Sources Computed from: (A) Eskimo Housing Survey, Arctic District, N.W.T., Compiled by Public Housing Section, Department of Northern Affairs and National Resources, (Jan. - April, 1965).
- (B) D. Bissett, Resolute - An Area Economic Survey, Industrial Division, Department of Indian Affairs and Northern Development (1967), p. 96.
- (C) Eskimo Housing Survey, District of Mackenzie, N.W.T., Compiled by Northern Housing Section, Department of Indian Affairs and Northern Development, (1957).

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PREFACE

The present study is the third of a series of research reports on the living standard of the people in Northern Canada. The report deals with the incomes of the Eskimos of the Keewatin District, who make up most of the District's population. The report finds that:

- (1) The Eskimo families in the Keewatin District doubled their average income in current dollars between 1964 and mid-1968, and incomes also became more equally distributed among families during this period;
- (2) Eskimos living in the Keewatin District had the lowest average family income among Eskimo families in the Northwest Territories;
- (3) Eskimos' economic condition in the Keewatin District was better than those of Indians who live in the Mackenzie District, but worse than those of the Métis and the Whites in the Mackenzie District;
- (4) Average family income in the Keewatin District (\$3,170 in July 1967 - June 1968) was lower than the Northwest Territories' average (\$7,324 in October 1969 - September 1970), and also lower than the national average (\$7,602 in 1967).

The study was prepared by Dr. Chun-Yan Kuo of the Policy and Planning ACND Division. The views expressed are solely those of the author, and do not necessarily represent government policy.

February 14, 1974.

Policy and Planning
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Northern Policy and
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I. INTRODUCTION

The average family income is frequently used as a satisfactory indicator of the standard of living since it reflects, other things being equal, the potential purchasing power of a community.^{1/} The income distribution of families also affects the purchasing power in a community. The more equitable the family income distribution in a community, the greater is the spread in purchasing power, and vice versa. The main purpose of this study is to examine empirically the personal income and income distribution of the indigenous population in the Keewatin Region.

One of the difficulties in the inter-family comparison of income is attributable to the different size and composition of families. To obtain an idea of the relative economic position of a family member, family income is translated into income per family member and the income and income distribution are then examined.

*I am indebted to Mr. D.C.E. Mathurin and Mrs. S.K. Meldrum for comments. Thanks are also due to Mrs. A. Henry for her assistance in the calculations.

^{1/} It is often argued that income should be defined in a broader way to include not only cash income but also imputed incomes such as consumption of hunted foods, medical benefits, education (free boarding hostel), northern rental housing, etc. Unfortunately, a satisfactory evaluation of imputed income is not currently available and is therefore not incorporated in the study.

The data used in the study are discussed in Section II, and in Section III the composition of total incomes on a community basis is discussed. An examination of the relationship between earnings and socio-economic characteristics of the labour forces is made in Section IV, while Section V is devoted to an examination of the differences in family income and income distribution between communities. Section VI presents income and income distribution in terms of per family member, as well as a comparison between income distribution in terms of per family member and per family income. Section VII and VIII deal with the community family income and income distribution over time as well as on a regional basis. The summary and conclusions of the study are contained in the final section.

II. DATA

The primary data source is the 1969 Keewatin Manpower Survey conducted by the Economic Staff Group, Department of Indian Affairs and Northern Development.^{1/} This survey was designed as a general survey of Eskimo people.^{2/} Appendix A shows that the survey covered 2,424 persons, or 99.55% of

^{1/} Department of Indian Affairs and Northern Development, Keewatin Manpower Survey (1969).

^{2/} The majority of the people who live permanently in the area are Eskimos. The population figure of non-Eskimos was not available in 1969. But in December 1970, Eskimos accounted for 92.77% of the total population in the region.

the total Eskimo population of the region. However, the data used in this study are with respect to 480 families, the latter representing 98.52% of the total number of families in the Keewatin District. This 98.52% coverage must be considered excellent, since every surveyed community had at least a 95% coverage.^{1/} The community of Coral Harbour had slightly more than 100% coverage, due to the rise of population data obtained from different sources.

III. COMPOSITION OF COMMUNITY INCOMES

The Keewatin Manpower Survey presented estimates of annual incomes received in the period from July 1967 to June 1968. There were two main sources of income: one was earned income which included earnings from wages, salaries, hunting, fishing, trapping, and other forms of self-employment; the other was unearned income, including family allowance, old age pensions, and other government transfer payments.

A. Earned Income

In the Keewatin Region as a whole, earned income

^{1/} The number of families covered in this study differs from the figure shown in Table 42 of the Keewatin Manpower Survey because the latter failed to separate boarders as independent families. From an economic point of view, boarders should be treated as independent families due to the independent disposal of their incomes.

accounted for 82% of total income. The breakdown of earnings into different major sources permits us to determine the key economic activities undertaken in each community. Appendix B shows the importance of wages and salaries in the formation of community income. Wages and salaries constituted 66% of the total income in the studied region as a whole, and more than 70% of community incomes in Chesterfield Inlet (76.79%), Whale Cove (74.82%), and Coral Harbour (73.67%). Repulse Bay was the only settlement in which the proportion of income from wage and salary employment was lower than from hunting, fishing and trapping activities (23.67% versus 36.26%). This finding underlines the importance of the traditional activity in the economy of Repulse Bay. In addition, other areas of self-employment accounted for a high proportion of the community income in Rankin Inlet (18.36%) and Repulse Bay (15.97%). Taking the Keewatin District as a whole, 10% of total incomes were received from "other self-employment", mainly handicraft. This percentage was greater than the one with respect to earnings from hunting, fishing and trapping activities (5.90%).

B. Unearned Income

More than 18% of total income in the Keewatin Region was received in the form of family allowances, pensions and other government transfer payments. This figure

was greater than that of the Mackenzie District (10%), the Baffin Region (13%) and the Arctic Coast Region (16%).^{1/} This shows that the Keewatin Eskimos have the greatest dependence on government subsidies among the Eskimos of the Northwest Territories. This degree of dependence on government transfer payments varied considerably from community to community, with Eskimo Point (27.33%), Baker Lake (25.21%) and Repulse Bay (24.10%) having the highest rates of dependence. On the other hand, the lowest rates of dependence in the studied area were in Rankin Inlet (8.77%) and Whale Cove (10.78%).

The proportion of other government transfer payments (that is, social assistance payments, training and disability allowances, etc.) to total income was higher at 9.24% in the Keewatin District than it was in other regions in the Northwest Territories during the 1968-69 period.^{2/} This suggests that the proportion of unused human resources in the Keewatin District was higher than that in other regions in the Northwest Territories during the period

^{1/} See C.Y. Kuo, A Study of Income Distribution in the Mackenzie District of Northern Canada, Economic Staff Group, Department of Indian Affairs and Northern Development, (1972), pp. 16, 29; and A Study of Income and Income Distribution in the Arctic Coast and Baffin Regions of Northern Canada, Policy and Planning ACND Division, Department of Indian Affairs and Northern Development, (1973), pp. 6, 30 and 31.

^{2/} ibid. In this section, a comparison between regions in the Northwest Territories was made for Eskimos alone.

under reference.

IV. EARNINGS BY LABOUR FORCE CHARACTERISTICS

The earnings received by the labour force are the major source of community income in the Northwest Territories and are the basic determinant of family income and income distribution. The levels of average earnings are generally expected to vary with respect to socio-economic characteristics of the workers. This section attempts to investigate the relationship between the two variables.

It should be kept in mind that no distinction is made in this section between part-time and full-time workers. In the North, the number of unemployed persons fluctuates during any year due to prevailing economic and climatic conditions. By assuming a constant labour force throughout the year,^{1/} it can be seen from Appendix C that the unemployment rate in the Keewatin Region as a whole was 15%. The rate was relatively high in May (19.04%) and June (20.04%), but it was low in October (11.20%), November (12.57%) and December (11.98%). It also differed from community to community. Eskimo Point (28.01%) and

^{1/} A member of the labour force is defined as a person who was either working or looking for work for at least 46 weeks in the period from July 1967 to June 1968. The total number in the labour force in the Keewatin Region was 509 persons. See Keewatin Manpower Survey, Table 13.

Chesterfield Inlet (25.00%) had the highest rates of unemployment, while Repulse Bay (4.06%) and Whale Cove (5.88%) had the lowest rates.

A. Earnings by Sex

Distribution of the labour force by sex and average earnings are shown in Appendix D. Taking the Keewatin Region as a whole, it can be seen that 460 males accounted for 91.45% of the total number of workers. The average annual incomes for males and females were \$2,312 and \$1,673 respectively.^{1/} They were considerably lower than the 1967 Canadian average (\$5,322 and \$2,454).^{2/}

Male workers earned much more than females in all the communities with the exception of Eskimo Point. Male workers had the highest earnings in Chesterfield Inlet

^{1/} The average incomes presented in this study are calculated in the following way:

$$Y_s = \frac{1}{n_s} \sum_i f_i \bar{X}_i,$$

where Y_s and n_s denote the average annual income and the total number of the labour force respectively, and f_i and \bar{X}_i denote, respectively, the number of labour force and middle value of the i th income group.

^{2/} Dominion Bureau of Statistics, Earnings and Work Experience of the 1967 Labour Force, Catalogue No. 13-535, (July 1971), p. 25.

(\$3,510), and the lowest in Repulse Bay (\$1,051).

Eskimo Point had higher average annual earnings for females than for males, \$1,583 versus \$1,406.

B. Earnings by Age Group

As can be seen in Appendix E, more than 55% of the Eskimos in the labour force of the studied area were between the ages of 15 and 34 years. The annual earnings per worker per age group were \$2,039 for 15-24, \$2,713 for 25-34, \$2,265 for 35-44, \$2,245 for 45-54, \$1,620 for 55-64 and \$1,400 for 65 years and over. These figures indicate that the average income of the labour force rose as the age of the worker increased and began falling after the worker had reached 34 years of age. The lowest annual earnings were associated with the oldest workers in the age groups 55-64 and 65 and over probably because these workers were in relatively poorer health than those in other younger age groups. The next lowest earnings were associated with the workers in the 15-24 age group, probably because these workers were still in the learning and training stages.

C. Earnings by Educational Level

Educational level was extremely low in the Keewatin Region. On average, 62.37% of the labour force in the studied area never received formal education, and only a very small number (0.60%) of the workers reached

Grade 9. More than 50% of the workers in all the communities, with the exception of Rankin Inlet, never attended regular day school. In Repulse Bay, the proportion without any education was as high as 77%.

Appendix F shows that, with the exception of the workers who had received Grade 9 education, there was a direct relationship between total earnings and level of education attained by the workers. The lower income received by workers who had reached Grade 9 can be partly explained by the error associated with small sample sizes.^{1/} However, using a linear regression analysis, it was discovered that an additional year of education in regular day school resulted in workers earning \$169 more per annum.^{2/}

V. FAMILY INCOME AND INCOME DISTRIBUTION

"Family" in this study refers to an economic rather than a census family.^{3/} Family income includes incomes

^{1/} There were only 3 Eskimos in the Keewatin Region who had reached Grade 9.

^{2/} T. Trudeau, Developing Allocative Criteria for Academic and Vocational Education in the North, Economic Staff Group, Department of Indian Affairs and Northern Development, (1972), p. 37.

^{3/} An economic family includes all relatives living in the same dwelling. For a discussion of the difference between economic and census families, see Statistics Canada, Family Incomes (Census Families), 1967, Catalogue 13-538, (January 1972), p. 7.

from all sources. The average Eskimo family income of the Keewatin Region in the period from July 1967 to June 1968 was \$3,170, while the median income was \$2,446.^{1/} Both the average and the median incomes in the Keewatin Region were considerably lower than the 1967 Canadian averages (\$7,602 and \$6,839 respectively).^{2/} To the extent that the price differential between the North and the South is taken into consideration, the real family income in the studied area is even lower, in comparison with the average for Canada as a whole.^{3/}

From Appendix I, it can be seen that the average and the median values of the family incomes varied from community to community. The highest average and median incomes were in Baker Lake (\$4,029 and \$3,342), Chesterfield Inlet (\$3,988 and \$4,250), Rankin Inlet (\$3,896 and \$3,136),

^{1/} The average family income was computed by using a similar formula as the one presented in the footnote on p. 7.

^{2/} Dominion Bureau of Statistics, Income Distributions By Size in Canada, 1967, Catalogue No. 13-534, (December 1970), p. 21. These figures were based on a sampling of 18,143 families.

^{3/} The 1971 grocery bill in Yellowknife, Hay River, etc. was found to be 20 to 45% higher than the Edmonton bill. A similar situation would have applied in the District of Keewatin due to the transportation costs. See, for example, M.F. Stiles, A Study of Food Costs and Availability, Fort Smith Region, Northwest Territories, The Boreal Institute of Northern Studies, University of Alberta (March, 1972.)

and Whale Cove (\$3,816 and \$3,500). These communities had a higher proportion of wage and salary employment than the other communities in the Keewatin Region. On the other end of the scale, Repulse Bay and Eskimo Point had the lowest family income (less than \$2,000 per annum).

Indicators of Family Income Distribution

The dispersion of family incomes can be measured by the standard deviation from the average family income if one is interested in the absolute differences in incomes. It can be seen from Appendix I that the dispersion of family incomes varied the most for Baker Lake and Rankin Inlet, and the least for Repulse Bay. However, when the coefficient of variation was used, Repulse Bay and Chesterfield Inlet emerged with the smallest degree of dispersion of family incomes in the studied region, while the dispersions in Eskimo Point and Coral Harbour were relatively high.

All the communities, with the exception of Chesterfield Inlet, had a positively skewed income distribution.^{1/} The highest coefficients of skewness were in Rankin Inlet (0.8706), Coral Harbour (0.8671) and

^{1/} We refer to the income distribution skewed with a tail to the right as positive skewness.

Eskimo Point (0.8510), meaning that a few families were in higher income brackets than others. Conversely, Chesterfield Inlet had the lowest coefficient of skewness (-0.3801), indicating that the community had the most symmetrical family income distribution in the studied area.

The most widely used measures of inequality of income distribution are the Lorenz Curve and the Gini Index. The Lorenz Curve, as can be seen in Figure 1, is drawn within a square box and relates the cumulative percentages of families, ranked from the poorest up, to the corresponding cumulative percentages of incomes the families receive. The degree of inequality of income distribution is measured by the area between the Lorenz Curve and the diagonal line. The greater the area, the more unequal is the income distribution. In other words, the further the Lorenz Curve is from the diagonal line, the more unequal is the distribution of income. The two extreme cases are the coincidence of the Lorenz Curve with the diagonal if each family receives the same income and the coincidence of the Lorenz Curve with the sides of the box if a single family receives all the income in the community.

The family incomes are divided into nine classes, i.e., \$1-499, \$500-999, \$1,000-1,999, \$2,000-2,999,

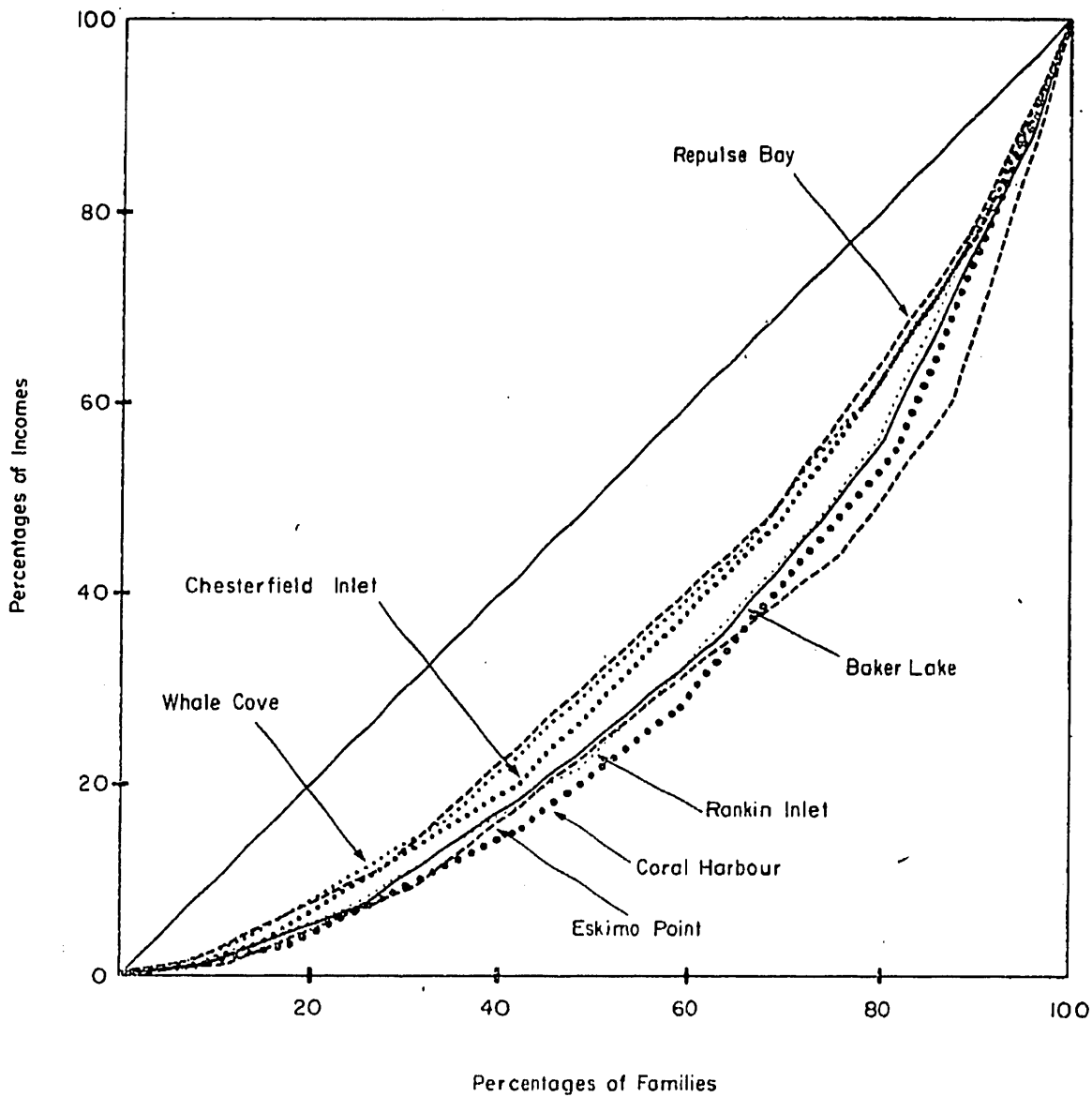


Figure 1. Lorenz Curves in Terms of Family Income by Communities

\$3,000-3,999, \$4,000-4,999, \$5,000-5,999, \$6,000-9,999, and \$10,000 and over.^{1/} Appendix G reveals the percentages of families and their incomes in each of the income ranges. The corresponding cumulative percentages of families and their incomes are extracted from Appendix G and are shown in Appendix H.

Lorenz Curves for all communities are presented in Figure 1. It can be seen that Repulse Bay, Whale Cove and Chesterfield Inlet had relatively equal income distributions. On the other hand, the Lorenz Curves for Eskimo Point and Coral Harbour reflect that these communities had relative inequality of income distributions.

The Gini index is computed as the ratio of the area between the Lorenz Curve and the diagonal line to the area of the lower triangle in the box shown in Figure 1. The index, with an upper and lower limit of unity and zero respectively, can be regarded as a single overall measure of inequality of income distribution. The greater the index, the more unequal is the income distribution.

The Gini indexes of the family income distribution for all communities are shown in the last column of

^{1/} In practice, the Lorenz Curve provides only an approximate measurement of the equality of income distribution. However, the greater the number of divided income groups, the greater the degree of accuracy which is obtained in the use of the Lorenz Curve in measuring inequality of income distribution.

Appendix I. The communities with low indexes were Repulse Bay (0.2810), Whale Cove (0.2834), Chesterfield Inlet (0.2875), Baker Lake (0.3673) and Rankin Inlet (0.3674), while those with high indexes were Eskimo Point (0.4250) and Coral Harbour (0.4061).

In the Keewatin District, the Eskimos in Baker Lake, Chesterfield Inlet, Rankin Inlet and Whale Cove had a higher standard of living than those in Repulse Bay, Coral Harbour and Eskimo Point, since they had not only higher average family incomes but also more equal distributions of income. On the other hand, Eskimo Point was the poorest community in the area; it had the second lowest average family income as well as the greatest inequality of income distribution.

VI. PER FAMILY MEMBER INCOME AND ITS DISTRIBUTION

It may be argued that family income does not necessarily reflect the actual standard of living an individual can attain, since a larger family income does not always mean a greater amount of money at the disposal of a family member. For example, the average family income was \$4,029 in Baker Lake and \$3,988 in Chesterfield Inlet. This did not necessarily mean that people in the former community were better off than those in the latter. If the family size in each community is taken into account,

it will be found that Baker Lake has a lower per family member income (\$814) than Chesterfield Inlet where the corresponding amount was \$911. In other words, the purchasing power of each family member was lower in Baker Lake where the family size was relatively large. In order to reflect the actual standard of living one family member can attain, one must deflate family income by family size.

The number of persons in each family in the Keewatin District is as follows: 5.78 in Baker Lake, 5.33 in Chesterfield Inlet, 5.21 in Coral Harbour, 4.21 in Eskimo Point, 5.06 in Rankin Inlet, 4.95 in Repulse Bay and 5.09 in Whale Cove. The figure for the Keewatin District as a whole was 5.00.

The mean and median per family member incomes were \$721 and \$523 respectively for the Keewatin District. The corresponding figures for each community are, in descending order, as follows: Chesterfield Inlet (\$911 and \$710), Rankin Inlet (\$904 and \$683), Whale Cove (\$831 and \$740), Baker Lake (\$814 and \$597), Coral Harbour (\$753 and \$491), Eskimo Point (\$514 and \$354) and Repulse Bay (\$374 and \$356). The rankings in terms of per family member income among the Eskimo communities have been slightly changed from those in terms of family income since the family size varied both between communities and within each community. The community with a relatively significant change in rank was Baker Lake, ranked fourth rather than first.

The coefficient of variation shows that there was an extremely high degree of dispersion among per family member incomes in Coral Harbour, but relatively low degrees of dispersion in Whale Cove and Baker Lake. On the other hand, the coefficient of skewness indicates that Baker Lake has a positively skewed income distribution while Repulse Bay had a distribution of income that was relatively symmetrical around the average income.

The Lorenz Curves in terms of per family member income for all communities are shown in Figure 2. Incomes of Eskimo families were more unequally distributed in Coral Harbour than in Whale Cove and Repulse Bay. It is difficult to tell from Figures 1 and 2 the difference in the distributions of family and per family member incomes within the same community. However, when a comparison of the Gini indexes was made for each community, it was noted that per family member income was more unequally distributed than family income throughout the seven communities. Figure 3 shows the Lorenz Curve in terms of family income was bounded outside by the per family member income curve in the case of the combined communities.

VII. CHANGES IN FAMILY INCOME AND FAMILY INCOME DISTRIBUTION

This section attempts to examine changes over time in family income and family income distribution in the studied area. The earliest income data we could obtain are 1964

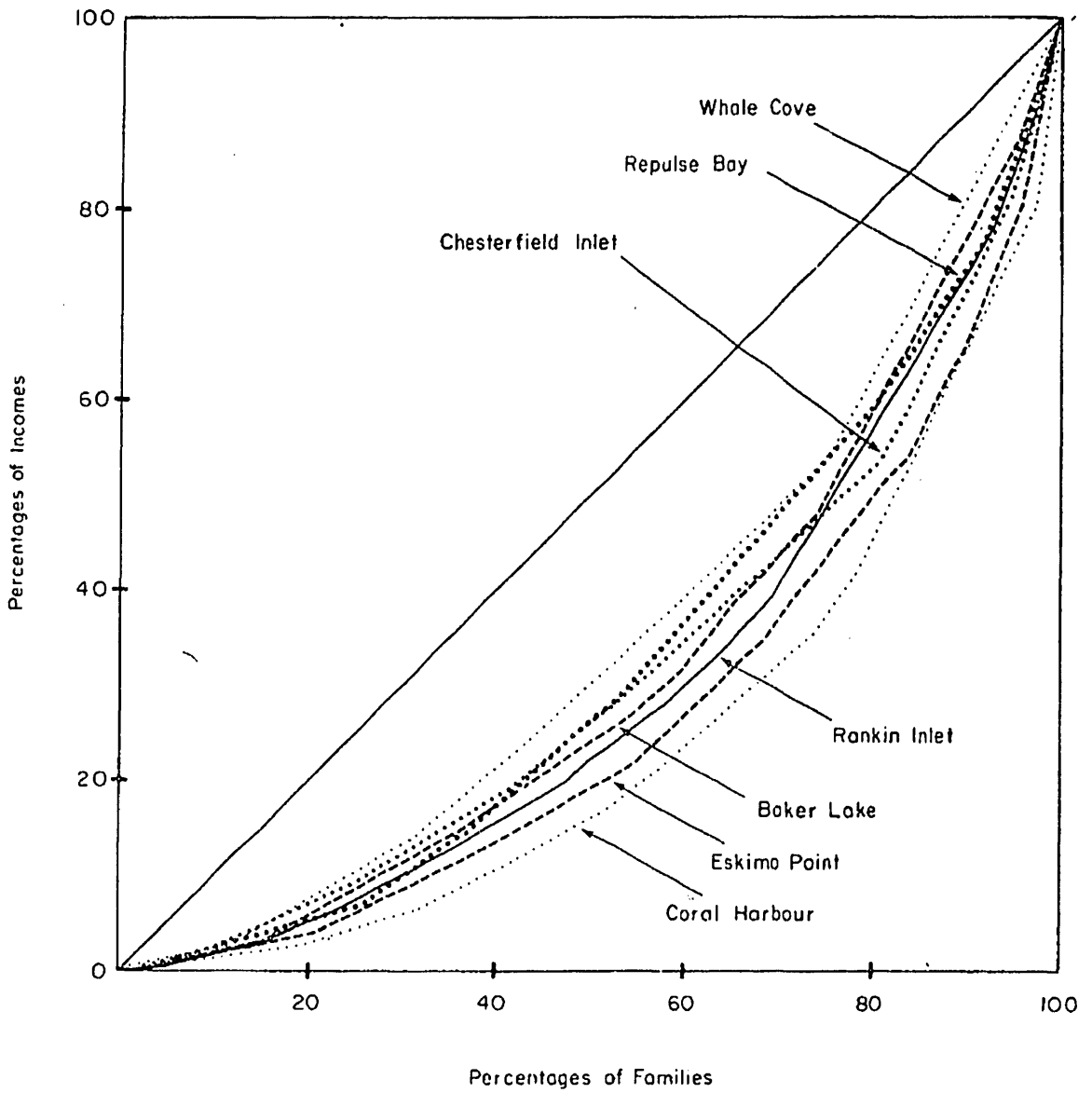


Figure 2. Lorenz Curves in Terms of Per Family Member Income by Communities

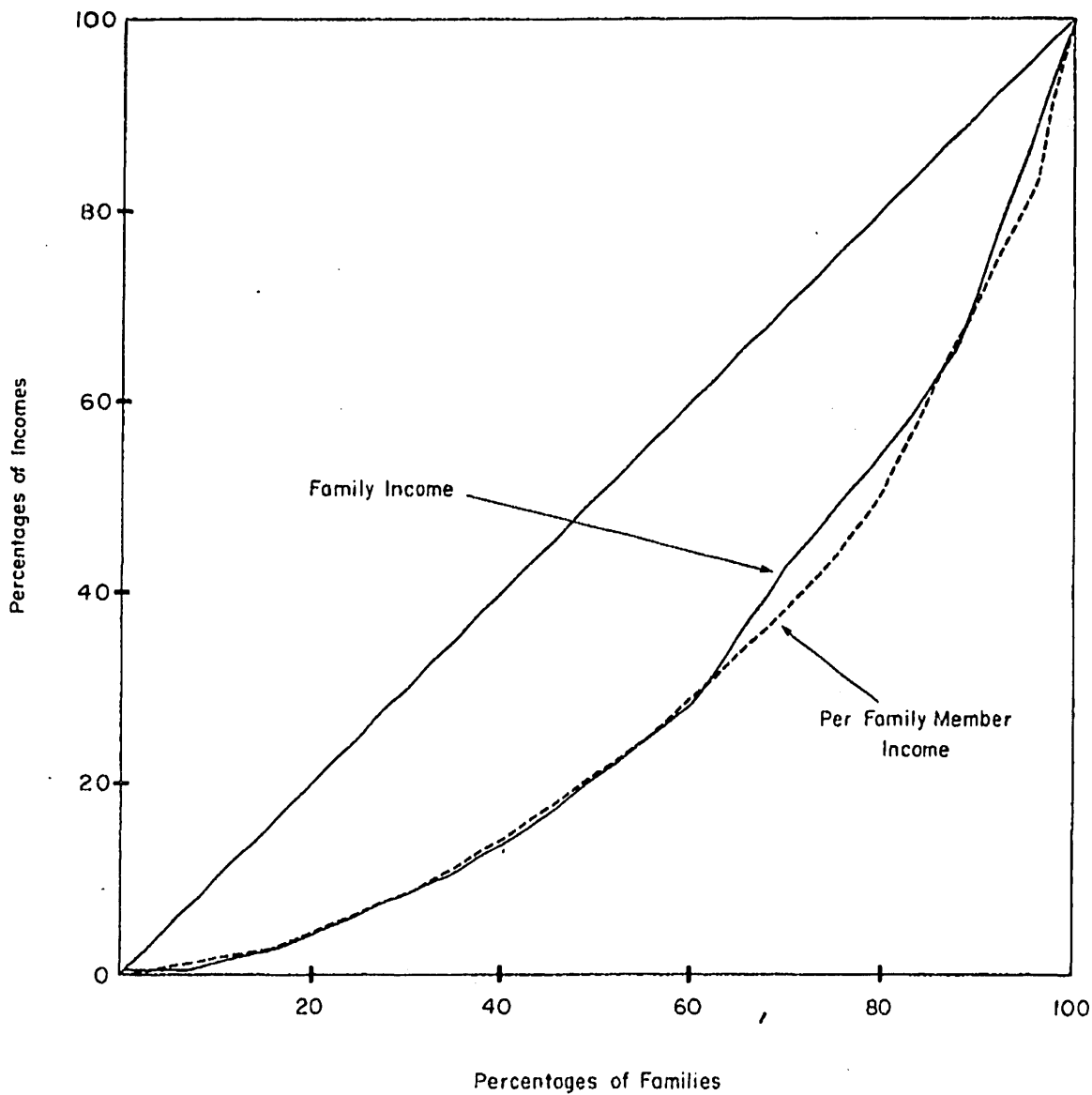


Figure 3. Comparison of Lorenz Curves in Terms of Family Income and Per Family Member Income

annual family income for the Keewatin District.^{1/}

The Eskimo families in the Keewatin District doubled their average incomes over three and a half years, from \$1,409 in 1964 to \$3,170 in the period from July 1967 to June 1968, while their median incomes increased from \$1,027 to \$2,446.^{2/} The largest growth rate of family income (over 130%) was to be found in Baker Lake, Whale Cove and Chesterfield Inlet. Coral Harbour and Repulse Bay had the slowest growth rate.

The distribution of family incomes improved in the Keewatin District during the same period. This can be seen from the shifts of the Lorenz Curves in Figure 4. Explicitly, the degree of inequality of income distribution improved by 5.17% during the period under reference. The Gini indexes shown in Appendix K indicate that family incomes were distributed more equally in Baker Lake, Chesterfield Inlet, Repulse Bay and Whale Cove.

VIII. INTER-REGIONAL COMPARISON OF FAMILY INCOME AND INCOME DISTRIBUTION

If a comparison of inter-regional economic positions of Eskimos in the Northwest Territories is made, it will be

^{1/} Department of Northern Affairs and National Resources, Eskimo Housing Survey, Arctic District, Northwest Territories, (January - April 1965).

^{2/} The income figures are in current dollars.

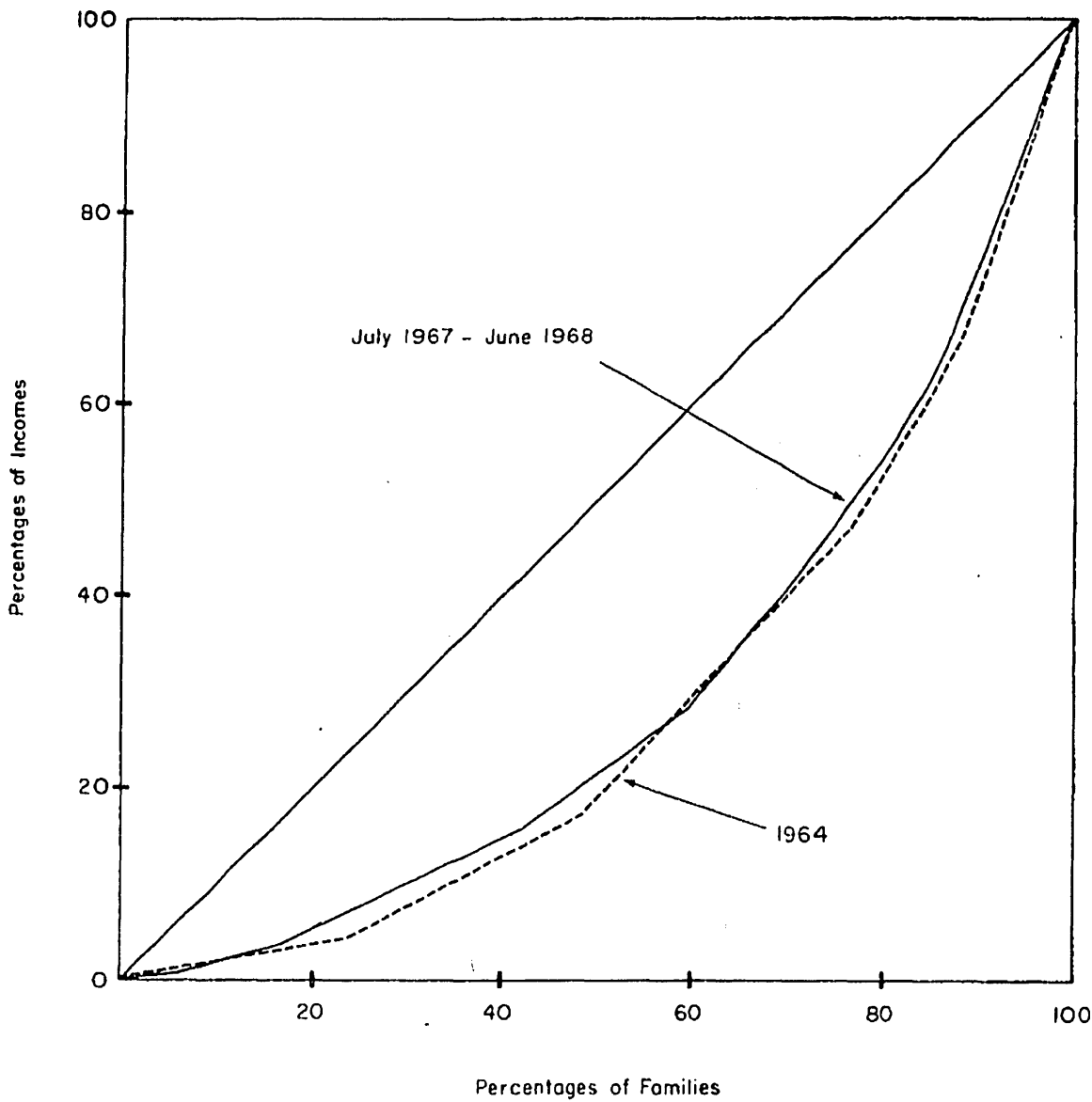


Figure 4. Lorenz Curves in Terms of Family Income Over Time

TABLE 1

COMPARISON OF FAMILY INCOME AND INCOME DISTRIBUTION
By Ethnic Groups and By Regions

Ethnic Group	Region	Period	Family Income		Gini Index
			Mean	Median	
Eskimo	Arctic Coast Region	1969	\$3,660	\$2,969	0.3799
	Baffin Region	1969	3,802	2,867	0.4223
	Keewatin District	July/67-June/68	3,170	2,446	0.4090
	Mackenzie District	Oct./69-Sept./70	4,643	3,622	0.4444
Indian	Mackenzie District	Oct./69-Sept./70	2,568	1,715	0.4862
Métis	Mackenzie District	Oct./69-Sept./70	5,136	4,264	0.4276
White	Mackenzie District	Oct./69-Sept./70	9,748	9,186	0.2836
All Groups	Mackenzie District	Oct./69-Sept./70	7,324	6,641	0.4145
	Canada as a Whole	1967	7,602	6,839	0.3166
	Canada as a Whole	1969	8,927	8,008	0.3385

- Sources:
- (1) C.Y. Kuo, A Study of Income Distribution in the Mackenzie District of Northern Canada, (Department of Indian Affairs and Northern Development, 1972); A Study of Income and Income Distribution in the Arctic Coast and Baffin Regions of Northern Canada, (Department of Indian Affairs and Northern Development 1973).
 - (2) Dominion Bureau of Statistics, Family Incomes (Census Families), 1967, Catalogue 13-538, p. 11.
 - (3) Statistics Canada, Income Distribution by Size in Canada, 1969, Catalogue 13-544, p. 34.

found from Table 1 that the Eskimo family in the Keewatin District had the lowest income and that the income in the Keewatin District was more equally distributed than that in both the Baffin Region and the Mackenzie District, but less equally distributed than that in the Arctic Coast Region. Eskimos living in the Mackenzie District had the highest average family income but the most unequal income distribution among Eskimo families in the Canadian North. This may be due in part to the greater but more uneven rate of economic development in the Mackenzie District during recent years.

On the other hand, if a comparison is made on an ethnic basis, it will be found that the Eskimos' economic conditions in the Keewatin District were far better than those of the Indians, but much worse than those of the Métis and the Whites in the Northwest Territories. Moreover, Eskimo families in the Keewatin District had a lower average family income as well as a more unequal income distribution than families in Canada as a whole.

IX. SUMMARY AND CONCLUSIONS

The objective of this study was to examine the standard of living of the Eskimo in the Keewatin District of the Northwest Territories. To this end, income distribution and the level of personal income were employed as indicators of the standard of living.

The mean and median family incomes in the period from July 1967 to June 1968 were \$3,170 and \$2,446 respectively. Income disparity among communities was found to be great. It was also discovered that Baker Lake, with an average family income of \$4,029, was the richest community, while Repulse Bay (\$1,686) was the poorest. On the other hand, average family income was distributed most equally in Repulse Bay and most unequally in Eskimo Point.

Results were slightly different when per family member income was adopted for examining income distribution. Generally speaking, per family member income was much more unequally distributed than average family income.

It was found that average family income in the Keewatin District doubled and became more equally distributed over a three and a half year period. It was also found that, with the exception of the case among Indian families, income per Eskimo family in the Keewatin Region was lower than that of any other family in the Northwest Territories; it was also considerably lower than that in Canada as a whole. The low income per Eskimo family in the Keewatin District was due mainly to the heavy dependence of these people on government transfer payments.

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APPENDIX A

SAMPLE SIZES IN THE MANPOWER SURVEY AND THIS STUDY

Settlement	Population			Families			
	Manpower Survey (a) (1)	Eskimo Disc. Lists (b) (2)	% Coverage of the Survey (3) = (1)/(2)	No. Of Response (c) (4)	No. Under M. Survey (5)	% Coverage Of Response (6) = (4)/(5)	% Coverage In The Income Study (7) = (3) x (6)
1. Baker Lake	597	595	100.34	107	108	99.07	99.41
2. Chesterfield Inlet	213	216	98.61	37	38	97.37	96.02
3. Coral Harbour	297	288	103.13	56	57	98.25	101.33
4. Eskimo Point	501	500	100.20	120	120	100.00	100.20
5. Rankin Inlet	450	470	95.74	89	89	100.00	95.74
6. Repulse Bay	193	194	99.48	39	39	100.00	99.48
7. Whale Cove	173	172	100.58	32	34	94.12	94.67
TOTAL	2,424	2,435	99.55	480	485	98.97	98.52

Sources: (a) Keewatin Manpower Survey, Table 1, D.I.A.N.D., (The Manpower Survey population counts were actually made in January 1969).

(b) Compiled from D.I.A.N.D: Disc Lists as of December 31, 1968.

(c) Keewatin Manpower Survey, Table 42 excluding the columns of "unknown", "not specified", and "none", (no reply indeed).

APPENDIX B

DISTRIBUTION OF AGGREGATE INCOME OF FAMILIES BY MAJOR SOURCE OF INCOME,
JULY 1967 - JUNE 1968*

Settlement	Earned Income				Unearned Income				Grand Total
	Wages and Salaries	Trapping, Hunting & Fishing	Self-Employment	Sub-total	Family Allowance	Pensions	Other Government Sources	Sub-total	
1. Baker Lake	\$268,710 (63.06%)	\$11,731 (2.75%)	\$ 38,244 (8.98%)	\$ 318,685 (74.79%)	\$23,093 (5.42%)	\$13,956 (3.28%)	\$ 70,372 (16.51%)	\$107,421 (25.21%)	\$ 426,106 (100.00%)
2. Chesterfield Inlet	109,557 (76.79%)	500 (0.35%)	6,650 (4.66%)	116,707 (81.80%)	9,566 (6.70%)	3,636 (2.55%)	12,762 (8.95%)	25,964 (18.20%)	142,671 (100.00%)
3. Coral Harbour	123,640 (73.67%)	18,363 (10.94%)	6,067 (3.61%)	148,070 (88.22%)	10,766 (6.41%)	--	8,997 (5.36%)	19,763 (11.78%)	167,833 (100.00%)
4. Eskimo Point	129,379 (59.11%)	12,675 (5.79%)	17,015 (7.77%)	159,069 (72.67%)	17,522 (8.01%)	15,552 (7.11%)	26,737 (12.21%)	59,811 (27.33%)	213,880 (100.00%)
5. Rankin Inlet	232,745 (68.88%)	13,489 (3.99%)	62,039 (18.36%)	308,273 (91.23%)	21,031 (6.22%)	900 (0.27%)	7,673 (2.28%)	29,604 (8.77%)	337,377 (100.00%)
6. Repulse Bay	15,278 (23.67%)	23,400 (36.26%)	10,303 (15.97%)	48,981 (75.90%)	6,158 (9.54%)	2,225 (3.45%)	7,169 (11.11%)	15,552 (24.10%)	64,533 (100.00%)
7. Whale Cove	90,595 (74.82%)	7,159 (5.91%)	10,280 (8.49%)	108,034 (89.22%)	6,504 (5.37%)	3,600 (2.97%)	2,944 (2.44%)	13,048 (10.78%)	121,082 (100.00%)
Total	969,904 (65.58%)	87,317 (5.90%)	150,598 (10.18%)	1,207,819 (81.66%)	94,640 (6.40%)	39,869 (2.70%)	136,654 (9.24%)	271,163 (18.34%)	1,478,982 (100.00%)

Sources: Keewatin Manpower Survey, Tables 59-64.

* "--" indicates zero.

APPENDIX C
MONTHLY EMPLOYMENT AND UNEMPLOYMENT RATES,
JULY 1967 - JUNE 1968

Settlement		1967						1968						Average
		Jul.	Aug.	Sep.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May	June	
1. Baker Lake	Employment (No.)	99	108	119	117	117	121	112	114	110	114	109	109	--
	Employ. R. (%)	77.95	85.04	93.70	92.13	92.13	95.28	88.19	89.76	86.61	89.76	85.83	85.83	88.52
	Unemp. R. (%)	22.05	14.96	6.30	7.87	7.87	4.72	11.81	10.24	13.39	10.24	14.17	14.17	11.48
2. Chesterfield Inlet	Employment (No.)	26	28	31	31	29	27	27	28	26	16	18	19	--
	Employ. R. (%)	76.47	82.35	91.18	91.18	85.29	79.41	79.41	82.35	76.47	47.06	52.94	55.86	75.00
	Unemp. R. (%)	23.53	17.65	8.82	8.82	14.71	20.59	20.59	17.65	23.53	52.94	47.06	44.12	25.00
3. Coral Harbour	Employment (No.)	60	60	61	59	59	58	58	57	57	56	58	57	--
	Employ. R. (%)	96.77	96.77	98.39	95.16	95.16	93.55	93.55	91.94	91.94	90.32	93.55	91.94	94.09
	Unemp. R. (%)	3.23	3.23	1.61	4.84	4.84	6.45	6.45	8.06	8.06	9.68	6.45	8.06	5.91
4. Eskimo Point	Employment (No.)	83	75	68	81	78	82	77	79	74	83	82	71	--
	Employ. R. (%)	76.85	69.44	62.96	75.00	72.22	75.93	71.30	73.15	68.52	76.85	75.93	65.74	71.99
	Unemp. R. (%)	23.15	30.56	37.04	25.00	27.78	24.07	28.70	26.85	31.48	23.15	24.07	34.26	28.01
5. Rankin Inlet	Employment (No.)	83	87	92	93	91	88	81	75	80	79	77	83	--
	Employ. R. (%)	79.05	82.86	87.62	88.57	86.67	83.81	77.14	71.43	76.19	75.24	73.33	79.05	80.98
	Unemp. R. (%)	20.95	17.14	12.38	11.43	13.33	16.19	22.86	28.57	23.81	24.76	26.67	20.95	19.92
6. Repulse Bay	Employment (No.)	37	37	38	39	38	38	37	38	38	38	35	36	--
	Employ. R. (%)	94.87	94.87	97.44	100.00	97.44	97.44	94.87	97.44	97.44	97.44	89.74	92.31	95.94
	Unemp. R. (%)	5.13	5.13	2.56	0	2.56	2.56	5.13	2.56	2.56	2.56	10.26	7.69	4.06
7. Whale Cove	Employment (No.)	30	33	30	32	33	34	32	32	30	33	33	32	--
	Employ. R. (%)	88.24	97.06	88.24	94.12	97.06	100.00	94.12	94.12	88.24	97.06	97.06	94.12	94.12
	Unemp. R. (%)	11.76	2.94	11.76	5.88	2.94	0	5.88	5.88	11.76	2.94	2.94	5.88	5.88
Total	Employment (No.)	416	428	439	452	445	448	424	423	415	419	412	407	--
	Employ. R. (%)	82.12	84.09	86.25	88.80	87.43	88.02	83.30	83.10	81.53	82.32	80.94	79.96	84.82
	Unemp. R. (%)	17.88	15.91	13.75	11.20	12.57	11.98	16.70	16.90	18.47	17.68	19.06	20.04	15.18

Sources: Keewatin Manpower Survey, Tables 13 and 55.

APPENDIX D

DISTRIBUTION OF LABOUR FORCE AND AVERAGE EARNED INCOMES BY SEXES,
JULY 1967 - JUNE 1968*

Settlement	Male		Female		Total	
	No. (%)	Average Income	No. (%)	Average Income	No. (%)	Average Income
1. Baker Lake	114 (89.76)	\$2,333	13 (10.24)	\$2,285	127 (100.00)	\$2,328
2. Chesterfield Inlet	30 (88.24)	3,510	4 (11.76)	1,050	34 (100.00)	3,221
3. Coral Harbour	59 (95.16)	2,481	3 (4.84)	1,417	62 (100.00)	2,429
4. Eskimo Point	97 (94.17)	1,406	6 (5.83)	1,583	103 (100.00)	1,416
5. Rankin Inlet	90 (86.54)	3,021	14 (13.46)	1,482	104 (100.00)	2,814
6. Repulse Bay	37 (94.87)	1,051	2 (5.13)	1,025	39 (100.00)	1,050
7. Whale Cove	33 (97.06)	2,983	1 (2.94)	1,500	34 (100.00)	2,940
Total	460 (91.45)	2,312	43 (8.55)	1,673	503 (100.00)	2,257

Sources: Keewatin Manpower Survey, Table 34. The only person in the income group \$10,000+ earned \$14,000.

*Average income Y_s (s denotes either female or male) is calculated as follows:

$$Y_s = \frac{1}{n_s} \sum_1 f_i \bar{X}_i$$

where f_i and \bar{X}_i stand for the number of labour force and the middle value of the i th income group, and n_s the number of labour force by sex.

APPENDIX E

DISTRIBUTION OF LABOUR FORCE AND AVERAGE EARNED INCOMES BY AGE GROUPS,
JULY 1967 - JUNE 1968

Settlement	15-24		25-34		35-44		45-54		55-64		65+	
	No. (%)	Average Income	No. (%)	Average Income	No. (%)	Average Income	No. (%)	Average Income	No. (%)	Average Income	No. (%)	Average Income
1. Baker Lake	35 (27.56)	\$2,519	32 (25.20)	\$2,414	31 (24.41)	\$2,445	14 (11.02)	\$1,950	14 (11.02)	\$1,871	1 (0.79)	\$ 950
2. Chesterfield Inlet	8 (23.53)	1,956	12 (35.29)	3,583	6 (17.65)	4,917	5 (14.71)	2,920	2 (5.88)	3,000	1 (2.94)	750
3. Coral Harbour	19 (30.65)	2,679	16 (25.81)	2,209	17 (27.42)	2,120	10 (16.12)	2,830	--	--	--	--
4. Eskimo Point	29 (28.16)	1,357	20 (19.42)	1,915	33 (32.04)	1,517	13 (12.62)	1,189	8 (7.76)	338	--	--
5. Rankin Inlet	35 (33.65)	2,134	31 (29.81)	3,773	15 (14.42)	2,713	13 (12.50)	2,877	9 (8.65)	2,261	1 (0.97)	2,500
6. Repulse Bay	15 (38.46)	773	11 (28.21)	1,246	7 (17.95)	1,029	3 (7.69)	1,883	3 (7.69)	933	--	--
7. Whale Cove	9 (27.27)	2,833	7 (21.21)	3,643	9 (27.27)	3,111	6 (18.18)	2,500	2 (6.07)	1,725	--	--
Total	150 (29.86)	2,039	129 (25.70)	2,713	118 (23.51)	2,265	64 (12.75)	2,245	38 (7.56)	1,620	3 (0.60)	1,400

Sources: See Appendix D.

APPENDIX F

DISTRIBUTION OF LABOUR FORCE AND AVERAGE INCOMES BY EDUCATIONAL LEVELS,
JULY 1967 - JUNE 1968

Settlement	No Formal Education		Kinderg. - Grade 3		Grade 4 - 8		Grade 9	
	No. (%)	Average Income	No. (%)	Average Income	No. (%)	Average Income	No. (%)	Average Income
1. Baker Lake	88 (69.29)	\$2,171	12 (9.45)	\$1,900	26 (20.47)	\$3,090	1 (0.79)	\$1,500
2. Chesterfield Inlet	18 (56.25)	3,658	10 (31.25)	2,865	3 (9.38)	2,167	1 (3.12)	1,500
3. Coral Harbour	37 (60.66)	2,445	12 (19.67)	2,450	12 (19.67)	2,533	-- --	-- --
4. Eskimo Point	63 (62.38)	1,227	27 (26.73)	1,428	10 (9.90)	2,350	1 (0.99)	1,500
5. Rankin Inlet	51 (49.04)	2,609	31 (29.81)	3,612	22 (21.15)	2,166	-- --	-- --
6. Repulse Bay	30 (76.92)	1,182	5 (12.82)	610	4 (10.26)	613	-- --	-- --
7. Whale Cove	23 (69.70)	2,628	4 (12.12)	4,750	6 (18.18)	3,000	-- --	-- --
Total	310 (62.37)	2,108	101 (20.33)	2,507	83 (16.70)	2,516	3 (0.60)	1,500

Sources: Keewatin Manpower Survey, Table 46.

APPENDIX G

FREQUENCY DISTRIBUTION OF FAMILIES AND THEIR INCOMES BY INCOME GROUPS,
JULY 1967-JUNE 1968*

Settlement	Percentages of Families and Their Incomes	\$1- 499	\$500- 999	\$1,000- 1,999	\$2,000- 2,999	\$3,000- 3,999	\$4,000- 4,999	\$5,000- 5,999	\$6,000- 9,999	\$10,000+
1. Baker Lake	Families (%)	2.80	5.61	16.82	18.69	17.76	12.15	5.61	15.89	4.67
	Incomes (%)	0.15	1.02	6.26	11.60	15.43	13.57	7.66	31.55	12.76
2. Chesterfield Inlet	Families (%)	5.41	2.70	6.11	24.32	2.70	27.03	18.92	10.81	--
	Incomes (%)	0.41	0.64	3.05	15.25	2.37	30.50	26.09	21.69	--
3. Corai Harbour	Families (%)	5.36	12.50	25.00	16.07	17.86	5.36	1.78	16.07	--
	Incomes (%)	0.51	3.21	11.93	12.78	19.88	7.67	3.12	40.90	--
4. Eskimo Point	Families (%)	12.50	19.17	43.33	10.00	2.50	5.00	2.50	5.00	--
	Incomes (%)	1.90	7.65	33.60	12.92	4.52	11.63	7.11	20.67	--
5. Rankin Inlet	Families (%)	2.25	7.87	16.85	21.35	12.36	12.36	6.74	17.97	2.25
	Incomes (%)	0.14	1.51	6.49	13.70	11.10	14.28	9.52	36.91	6.35
6. Repulse Bay	Families (%)	7.69	20.51	41.03	20.51	10.26	--	--	--	--
	Incomes (%)	1.60	10.19	36.50	30.42	21.29	--	--	--	--
7. Whale Cove	Families (%)	3.13	--	12.50	18.75	31.25	15.63	9.37	6.24	3.13
	Incomes (%)	0.08	--	4.91	12.29	28.67	18.43	13.51	13.10	9.01
Total	Families (%)	6.04	10.83	25.42	17.29	12.08	10.00	5.42	11.25	1.67
	Incomes (%)	0.54	2.68	12.03	13.64	13.34	14.20	9.40	28.39	5.78

Sources: Computed from Keewatin Manpower Survey (boarders being counted as separate families).

*We assume that the average annual family income was \$11,000 for the income group \$10,000+. This figure was obtained by assuming 5% increase in price index from the average annual family income \$11,985 in 1969 for the income group \$10,000+ in the Baffin Manpower Survey.

APPENDIX H

CUMULATIVE FREQUENCY DISTRIBUTION OF FAMILIES AND THEIR INCOMES BY INCOME GROUPS,
JULY 1967-JUNE 1968

Settlement	Cumulative Percentages of Families and Their Incomes	\$1-	\$1-	\$1-	\$1-	\$1-	\$1-	\$1-	\$1-	\$1-
		499	999	1,999	2,999	3,999	4,999	5,999	9,999	10,000+
1. Baker Lake	Families (%)	2.80	9.41	25.23	43.92	61.68	73.83	79.44	95.33	100.00
	Incomes (%)	0.15	1.17	7.43	19.03	34.46	48.03	55.69	87.24	100.00
2. Chesterfield Inlet	Families (%)	5.41	8.11	16.22	40.54	43.24	70.27	89.19	100.00	100.00
	Incomes (%)	0.41	1.05	4.10	19.35	21.72	52.22	78.31	100.00	100.00
3. Coral Harbour	Families (%)	5.36	17.86	42.86	58.93	76.79	82.15	83.93	100.00	100.00
	Incomes (%)	0.51	3.72	15.65	28.43	48.31	55.98	59.10	100.00	100.00
4. Eskimo Point	Families (%)	12.50	31.67	75.00	85.00	87.50	92.50	95.00	100.00	100.00
	Incomes (%)	1.90	9.55	43.15	56.07	60.59	72.22	79.33	100.00	100.00
5. Rankin Inlet	Families (%)	2.25	10.12	26.97	48.32	60.68	73.04	79.78	97.75	100.00
	Incomes (%)	0.14	1.65	8.14	21.84	32.94	47.22	56.74	93.65	100.00
6. Repulse Bay	Families (%)	7.69	28.20	69.23	89.74	100.00	100.00	100.00	100.00	100.00
	Incomes (%)	1.60	11.79	48.29	78.71	100.00	100.00	100.00	100.00	100.00
7. Whale Cove	Families (%)	3.13	3.13	15.63	34.38	65.63	81.26	90.63	96.87	100.00
	Incomes (%)	0.08	0.08	4.99	17.28	45.95	64.38	77.89	90.99	100.00
Total	Families (%)	6.04	16.87	42.29	59.58	71.66	81.66	87.08	98.33	100.00
	Incomes (%)	0.54	3.22	15.25	28.89	42.23	56.43	65.83	94.22	100.00

Sources: Computed from Appendix G.

APPENDIX I
 DISTRIBUTION OF FAMILY INCOMES BY INDICATORS,
 JULY 1967-JUNE 1968

	Mean (a)		Median (b)		Standard Deviation	Coefficient of Variation	Coefficient of Skewness	Gini Index	
	Value	Rank	Value	Rank				Index	Rank*
1. Baker Lake	\$4,029	1	\$3,342	3	\$2,739	0.6798	0.7525	0.3673	4
2. Chesterfield Inlet	3,988	2	4,250	1	2,068	0.5186	-0.3801	0.2875	3
3. Coral Harbour	3,144	5	2,444	5	2,422	0.7704	0.8671	0.4061	6
4. Eskimo Point	1,935	6	1,423	7	1,805	0.9328	0.8510	0.4250	7
5. Rankin Inlet	3,896	3	3,136	4	2,619	0.6722	0.8706	0.3674	5
6. Repulse Bay	1,686	7	1,531	6	823	0.4891	0.5650	0.2810	1
7. Whale Cove	3,816	4	3,500	2	2,122	0.5561	0.4467	0.2834	2
Total	3,170	-	2,446	-	2,457	0.7751	0.8840	0.4090	-

Sources: (a) Computed from Appendix G.

(b) Computed from Appendix H.

* The higher the ranking is, the more unequal is the distribution of income.

APPENDIX J

DISTRIBUTION OF PER FAMILY MEMBER INCOMES BY INDICATORS
JULY 1967-JUNE 1968

Settlement	Mean		Median		Standard Deviation	Coefficient of Variation	Coefficient of Skewness	Gini Index	
	Value	Rank	Value	Rank				Index	Rank
1. Baker Lake	\$814	4	\$597	4	\$ 574	0.7052	1.1341	0.4160	5
2. Chesterfield Inlet	911	1	710	2	798	0.8760	0.7556	0.3784	3
3. Coral Harbour	753	5	491	5	1,093	1.4515	0.7191	0.8632	7
4. Eskimo Point	514	6	354	7	509	0.9903	0.9430	0.4599	6
5. Rankin Inlet	904	2	683	3	872	0.9646	0.7603	0.3988	4
6. Repulse Bay	374	7	356	6	270	0.7219	0.2000	0.3503	2
7. Whale Cove	\$31	3	740	1	435	0.5235	0.6276	0.2877	1
Total	721	-	523	-	691	0.9584	0.8596	0.4322	-

Sources: Computer from the Keewatin Manpower Survey.

APPENDIX K

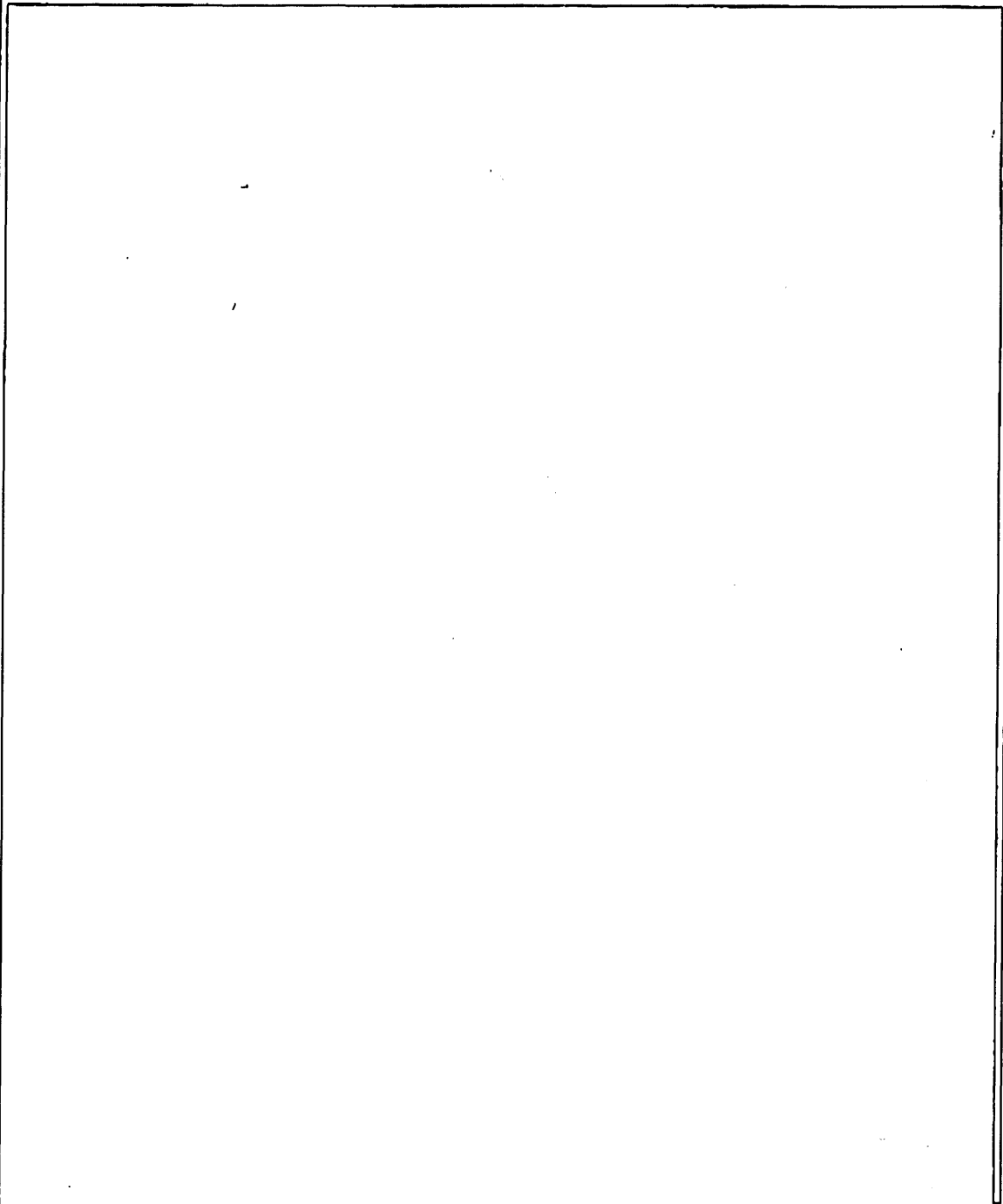
DISTRIBUTION OF FAMILY INCOMES BY INDICATORS, 1964

Settlement	Mean		Median		Standard Deviation	Coefficient of Variation	Coefficient of Skewness	Gini Index	
	Value	Rank	Value	Rank				Index	Rank
1. Baker Lake	\$1,200	5	\$ 760	6	\$1,165	0.9708	1.1331	0.4925	7
2. Chesterfield Inlet	1,733	3	1,333	4	1,286	0.7421	0.9331	0.3968	5
3. Coral Harbour	2,111	1	1,848	1	1,234	0.5846	0.6394	0.3210	2
4. Eskimo Point	933	7	713	7	840	0.9003	0.7857	0.4225	6
5. Rankin Inlet	1,776	2	1,432	2	1,206	0.6791	0.8557	0.3619	4
6. Repulse Bay	1,095	6	1,118	3	639	0.5836	0.1080	0.3082	1
7. Whale Cove	1,591	4	1,393	3	1,072	0.6738	0.5541	0.3615	3
Total	1,409	-	1,027	-	1,159	0.8226	0.9888	0.4313	-

Sources: Computed from Eskimo Housing Survey, Arctic District, N.W.T., Compiled by Public Housing Section, Department of Northern Affairs and National Resources (Jan. - April 1965).

APPENDIX NO. 7

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APPENDIX #7

SUMMARY OF STATISTICS OF THE
NORTHWEST TERRITORIES HOUSING
CORPORATION, NEED AND DEMAND
STUDY, 1974

MACKENZIE DISTRICT
POPULATION, FAMILY UNITS, DWELLING UNITS AND
DWELLING UNIT REQUIREMENTS BY COMMUNITY, 1974

COMMUNITY	TOTAL POPULATION	FAMILY UNITS				DWELLING UNITS				
		TOTAL	ESKIMO	INDIAN	OTHER	TOTAL	NRHP & TRHP	PH	SCP	SPA
Aklavik	761	151	56	34	61	157	87	0	10	0
Arctic Red River	100	24	--	18	6	30	16	0	0	0
Bathurst Inlet	12	5	0	0	0	5	0	0	0	0
Colville Lake	52	15	0	14	1	15	0	0	0	0
Coppermine	566	(1)	107	(1)	(1)	(2)	101(2)	(2)	(2)	(2)
Ft. Franklin	404	74	0	62	12	69	31	0	0	0
Ft. Good Hope	411	113	0	70	43	90	16	14(6)	0	0
Ft. Liard	299	63	0	49	14	58	0	0	0	0
Ft. McPherson	741	180	2	125	53	160	54	0	4	0
Ft. Norman	229	53	0	35	18	55	29	0	0	0
Ft. Providence	463	99	0	63	36	85	39	0	0	0
Ft. Simpson	669	152	0	56	96	182	33	0	8	0
Ft. Smith	1,286	302	1	25	276	303	12	12	0	0
Ft. Wrigley	129	24	0	21	3	23	0	0	0	0
Hay River	2,017	536	0	111	425	529	22	17	10	24
Inuvik	3,037	1,167	111	59	1,005	980	36	60	14	20
Jean Marie River	51	11	0	10	1	10	0	0	0	0
Kakisa Lake	42	11	0	10	1	9	0	0	0	0
Lac La Martre	149	(5)	0	(5)	2	22	0	0	0	0
Nahanni Butte	71	17	0	15	2	15	0	0	0	0
Norman Wells	367	151	0	1	151	94	5	0	0	0
Paulatuk	112	20	19	0	1	14	13	0	0	0
Rae/Edzo	1,095	200	0	157	43	194	128	0	0	0
Snowdrift	193	37	0	29	8	38	16	0	0	0
Trout Lake	55	11	0	10	1	11	0	0	0	0
Tuktoyaktuk	605	137	103	5	29	104	73	0	0	0
Yellowknife	5,246	1,826	79	3	1,744	1,696	8	24	17	0
TOTALS:	19,162	5,379	483	982	4,032	4,948	1,248	543	127	63

Source: Northwest Territories Housing Corporation, Need and Demand Study, 1974

- (1) Only Eskimo families occupying northern rental units were surveyed.
- (2) The survey was limited to northern rental units.
- (3) Nine tent dwelling units are identified for the community. It is not clear whether these units have been included in the self-owned and occupied dwelling unit tabulation.
- (4) These figures are actual number of units surveyed. The total number of these units was not determined.
- (5) Unable to determine from surveys.
- (6) IAB units rent free.

MACKENZIE DISTRICT
POPULATION, FAMILY UNITS, DWELLING UNITS AND
DWELLING UNIT REQUIREMENTS BY COMMUNITY, 1974

COMMUNITY	N.W.T. GOV. STAFF	DWELLING UNITS				MUNICIPAL OWNED	UNITS REQUIRED IN 1974	UNITS REQUIRED IN 5 YEARS
		FEDERAL GOV. STAFF	RENTED FROM PRIVATE OWNERS	COMPANY OWNED	SELF-OWNED & OCCUPIED			
Aklavik	18	4	4	4	30		27	37
Arctic Red River	1	0	0	2	11		1	5
Bathurst Inlet	0	0	0	1	4		1	0
Colville Lake	0	0	0	1	14		2	7
Coppermine	(2)	(2)	(2)	(2)	(2)		22	45
Ft. Franklin	10	0	0	2	26		13	6
Ft. Good Hope	6	5	2	6	41		18	10
Ft. Liard	3	4	0	3	48(3)		9	19
Ft. McPherson	16	10	5	4	67		0	0
Ft. Norman	5	3	0	2	16		9	9
Ft. Providence	4	3	2	5	32		4	12
Ft. Simpson	26	30	8	6(4)	71(4)		0	0
Ft. Smith	72	26	36	13	132		0	0
Ft. Wrigley	2	1	1	1	18		2	8
Hay River	39	42	53	63	259		135	374
Inuvik	96	376	62	238	78		64	235
Jean Marie River	1	0	0	0	9		0	0
Kakisa Lake	0	0	0	0	9		1	0
Lac La Martre	2	0	0	0	20		0	0
Nahanni Butte	1	0	0	0	14		0	0
Norman Wells	4	23	0	51	11		15	0
Paulatuk	0	0	0	1	0		6	10
Rae/Edzo	2	2	2	5	48	7	64	90
Snowdrift	2	2	2	1	15	1	5	10
Trout Lake	0	0	1	0	10		0	0
Tuktoyaktuk	10	3	1	2	14	1	32	38
Yellowknife	303	240	247	487	365	5	164	467
TOTALS:	623	774	426	898	1,362	13	594	1,382

Source: Northwest Territories Housing Corporation, Need and Demand Study, 1974

- (1) Only Eskimo families occupying northern rental units were surveyed.
- (2) The survey was limited to northern rental units.
- (3) Nine tent dwelling units are identified for the community. It is not clear whether these units have been included in the self-owned and occupied dwelling unit tabulation.
- (4) These figures are actual number of units surveyed. The total number of these units was not determined.
- (5) Unable to determine from surveys.
- (6) IAB units rent free.

FRANKLIN DISTRICT
POPULATION, FAMILY UNITS, DWELLING UNITS AND
DWELLING UNIT REQUIREMENTS BY COMMUNITY, 1974

COMMUNITY	TOTAL POPULATION	TOTAL	FAMILY UNITS			DWELLING UNITS				
			ESKIMO	INDIAN	OTHER	TOTAL	NRHP & TRHP	PH	SCP	SPA
Arctic Bay	239	50	50	0	0	56	50	0	0	0
Broughton Island	328	59	50	0	9	59	50	0	0	0
Cambridge Bay	612	118	108	0	10	111	99	0	0	0
Cape Dorset	618	123	114	0	9	132	108	0	0	0
Clyde River	315	66	59	0	7	53	46	0	0	0
Frobisher Bay	1,945	603	213	2	388	689	178	20	0	0
Gjoa Haven	366	71	64	0	7	58	48	0	0	0
Grise Fiord	107	23	15	0	8	26	18	0	0	0
Hall Beach	345	68	58	0	10	54	47	0	0	0
Holman Island	223	42(3)	40	0	2		41	0	0	0
Igloodik	539	94	79	0	15	108	86	0	0	0
Lake Harbour	210	43	35	0	8	43	34	0	0	0
Pangnirtung	485	87	87	0	0	134	103(4)	0	0	0
Pond Inlet	512	109	90	0	19	91	72	0	0	0
Port Burwell	82	14	11	0	3	21	17	0	0	0
Repulse Bay	256	53	44	0	9	49	40	0	0	0
Resolute Bay	183	35	30	0	5	37	29	0	0	0
Sachs Harbour	<u>141</u>	<u>26</u>	<u>22</u>	<u>0</u>	<u>4</u>	<u>30</u>	<u>11</u>	<u>0</u>	<u>0</u>	<u>0</u>
TOTALS:	7,506	1,684	1,169	2	513	1,748	1,077	20	0	0

Source: Northwest Territories Housing Corporation, Need and Demand Study 1974.

- (1) No. of units required depends on Strathcona Sound Developments.
- (2) There are two tents in this community which serve as dwelling units and are not included in the tabulation.
- (3) Only northern rental units were surveyed.
- (4) Seven tents serving as dwelling units in Pangnirtung have been surveyed but are not included in the tabulation.
- (5) Point Burwell - no homes required due to a surplus.

FRANKLIN DISTRICT
POPULATION, FAMILY UNITS, DWELLING UNITS AND
DWELLING UNIT REQUIREMENTS BY COMMUNITY, 1974

COMMUNITY	N.W.T. GOV. STAFF	DWELLING UNITS				MUNICIPAL OWNED	UNITS REQUIRED IN 1974	UNITS REQUIRED IN 5 YEARS
		FEDERAL GOV. STAFF	RENTED FROM PRIVATE OWNERS	COMPANY OWNED	SELF-OWNED & OCCUPIED			
Arctic Bay	4	0	0	2	0		8	(1)
Broughton Island	4	2	1	1	1		7	10
Cambridge Bay	5	5	0	2	0		23	55
Cape Dorset	12	4	0	3	5		14	15
Clyde River	6	0	0	1	0		20	10
Frobisher Bay	197	134	24	115	6	9	39	35
Gjoa Haven	2	1	0	2	5(2)	0	16	30
Grise Fiord	2	3	0	0	3	0	0	0
Hall Beach	4	1	0	2	0	0	14	10
Holman Island	0	0	0	0	0	0	5	9
Igloodik	12	6	0	4	0	0	15	15
Lake Harbour	4	2	0	2	1	0	5	10
Pangnirtung	18	6	0	2	3	3	27	20
Pond Inlet	12	3	0	4	0	0	24	15
Port Burwell	4	0	0	0	0	0	0(5)	0
Repulse Bay	5	1	0	3	0	0	5	14
Resolute Bay	7	1	0	0	0	0	8	0
Sachs Harbour	3	3	0	1	12	0	3	6
TOTALS:	301	172	25	144	36	12	233	254

Source: Northwest Territories Housing Corporation, Need and Demand Study 1974.

- (1) No. of units required depends on Strathcona Sound Developments.
- (2) There are two tents in this community which serve as dwelling units and are not included in the tabulation.
- (3) Only northern rental units were surveyed.
- (4) Seven tents serving as dwelling units in Pangnirtung have been surveyed but are not included in the tabulation.
- (5) Point Burwell - no homes required due to a surplus.

KEEWATIN DISTRICT
POPULATION, FAMILY UNITS, DWELLING UNITS AND
DWELLING UNIT REQUIREMENTS BY COMMUNITY, 1974

COMMUNITY	TOTAL POPULATION	TOTAL	FAMILY UNITS			DWELLING UNITS				
			ESKIMO	INDIAN	OTHER	TOTAL	NRHP & TRHP	PH	SCP	SPA
Baker Lake	662	121	118	1	2	117	111	0	0	0
Chesterfield Inlet	255	46	36	0	10	45	34	0	0	0
Coral Harbour	372	76	62	0	14	62	48	0	0	0
Eskimo Point	670	149	141	0	8	137	127	0	0	0
Pelly Bay	205	(1)	42	(1)	(1)	35	35	0	0	0
Rankin Inlet	617	142	104	0	38	130	87	0	0	0
Sanikiluaq Harbour	268	55	47	1	7	43	33	0	0	0
Spence Bay	418	91	80	1	11	77	66	0	0	0
Whale Cove	191	36	32	0	4	44	31	0	0	0
TOTALS:	3,658	758	662	2	94	690	572	0	0	0

Source: Northwest Territories Housing Corporation, Need and Demand Study, 1974.

(1) There are several non-eskimo families in Pelly Bay which were either not interviewed or did not participate.

KEEWATIN DISTRICT
POPULATION, FAMILY UNITS, DWELLING UNITS AND
DWELLING UNIT REQUIREMENTS BY COMMUNITY, 1974

COMMUNITY	N.W.T. GOV. STAFF	DWELLING UNITS			UNITS REQUIRED IN 1974	UNITS REQUIRED IN 5 YEARS	
		FEDERAL GOV. STAFF	RENTED FROM PRIVATE OWNERS	COMPANY OWNED			
Baker Lake	3	0	0	2	1	44	0
Chesterfield Inlet	3	3	0	5	0	0	0
Coral Harbour	9	1	1	3	0	13	20
Eskimo Point	3	1	0	2	4	0	0
Pelly Bay	0	0	0	0	0	2	8
Rankin Inlet	30	3	0	5	5	30	95
Sanikiluaq Harbour	8	1	0	1	0	22	32
Spence Bay	9	1	0	1	0	12	29
Whale Cove	7	1	0	3	2	2	6
TOTALS:	72	11	1	22	12	125	190

Source: Northwest Territories Housing Corporation, Need and Demand Study, 1974.

(1) There are several non-eskimo families in Pelly Bay which were either not interviewed or did not participate.