



COUNCIL OF THE NORTHWEST TERRITORIES DEBATES

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Speaker David H. Searle, Q.C.

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YELLOWKNIFE, NORTHWEST TERRITORIES

TUESDAY, JANUARY 27, 1976

MEMBERS PRESENT

Mr. Steen, Mr. Stewart, Mr. Lafferty, Mr. Lyall, Mr. Butters, Mr. Wah-Shee, Mr. Barnaby, Mr. McCallum, Mr. Evaluarjuk, Mr. Ernerk, Mr. Pearson, Mr. Kilabuk, Mr. Searle, Mr. Nickerson

ITEM NO. 1: PRAYER

---Prayer

ITEM NO. 2: REPLIES TO COMMISSIONER'S OPENING ADDRESS

THE SPEAKER (Mr. Searle): Members of Council, turning to the orders of the day. Item 2, replies to the Commissioner's Opening Address. The mover of a motion of appreciation, Mr. Stewart.

Motion Of Appreciation

MR. STEWART: Thank you, Mr. Speaker. Mr. Speaker, it is my pleasure to move that the Council express to the Commissioner its appreciation for his Opening Address. Before commenting to any length upon the contents of the Commissioner's observations, I would like to take time to wish a warm welcome to all my Council colleagues, and especially to you, Mr. Speaker. Together we have served many terms on this Council, and although there have been times when we have not seen eye to eye, I have always had the greatest respect for your impartiality and the integrity with which you conducted yourself.

Impartiality is a key quality in the make-up of any Speaker in any legislature. It is more particularly so on this Council, for our diverse ethnic and cultural backgrounds, and the ideas and expectations that stem from them tend to turn us at times from our ultimate goal, the progress and well-being of these territories and those who live here. That is one reason, Mr. Speaker, why I am impressed with a great deal of what Commissioner Hodgson had to say yesterday. Going back a bit into history I remember that among the main recommendations of the Carrothers Commission, a commission set up to suggest alternate ways for the reformation of the political and administrative future of Canada's North, was that the then Department of Indian Affairs and Northern Development should, as quickly as possible, turn over to a territorial administration those provincial-type responsibilities that it would be capable of handling.

Responsibility For Mackenzie Region

Initially, during the proving period, this transfer of responsibilities applied only to the Mackenzie region and Yellowknife became the headquarters of the territorial administration, despite the fact that Hay River was available, and this is one mistake I can not quite forgive them for yet.

A number of departments were set up to cater to the wants, needs and services of the people of that part of the North. The idea was that the closer government comes to people, the more sensitive and responsive it is to their actual requirements and desires. As the territorial government went on to prove it could handle the problems of the Mackenzie Valley settlements, the remainder of the Northwest Territories would be transferred to their jurisdiction from the federal Department of Indian Affairs. As well, fresh areas of federal administration responsibilities would be added.

Appointed Members Progressively Reduced

While all of this was going on, the number of Members appointed by Ottawa to sit on the Council of the Northwest Territories would progressively be reduced until the body became an all-elected one. With the continued progress of the administrative government, a number of elected Council Members would become responsible for the activities of select departments of the administration.

It was also part of the political plan that a department of the territorial administration should be charged with the job of guiding the various settlements along the path of political awareness and the preparation for them taking an active part in controlling their own local governments. In keeping with the report of the Carrothers Commission, the Department of Local Government was set up to do this as one of its main functions. Since that time, a period of almost nine years, a special division of that department has dedicated a great deal of its employees' time and a considerable portion of the administrative treasury to updating the local responsibility to the stage where local governments are presumably able to play an ever increasing role in self-government.

Almost every Opening Address I have heard the Commissioner make has emphasized the importance of grass roots government, the importance of government from the bottom up in preference to that of the top down, and this may be due to the fact that some of the bottoms around here are fairly large.

Finance Committees Have Supported Local Control

Local government budgets for the purpose of strengthening local economy have rarely, if ever suffered the slash of our finance committee's pen which in this case is far mightier than the sword when it comes to cutting budgets. Therefore I am extremely pleased with the Commissioner's announcement that he proposes a series of moves aimed towards strengthening local control. I am pleased because his faith in the Department of Local Government to bring a long-fledgling government to the stage of progress has been justified. I am pleased because it proves that the consecutive finance committees of this Council, and the Council prior to these, have made no error in supporting the Commissioner's faith.

The Commissioner's proposal yesterday to allow more responsibility to those councils who feel they can accept it, is not new. It was first announced by him in his New Year's message to the people of the Northwest Territories. Then, too, the Commissioner's proposed change in local government was emphasized, even more widely emphasized, through the use of the leak. This leak technique is also called toilet emission in political circles. Yesterday the Commissioner suggested that this Council during this session, if they are so inclined, may like to spend some time discussing the pros and cons of the social development proposal.

Suggestions Toward Decentralization

Naturally, as Mayor of Hay River, as well as a Member of this Council, the ramification of the Commissioner's suggestions towards decentralization will call for some very careful consideration. I, for one, intend to do just that, and to do it with some degree of urgency.

As the Commissioner indicated, the proposal, if agreed to by this Council, will need some very clear understanding as to just what services and programs will be transferred and, possibly far more important, what guarantee of continued financial responsibility by the senior government. As the Commissioner has indicated, he does not expect communities to take part in the program until such time as they feel that they are ready to do so. Again I do not feel that Members of this Council should delay any longer than is absolutely necessary. Perhaps I should spend a few moments talking about the other main issues the Commissioner feels will preoccupy northerners in the years ahead.

Equitable Settlement Of Land Claims Desired

Along with an examination of the steps which should be taken in pursuit of responsible government for Canadians living in the Northwest Territories, of prime importance is the settlement of the land claims of our original peoples. Another is the development of our various resources, a subject that is, of course, tied to the Berger Commission, which will wind up, we hope, this summer. With regard to the equitable settlement of land claims, there was no doubt about the desires of this Council. We are all for it and have said so repeatedly. Repeatedly we have urged the Government of Canada to come to a conclusion.

Mr. Speaker, I would be remiss if I left the impression that the Government of Canada is dragging its feet on this issue. Rather I feel that they are bending over backwards to bring about a speedy and just settlement. They have and are continuing to fund the various native organizations to research the basis of their claims. Patiently they wait for the terms of a sensible settlement to be suggested to them.

Pipeline Inquiry

Then there is the business of the pipeline inquiry. I, like the Commissioner, have the greatest respect for the ability and integrity of Mr. Justice Berger. When his report and his recommendations are released this fall, I know they will have been made with the well-being of all our people in mind. There can be no doubt that it is the right of native interest groups with federal government funding, to express the points of view of the native peoples.

Other public interest groups have also been funded to assess viewpoints, some by governments, some by private enterprise and some by individuals. Despite all of this I think we, as Councillors, being the only group in these territories with a clear and legitimate mandate to speak on behalf of our constituents, have to express their thoughts, concerns and feelings on this very vital issue.

Having said that, perhaps you will permit me, Mr. Speaker to express one area of concern that is paramount in my mind, and in the minds of my constituents, that, if upon completion of the Berger Inquiry, the Canadian government decides that the pipeline will be built, it is absolutely essential that control legislation be passed before any announcement of this nature is made. Why I advocate this is because our main concern surrounds the massive influx of people that this announcement will motivate to move north and damage could be done before this move could be stopped.

Effect Of Pipeline Construction On Hay River

As you well know, Hay River is the first town one arrives at when entering the Northwest Territories by road. It is the first town one hits where the effects of pipeline construction will undeniably be evident by road, river or by air. Because of this, I think it is safe to assume that the influx of those who ride on the coattails of promised prosperity will be the first to arrive.

If the Mackenzie pipeline does indeed go through, Hay River's plans to become the major staging area are already in progress. The fact remains that we will find it impossible to cater to a flood of people who do not have employment or the promise of employment. We have no accommodation other than our hotels and motels and I confidently predict, Mr. Speaker, that unless immediate controls can be set up, the resulting disaster would make the Hay River flood seem very tame in comparison. Mr. Speaker, I am sure that we are all aware of the unsavoury social and economic impact that the Trans-Alaska pipeline has created in such places as Fairbanks and Valdez. There is no doubt that we are better prepared for the ramifications of pipelining than was Alaska. We have had the opportunity to witness their regrettable state of unpreparedness and the drastic results of it.

Control Legislation A Necessity

As I said a few moments ago, if the pipeline does become a reality, legislation controlling the influx of transient workers must be passed and controls in place before any announcement is made. In these days of wide-open borders, it is hard to conceive of a closed or controlled one, but

unless by visa or work permit or otherwise, some control exists, I can see nothing but disaster ensuing. Without control legislation, I think the alternative would be to have Hay River declared a disaster area, preferably before any of this disaster occurs, but despite all of these things, and I repeat, despite all of these things, Hay River supports the pipeline wholeheartedly.

So, Mr. Speaker, I have touched on the three issues that the Commissioner noted in his Opening Address to be the most pressing during the year ahead; pipeline development, political development and the settlement of land claims. All of these subjects have a common denominator. People ask if we are really at a stage of readiness to firstly settle land claims. Secondly, are we really ready to advance the political development of our people and, thirdly, are we really ready to develop our natural resources, and in particular, gas and oil?

Plagued By Indecision

In every case, Mr. Speaker, we hear the cry "We can not go ahead yet, we have not studied the ramifications properly." Now, I have nothing against study, even study for study's sake has academic advantage to it, but surely there has to come a time when study comes to a conclusion and either action takes place or it does not. Nothing stands still. Either it goes forward or drops behind. Can we afford to get further behind the rest of Canada than we are now? With this indecision, places such as Hay River become depressed both economically and socially. The outlook for this summer is far from good and there is no doubt that a number of businesses will fail. The longer we are plagued by indecision, the worse the situation will get and it is not only the businessmen who will feel the effects. Unemployment figures will rapidly rise and families of the North will suffer.

Work Arctic Type Of Programs Beneficial

The Commissioner has announced that a furniture plant will be opened in Hay River. The plant will be operated by the government until such time as it becomes viable, then ownership will revert to a northern entrepreneur. On-the-job management and labour training will be provided and the plant will employ mostly native people. Work on the plant is to start almost immediately. It seems to me, Mr. Speaker, that one of the biggest problems facing the Northwest Territories, other than the current inflationary situation, is lack of employment for a great percentage of our people. Idleness is probably the best breeding ground for indiscriminate drinking and outright indiscriminate alcoholism. I would like to advocate that this government see its way clear to reinstate programs similar in concept to Work Arctic or Hire North. Funds to finance those programs could be transferred to the municipalities from the Department of Social Development and used in turn to finance Work Arctic-type programs that are beneficial to the municipality and beneficial to the workers concerned. This plan would, I am sure, fit well into the Commissioner's delegation of authority to local governments. It would reduce the frightening unemployment statistics and it would restore to many individuals the pride of accomplishment that is always present after a meaningful days work but always absent after a meaningless days boozing. There would be less people on the welfare rolls and there would be less spent on welfare handouts, so it would be a case of distributing money rather than looking at fresh funds.

Mr. Speaker, I am sure there is little need for me to comment on the portion of the Opening Address which deals with reorganization of various administrative departments or the new Executive Committee. The government refines its administration from the time it is put into place and this administration is really still in its formative stages. Few governments in the world can claim to have taken over as much responsibility as this one in such a short period of time. They are to be congratulated for it.

Power Rate Increases Of Grave Concern

In closing, Mr. Speaker, I would like to bring to the attention of Council the fact that power rates and Northern Canada Power Commission's proposed increases are of grave concern to the people of the Northwest Territories. I will be tabling for Council's information the 27th Annual Review of the Northern Canada Power Commission for the year ending March 31st, 1975. This report indicates a net loss of income of \$1,186,566 for the year but with the increase in costs since last March of fuel oil, labour, it can be expected that the net loss for the next review in March, 1976, could be considerably greater.

As we are all aware, the authorizing act of NCPC requires rates to be struck that will keep the commission self-sustaining. This includes interest on investment, repayment of principal, operating, maintenance and administrative expenses. Even with the two-price system in the Northwest Territories where the government pays considerably more than the domestic user for power, it appears to me that with the past and present inflationary trends in regard to capital works and operation expenses that the people of the North will not be able to afford electric power if the federal government follows its laid-down policy. My reason for bringing this matter up at this time, Mr. Speaker, is that I was appointed to the board of directors of NCPC by this Council and it is my opinion that this matter should be aired during committee of the whole. If necessary, advisers from NCPC should be brought to Yellowknife to appear before this Council. However, this morning in view of the Minister's timely announcement regarding NCPC, it is obvious that he shares our concern with regard to power rates. His announcement that there is to be an inquiry into the rate situation will be received well by every power consumer in the Northwest Territories.

Again I would compliment the Commissioner on his administration's accomplishments during the past years. I think it is safe to assure him on behalf of this Council that we will continue to take an ever increasing interest in the direction of programs to ensure that the wishes and desires of the people of the North are met. Thank you, Mr. Speaker.

---Applause

Motion Of Appreciation, Seconded

MR. SPEAKER: The seconder of the motion of appreciation I believe is Mr. Pearson.

MR. PEARSON: Thank you, Mr. Speaker. I did not get too much chance to prepare. As you know me, I like to listen to everybody else first and pick all the good stuff up and use it all again. So, with that handicap against me I shall continue.

Mr. Speaker, I rise to second the motion of appreciation and I do so with a feeling of well-being. I sat around and listened yesterday to a speech from the Commissioner which in my opinion was exciting and very significant, in fact one of the most significant speeches to come along in many years. It seems to me that we could be at the beginning of a new era. We could be at a turning point in the development of our beloved land. I say we could be because it will take great ability and maturity for this administration to let go the reins with which it has controlled and in some cases stifled the development of the North. It takes a confident man to allow his staff to make decisions; leadership and the ability to lead come from security and the belief in the ability of one's own organization and to give them a chance to do the work and to allow them the opportunity to make decisions.

Has this administration at last become mature? Is it prepared to give its staff some freedom because it is they who will have to deal with the communities. It is they who will have to work within the regions to implement this new approach. Will they have the backing of the sixth floor? I do hope so. However, I do have some misgivings and I was very disappointed to learn of the appointment to this administration of the new Assistant Commissioner, a Mr. Mullins. The position of Assistant Commissioner is one of the few that the territorial civil service has at a very high level, in fact within the Executive.

Recognition For Northern Employees

The thing that is immediately worrying me is does the administration have any say in who we employ, or does the administration have any confidence in the ability of the people who work for it? Does it have any confidence in the people presently employed across the Northwest Territories, men who have worked diligently, honestly, men who hope that one day they will achieve worthwhile recognition for their work and achieve a position within the administration where they can be at the decision-making end, or is the administration to operate on the basis of the other parts of the organization whereby we continuously bring in southern Canadians to do work that northerners are capable of doing? Is there no one person currently working within the administration of the Northwest Territories government who could take on the directorship of public service? There must be someone, surely, within our administration. We must have some competent people who could take that on. But, in the Commissioner's speech yesterday he informs us that a southern Canadian will come to Yellowknife to take on that position.

What about the men who have worked and who have given so much in the North to their jobs? Are they to be condemned to the ever-eternal 25 years in Hall Beach? Is there no opportunity for them to get ahead? If this administration is concerned about the development of its own resources, if it is honestly concerned with encouraging people and offering them incentives to work, to achieve something, to make their home in the North, then surely these positions must be available to them. What does it benefit a man to spend his time working in a settlement in some insignificant job, ambitiously trying to get ahead when he finds that he is being side-stepped, sidelined or even penalized by a complete newcomer from southern Canada? I caution this administration to look to their own trusted people lest they cease to trust you!

Communities Not Similar

I do not doubt for a moment the sincerity of this administration to provide a competent government for the Northwest Territories, but I do have some grave misgivings in situations such as this. There is a common belief, or at least there seems to be a common belief in Yellowknife, that all communities throughout the Northwest Territories are composed of pretty well the same elements and that the only thing that distinguishes one community from another is its size and, of course, we know that nothing could be further from the truth. I think where this government has gone wrong, Mr. Speaker, is in failing to understand this fundamental, basic fact. The strange but true fact about the Northwest Territories is that there are no two communities anywhere with any similarity whatsoever. Unless this is realized soon, we will continue to provide the type of government that we have been providing and, believe me, people are not too excited about the kind of government they have at the moment.

On page 20 of the Commissioner's Address we note when he talks about what services are to be transferred he says: "I would think that a target date should be set that will allow all communities, regardless of their size, to prepare." The key word again, as I say, is "size". What about adding significant words, "regardless of their size, language, culture, tribal taboos, family power structures and the ever present conflicts of culture"?

Unless this government begins to understand these very basic facts about the 72 communities in the Northwest Territories we will not be able to draw up a smooth functioning structure as proposed in paragraph one on page 20 of the speech.

How can we hope to develop this new approach, how can it be done, how can we achieve it when some 70 per cent of the entire staff of the Government of the Northwest Territories lives and works in the small, tiny isolated community of Yellowknife? What the hell do they care or know about the remaining 95 per cent of the country out there in the areas they administer? What do water, sewage and garbage problems mean to the administrators, as they sit in their one, two, three, four, five or sixth floor of the Laing building? What do they know about high winds that blew ten houses and the Hudson's Bay store away at Pangnirtung on Saturday? They are so remote, so far away from it.

Administration Must Get Closer To The People

Whoever said government for the people, by the people and of the people should have added "with the people". This administration has to get closer to the people, it has to work with the people, it has to begin to understand the people. The budget that we have before us has some \$200 million in it, and how much of that gets to the communities, how much of that has real significant benefit for the communities, and how much of it is needed to keep this administration functioning efficiently in Yellowknife and in the other large centres? How much of it actually gets into the field? One need only travel to a few northern communities to see the efforts of the Department of Economic Development to see where the \$9 million estimated budget for this year is spent, and what it accomplishes in the field. How much of that \$9 million actually gets out into the communities and does any benefit? One can see these small dimly lit, murky little craft shops that are established in many of these communities, and we visited one in Resolute Bay recently, and the same pattern reveals itself in every community, mismanaged, malfunctioning little enterprises that have no economic significance to the community whatsoever and in some cases they are the only real source of income or cash flow in that community. \$9 million this year, \$8 million the year before, \$7 million the year before, and where is the money spent, where does it go?

Department Of Social Development, Frobisher Bay

The Department of Social Development, utter chaos exists in Frobisher Bay within that department, utter chaos. The turnover of staff is incredible and has been for years. The quality of service is lower now than ever. A recent tragic killing could have been avoided had there been competent staff in the community to handle it. I do not have the amount of money now, but it is in the area of tens of millions, and there are incompetent

people working for this organization in the field, trying to carry out the administration's wishes without any success whatsoever, and yet they are there, they are allowed to continue and it goes on and on and on, unchecked.

Now, here in the small isolated city of Yellowknife exists a large staff, trained, highly competent, highly paid specialists working away doing their thing, but how much of that, of their effort is actually felt out there in the regions, in the settlements where the effort is needed? Of course we are all very much aware of the problem of alcohol and the ramifications that it has had on the people of the North, and yet these millions of dollars have yet failed to accomplish anything, and the people are in a continuous state of unhappiness and drunkenness.

I will not deal with education, I do not want to bore you as you have heard it all before, but they get \$37 million, and the population of the Northwest Territories is less than 40,000. The school population is some 10,000 kids. Where are the results of millions of dollars that we have spent? Where are the native people who should have been trained to take on these responsibilities? For 20 years we have had schools in Frobisher and millions and millions and millions of dollars have been spent, and this Council has approved them, and in my five or six years on Council I have approved, not willingly mind you, millions of dollars for the Department of Education, and yesterday the Commissioner mentioned, I think, some 60 apprentices currently being trained in the Northwest Territories, 60. It is insignificant.

Pitfalls Of New Approach

Now, these comments, which are not pleasant comments, and some would say "there he goes, he is exaggerating again, he is running off at the mouth," but these comments are facts, we know these problems, we have all sat here, and "we" the 15 Councillors elected are probably 15 of the world's top experts on the North--or at least speaking for myself anyway--so we do know these things, we are aware of them, we have seen the results. This is not an attack, I do not intend this as an attack on the administration, I am trying to point out the dangers and the pitfalls of introducing new schemes and new methods of doing things, the new approach. It can not be something that just comes off the top of somebody's head and gets flashed across the newspapers of the country and bingo, we have got a new scheme. This one will require tremendous skill, tremendous ability, tremendous new thought, new ideas, new concepts, something completely different from any concepts that have ever been developed before, if the new approach is to work. If this new philosophy that I think is very exciting indeed is to involve all of the people and is to work, then this top heavy administration in Yellowknife will have to rethink the whole thing out very carefully.

We have seen, since I have been a Member of the Council, the administration come up with all kinds of new schemes, with all kinds of new approaches, new organization charts. If it does not work this year, change the organization chart around and it might work that way, but it never seems to work, it never seems to get any better, we never seem to be solving some of the problems we had in the settlements. We still have fantastic unemployment, we still have fantastic social problems, health problems, they are still there, they have not gone away. They are not getting better, they are getting worse.

Preparation For New Schemes Needed

Before new schemes can be implemented, before new programs can be developed, before the responsibility can be passed out to the communities whoever may volunteer to take them on, good luck to them, they have to be prepared, there has to be a foundation, there has to be a basis on which to build the new approach, and it is going to take money, it is going to take training and it is going to take years of very careful planning. It will not be done overnight, we have to find competent people, find them, develop them, encourage them, get them over to our side, so that this new approach, which is so vitally needed, can be accomplished.

I read on page 21 of the Department of Economic Development, that it could begin work on developing community corporations. What the hell have they been doing for the last eight years with the millions of dollars we have been giving them? Where have they been, with these crappy little craft shops that one sees all over the North, where the quality of the goods, the quality of the items that the people are making and selling and getting ridiculous prices for, are now beginning to be questioned? The prices of sculpture, the prices of handicraft, etc., or rather the quality of those goods, are not catching the customers any more. The customers are getting choosy about the kind of products that they can buy from the North. The quality is slipping, the controls have gone. There was a time when the people of the North produced magnificent sculpture, artifacts, crafts, beautiful things that they were proud to have made and they were very attractive. However, they have gone, what has happened to them?

Crafts Means Of Revenue

The people are still there, the people still have the talent, and in many communities in the Eastern Arctic the craft shop or the co-op or whatever it is called, is a vitally important facility within that community. In many cases, as I said earlier, it is the only means of revenue that those people have. How does one build a foundation, how are foundations made? It can not be one particular individual government department which goes into the field with the banners flying and the band playing and everyone marching behind them, it has to be all of the departments, it has to be the Department of Education working hand in hand with the Department of Economic Development, working hand in hand with the Department of Social Development, all aware of the problems, all working towards and working for the people to get the thing going, that is a concerted effort, using the millions of dollars--\$200 million, right there. Are we going to sit here for the next three weeks and go over it like we have for the past five or six years, pass it and say, "Carry on fellows, there is another \$200 million for you"? Next year it will be \$220 million and \$250 million and who knows where it will end. There has to be a change of direction. The Commissioner has outlined it in his speech and I think, as I said, he means it, the administration means it.

The Commissioner has travelled from one end of the Northwest Territories to the other, he has covered Greenland and understands the situation there, he has seen what can be accomplished in those countries, in Alaska and Greenland, but he needs the backing of his organization. We must encourage those organizations to work for this common good.

Communities Must Be Trained

If we are going to pass on the responsibility to the communities we have to do so with honesty, we have to prepare them. A lot of you are probably aware of what happened in Frobisher recently when the entire council was fired. The council of Frobisher Bay was fired because they were incompetent. Now these are people who had gone blindly into a village situation, unprepared, encouraged by the Department of Local Government, encouraged to become villages, encouraged to become hamlets. They were not ready, they did not understand the very basic concept of running their own show and the thing becomes a disaster. In this case, fortunately for them the Government of the Northwest Territories was there to fall back on, to take over for them and to run the show, straighten out the mess and then turn around and say, "Okay fellows, we have cleaned it all up for you and now you can have another go." Where will this repeat itself? Will these hamlets which have developed and these communities which are developing all over the North end up in similar predicaments?

There is no money for training, nobody ever goes into these communities six months in advance to work with people in the community to set something up. Adult education centres do not spring up all over the place all of a sudden and offer courses to people who might like to learn something about local government and running their own affairs. They just put a big cross on a piece of paper and bingo, they are a village or a hamlet or whatever and as in the case of Frobisher, soon after along comes big daddy and solves their problems for them, and we can not afford that kind of thing, we can not afford that to happen to this program that the Commissioner has outlined. We must prepare, we must build a foundation.

How many of the people who are going into the field know anything about the Eskimo people or the Indian people? How many of them have ever been on a course to understand some basic fundamentals about the cultures of the native people, about the language? How many people are given a course before they go into a settlement about what is a native person, what makes him tick, how does he think? None of them. They go into these communities, they impose their will on people, they push them around, they develop resentment and they do everything for everybody so that the people within the communities get very little opportunity to ever truly and honestly participate.

Native People Need To Be Understood

There should be courses established, not only for the native people to learn how to do it our way, but for us to learn how to do it their way because they have been here a hell of a long time and they are going to be here for a lot longer than we are. It is their home, it is their land and they have that right. We have that obligation to them to work with them and to understand what makes them tick. I think that way we can eliminate some of the conflict, some of the misunderstanding and the hatreds that are beginning to develop in certain areas.

I believe the Commissioner is being honest and I believe that he means to do what he says he is going to do. I believe that this Council has to encourage him to do that and to keep going because I think it was this Council that probably got him around to thinking this way. This Council has sat here for years, since the Council came north, pointing out where this government is going. I think this program, this idea of his has come about through his great knowledge of the Northwest Territories, his willingness to learn and his willingness to do things. I am just concerned with when this new program does come into effect, what the hell they are going to do with the other five floors in the Laing building! (laughter)

---Applause

I caution the administration and its staff to think it over very, very carefully, to come up with some long-range planning, development planning for the establishment of true, honest government and responsibility for the people, by the people, of the people and with the people. Thank you.

---Applause

MR. SPEAKER: Further replies to the Commissioner's Address? Mr. Nickerson.

Mr. Nickerson's Reply

MR. NICKERSON: Mr. Speaker, before I get on with the prepared speech in reply to the Commissioner's Address which really has very little indeed to do with the Commissioner's Address, I would like to make one or two comments that directly do come from what he said.

The first is that I think congratulations are in order to the people who negotiated with the Treasury Board to come up with the budget that we will have at this session. I think they presented the case for continued fairly high levels of expenditure in the Northwest Territories very well. I think the minister responsible for the Treasury Board and his colleagues on cabinet are also to be congratulated for realizing that we are, as the Commissioner said yesterday, a special case.

SOME HONOURABLE MEMBERS: Hear, hear!

MR. NICKERSON: I also would like to reiterate what the previous two speakers have said this afternoon, in that I am pleased with the Commissioner's announcement of transfer of powers to certain settlements and municipalities. I have one observation to make in regard to what the Commissioner said about the rate of progress in the territories. To him it might be very fast but to me, I am afraid I see the rate as being agonizingly slow.

I think over the last ten years or so in the field of political development, we are now no closer to provincial status than we were really when the Carrothers Commission report was first issued. We have made some developments in the field of education and other social amenities such as that, alcoholism, alcohol abuse, still remains as big a problem now, if not a bigger problem than it was ten years ago.

In the social field I still think we have a rate of progress which is not sufficiently fast but it is in the field of industrial and economic development that progress has been very, very slow, to my way of thinking.

MR. PEARSON: Hear, hear!

Lagging Behind In Commercial Development.

MR. NICKERSON: There are now fewer mines operating in the territories than was the case ten years ago. Where are the mines? Where are the factories? Where are the oil fields? Where are the pipelines? Where are the shipyards? Where are the railways? Where are the farms? Where are the centres of commerce? We have not got one trust company operating in the territories. I think in the fields of industrial and commercial development we are lagging way behind.

The difference in view, of course, between myself and the Commissioner might very well be from the viewpoint of age. I am rather a young man and I have the impatience of youth yet and the Commissioner is getting towards early middle age. (laughter)

Now, Mr. Speaker and Honourable Members, it gives me a great deal of pleasure to be able to speak to you in reply to the Commissioner's Address proper. In keeping with the tenor of the times I intend to address myself predominantly to things financial and economic.

Wage And Price Controls Not Condoned

First of all, I would like to make it abundantly clear that in no way can I condone the recent actions of the Trudeau administration in the economic sphere. The federal government is and has been for some time, guilty of gross mismanagement of the economy and the imposition of these despicable wage and price controls is undoubtedly a last ditch effort of those deliberately blind to the economic facts of life. Wage and price controls are an outright swindle and the biggest hoax ever perpetrated on the Canadian public. They have never worked wherever they have been tried, either in Europe or America and they will not work here. Controls will only result in shortages just as they did in the United States before they were abandoned there for the very same reason.

Mr. Trudeau is right when he says the free enterprise system is not working in Canada. He is right because for the last quarter century it has not been given the opportunity to work. More and more government regulations and restrictions are daily imposed on the productive sector of the economy. Gentlemen, we are getting awfully close to the last straw which will break the camel's back and indeed the last straw might very well be the controls which the federal government is now trying to put into effect. Over the last decades we have witnessed the demise of the free market system as more and more control over economic matters has been usurped by Ottawa. This trend has accelerated dangerously under the power hungry hands of Mr. Trudeau and his co-bunglers.

MR. BUTTERS: Shame!

MR. NICKERSON: Men of the stature of Mr. John Turner and Mr. Paul Hellyer have recognized this and finding themselves powerless to fight, have had no alternative but to resign from the supreme governing body of the country, thereby leaving it badly bereft of any amount of freethinking talent.

Surely the economic strength of a country is the aggregate strength of its citizens and institutions and the country is impoverished as a whole when the central government seizes for itself a monopoly on the wealth of the nation. In recent elections in such widely-separated areas as British Columbia and Australia, we have observed the swing of public opinion away from totalitarianism. The public has recognized that they can not have individual liberty and public control over the means of production and services essential to their well-being at one and the same time. They have voted for freedom and elected liberty! Politicians of the Trudeau ilk will now have to think twice before they again try to bribe the electorate with its own hard-earned tax dollars.

Federal Government Spending Root Of Inflation

Wage and price controls have been thrust on the public ostensibly as a means of controlling inflation. I am tired of hearing that inflation is caused either by profiteering businessmen or greedy unions. This is blatantly false. The responsibility for inflation lies fairly and squarely with the federal government. Who but they control the money supply? Government spending on a fantastic scale, largely to finance unworkable and unnecessary open-ended give-away schemes, is the root cause of the trouble.

Although rates of taxation have risen to oppressively high levels, seriously affecting the rate of savings and capital accumulation in this country, the government has inevitably found itself in a position of having expenditures well in excess of revenues. To my way of thinking, deficit financing for the purpose of covering needlessly high current account expenses is immoral. Although we can with some degree of logic ask our children to pay for capital projects which will be to their benefit, it is criminal to saddle them with the burdens of our current operating excesses.

Parliament has been either negligent or incompetent in dealing with the financial excesses of the government. They have completely failed to keep government spending to a reasonable proportion of the gross national product which to my mind should on no account exceed 25 per cent, instead of the dangerous present figure which amounts almost to 50 per cent.

Inflation Caused By Monetization Of Government Debt

Inflation is caused directly by the monetization of government debt to finance the rapacious deficits referred to previously. In its desperate attempt to cling to power the Trudeau gang has resorted to the oldest politico-financial trick of cranking up the printing presses and churning out reams of fiat currency not backed in any way by any tangible assets. The result of this is uncontrollable inflation, pure and simple. Instead of borrowing money either from the public or chartered banks or raising taxes, thereby allowing the public to see to what extent the resources of the country are being diverted from the productive to the non-productive sector, the government has consistently placed its own securities with the Bank of Canada.

As any student of public debt management will tell you, this is the most inflationary way of handling government debt and for this very reason was, until recently, only used with extreme caution. Perhaps we can thank Mr. Diefenbaker, who in his fight with Mr. James Coyne did much to undermine the independent monetary authority of the Bank of Canada for the situation we see today when the present governor has his hands tied and he is made subject to the dictates of people who for political reasons, are quite willing to throw overboard any sense of monetary responsibility.

Financial Post Quoted

A few simple statistics taken from the last edition of the Financial Post will amply serve to illustrate the point. Present central bank holdings of government obligations stand at an amazing \$7.75 billion, up an iniquitous 11 per cent in the last 12 months. Is it any wonder then that the money supply now standing at \$67.5 billion is up no less than 17.5 per cent in the corresponding period? These figures were taken out of the 17th of January edition of the Financial Post and the edition of the 24th hit the streets of Yellowknife today and I am pleased to say the figures are now a little better. Perhaps the government has seen the errors of its ways and are now trying to correct the situation a little.

MR. SPEAKER: Mr. Nickerson, excuse me. I do not mean to interrupt you but I am advised by the interpreters that they are having some difficulty just because of the speed. Possibly you could try to speak just a little slower and that will give them some help. I am sorry to interrupt you.

MR. NICKERSON: Sorry. It is incomprehensible to me why anyone would deliberately pursue such inane tactics, especially while the growth of the real gross national product was negligible, 0.1 per cent, during the same period. The results of the policy are foregone, double-digit inflation and a 90-day T-bill rate in excess of 8.5 per cent. This is not fine tuning the economy, it is bludgeoning it to death with a great big club.

Mr. Speaker, Honourable Members, the Council of the Northwest Territories can not, and to preserve our integrity, we must not sheepishly follow the lead of Ottawa in these matters. We must think for ourselves and preserve some semblance of justice in our own economic and fiscal policies.

Now to move a little closer to home. I am pleased to observe that the man chosen to be the next Assistant Commissioner has wide experience in financial matters and I am sure he will do much to strengthen our administration.

I understand that the budget which will be the main subject of debate at this session of Council, is somewhat in excess of \$200 million, a substantial increase in dollar terms over that of last year, although when you take into account the ravages of inflation the real increase is not really that great.

Capital Spending Should Be Reviewed

I also understand that, as an austerity measure, capital spending has been kept to an absolute minimum. I would like to make it known that it is my own view that expenditures on capital projects such as roads, bridges, schools, hospitals, etc., are often fully justified and I would personally like to see us review some of our current account expenses and try to see some of these cut down, rather than eliminating all projects of long-term benefit. What I am saying in effect is that with only a certain amount of money to spend, I would rather see a start made on the Mackenzie River bridge than, say, fund all the programs of the Department of Economic Development for another year.

MR. PEARSON: Hear, hear!

MR. NICKERSON: I have long been a critic of excessive government expenditures in the North and when you add our budget to federal government expenses here, which I assume to be approximately equal, you come up with a total of approximately \$400 million which works out to \$10,000 for each man, woman and child in the territories. Especially when you consider that very little of this is of a capital nature, I think that most people will see my point. It has often occurred to me that I would like to receive my share in cash. Governments are by their very nature so inefficient that I feel I could easily provide for myself and family all the services normally provided by government and still come out of the deal with a substantial cash balance at the end of the year.

Observations On Budget

With respect to our budget I have three main observations. One is that I would like to see Council have more say in the initial stages of budget formulation. Perhaps it might be possible for Council to debate the forecasts. We have to be careful not to encroach on what is quite properly the area of responsibility of the administration, but it is of concern to me that the public has no opportunity to vote out of office those who are ultimately responsible for spending the electorate's tax money.

Council Has No Power To Redirect Expenditures

The second is that Council has no power to redirect expenditures to areas they feel will be the most beneficial. We can either accept or reject each budget item. If we reject it, the money can not be used for another purpose, nor is it returned to the taxpayer. It returns to the Treasury Board and probably will end up getting used to help defray the cost of the Olympics or for some other haywire scheme. Until the Northwest Territories gets some real political power and control over its own revenues, this sorry state of affairs is likely to continue. For this reason it is important that Council adopt the political development paper at this session as a first step toward eventual control of our own political and economic destiny.

Lack Of Power To Raise Revenue

The third and at this time probably the most important observation is that in our financial agreements with the federal government, the territorial government routinely delegates to Ottawa many of its powers of raising revenue which constitutionally and by virtue of the Northwest Territories Act, properly belong to us. Year after year we bitterly complain of lack of power, yet year after year we continue to endorse these financial agreements whereby, with our own hand, we strip ourselves of what power we already have.

You may be assured that I will pursue this line of thinking during the forthcoming session of Council.

Thank you, gentlemen, for your attention. I would now like to close by wishing every Member success in his endeavours at this session except, of course, in those few small areas where opinions might be of a contrary nature to my own. Thank you, Mr. Speaker.

---Applause

MR. SPEAKER: Further replies to the Commissioner's Address? No further replies, gentlemen?

Turning then to the orders of the day, I might say just before we go on that the matter of replies continues on the order paper for several more days. Mr. Clerk, how many?

THE CLERK OF THE COUNCIL (Mr. Remnant): Four days.

MR. SPEAKER: Four days in total?

THE CLERK OF THE COUNCIL: Yes, Mr. Speaker.

ITEM NO. 3: QUESTIONS AND RETURNS

MR. SPEAKER: Item 3, questions and returns. Are there any written questions?

MR. PEARSON: I wonder if I just may interrupt, Mr. Speaker, and suggest after all these great philosophical discussions we have had the interpreters who are probably running out of steam, we might have some coffee about now.

SOME HONOURABLE MEMBERS: Agreed.

MR. SPEAKER: I believe it is laid on for 4:00 o'clock. Is it ready now? Let us just check and see if it is ready, shall we?

SOME HONOURABLE MEMBERS: Agreed.

MR. SPEAKER: In the meantime, while we check and see if it is ready, let us see if there are any written questions. Are there any written questions? Mr. Evaluarjuk.

Question W1-58: Correctional Centre Rules And Regulations.

MR. EVALUARJUK: I would like to advise you that we Inuit were told over the radio that one of us Council Members should look into this problem. We would appreciate very much if someone would take time and think about our views and questions on this matter through the Canadian Broadcasting Corporation or by letter. We would like to know if the Correctional Centre in Yellowknife has different rules and regulations, for example, prior to Christmas holidays, a person tried to make a long distance call to a relative in the institute but was not allowed to speak to the inmate. At times it appears to be different as some of the inmates are allowed to place and receive calls.

At times some of the inmates are allowed to receive calls in the phone booth but are questioned by the staff before taking the calls. If the inmate is not successful in answering the call, the calling party gets no explanation as to why the called party is not answering the call. Why are some staff members of the Correctional Centre using different methods of speaking to the person receiving the long distant calls? They all have relatives at home which they care for. I am just inquiring to what I have heard over the Canadian Broadcasting Corporation. The person who has made this announcement and the people who have heard it will know that the matter is being dealt with.

MR. ERNERK: Mr. Speaker, would you like me to answer that now or later with a written answer?

MR. SPEAKER: You may do whatever you wish, Mr. Ernerk. You may answer now or you may have an answer prepared and given at some subsequent date, by way of written return, whichever you think.

Return To Question

MR ERNERK: Mr. Speaker, we are in a situation with respect to the telephone call that was made to the Correctional Centre on the 21st of December, 1975. Before I go on to the policies, I would like to mention the fact that the names will not be mentioned in this particular case. A particular individual received a call from his home. The caller was refused and another individual when he was trying to make a long distance call shortly after this individual was refused. However, I would like to explain the situation which took place at that time for a few minutes.

The policy which they follow with respect to long distance telephone calls at the Correctional Centre is this. The inmates may receive a call from their former employers, their lawyers, clergymen, and on the incoming calls, long distance calls, the procedure that is followed by the officers at the Correctional Centre is that the caller is asked for his name or her name. The caller is requested to indicate the nature of the call. The purpose of this particular situation is that the officers and the Correctional Centre feel that there will be no bad news or any kind of disturbing news to the inmates.

I heard about the situation where that individual was refused to talk to an inmate at the Correctional Centre. I looked after the matter myself and I am going to make sure, that next time it does not happen again to anybody. I was not satisfied about the situation at the time, especially when it went over through the CBC radio, as well as other radio stations, at least in the Eastern Arctic.

So, I have been talking to the people of that particular community and assured them that the situation will not be repeated.

MR. SPEAKER: Thank you, Mr. Ernerk. I am advised that coffee is ready, so Council will stand recessed for fifteen minutes for coffee.

---SHORT RECESS

MR. SPEAKER: Council will come to order. Order, please.

Turning to the orders of the day, I think I should just clarify one thing for Members of Council. When I indicated earlier that replies to the Commissioner's Opening Address would stay on the order paper for four days, I think I should have gone further and indicated that the four days end with but include Friday. In other words, the four days are Tuesday, Wednesday, Thursday and Friday. You do not include Monday in that count. So, continuing on. Item 3, questions and returns. Are there any further written questions? Mr. Butters.

Question W2-58: Federal-Territorial Fiscal Arrangements

MR. BUTTERS: Mr. Speaker, I have two written questions. Has the administration yet worked out a program of financing high-impact municipalities or hamlets through "extraordinary funding", a designation which was coined during a debate occurring at the 46th session of this Council?

Question W3-58: Fuel Oil Subsidies

My second question is, with the recent advent of the rather chilly weather I think this might be an apt time to inquire whether the administration has yet found a method of emulating the arrangement adopted in our sister territory, of providing fuel oil subsidies for privately owned domestic units located in the smaller communities?

MR. SPEAKER: I assume that the administration wish to take those questions as notice and advise us.

Further questions. Mr. Stewart.

Question W4-58: Ground Activities, Axe Point

MR. STEWART: Mr. Speaker, could I be advised if ground activities are taking place at Axe Point by Arctic Gas, Northern Transportation Company Limited or any other party? If such a program is being undertaken, what acreages are involved and what land use permits have been issued?

MR. SPEAKER: I assume the administration will take notice of that as well. Any further questions? Are there any further written questions?

Item 4, oral questions of an emergency nature. Mr. Nickerson?

ITEM NO. 4: ORAL QUESTIONS

MR. NICKERSON: Mr. Speaker, I have a question of urgent and pressing necessity which I not only ask on behalf of myself but also the Speaker who is of course unable to ask himself and not only that but His Worship the Mayor of Yellowknife and other interested people within this community. My question is: What action is the Government of the Northwest Territories taking to end the heinous strike on cigars in Montreal and Toronto?

MR. SPEAKER: Are there any other serious oral questions? Mr. Kilabuk?

Question 05-58: Pangnirtung Wind Storm

MR. KILABUK: There is help needed of the government right now in Pangnirtung and I would like to hear if the government is trying to help now, that is my question.

MR. SPEAKER: Mr. McCallum.

Return to Question 05-58: Pangnirtung Wind Storm

MR. MCCALLUM: Mr. Speaker, I have a copy of a telex from Mr. Alex Gordon the regional director of Frobisher region concerning the Pangnirtung damage. Mr. Gordon along with Mr. Billing visited the site yesterday and they set up emergency measures facilities with Mr. Ernie Sieber, I think the

pronunciation is, who will be the local co-ordinator. They have ascertained that there has been no serious injury, but three people suffered cases of cuts and bruises. The power has been restored and communications are back in order. They are restoring the radio beacon today for aircraft and using Twin Otters for emergency freight supplies. Three families have been displaced and are now being housed with other families. The major part of the damage was to the Government of the Northwest Territories' buildings plus some privately owned buildings.

Inuit housing is in fairly good condition with mostly some roof damage. The total dollar figure on the damage is in the neighbourhood of \$700,000 excluding effects that have been lost and I would like if I may, Mr. Speaker, to run down some damage estimates.

The Northern Canada Power Commission garage/warehouse collapsed and buckled and there is \$20,000 worth of damage there. The hamlet parking garage was a total write off to the tune of approximately \$80,000. A four-bedroom staff house was a total write off, \$50,000. Two trailer units of the old nursing station were destroyed, \$60,000. The game management staff house was damaged, \$10,000. The pool hall was completely destroyed, \$30,000. The radio society building was completely destroyed, \$40,000. The Bay store and they may possibly salvage some of it, but they estimate the damage there to be in the neighbourhood of \$100,000. The warehouse at the Bay was damaged of approximately \$5000. The Department of Public Works office was extensively damaged, \$12,000. The bathhouse was knocked off its foundation, \$5000. The park cookhouse was destroyed, \$15,000. A game management warehouse was destroyed, \$10,000. There was \$10,000 damage to the school, \$7000 damage to the roof of the staff house and the garage was \$5000. Now, a 100,000 gallon storage tank was a complete write off and that is \$100,000. There has been no spill of the fuel. The roof on 20 houses they estimate at \$50,000 and there are miscellaneous works and foundations and some doors and sidings for about \$100,000. Crews are on site and are trying to restore the damaged areas plus doing a general clean up and it seems that at this particular point in time that everything possible is being done and it seems to be fairly well in control.

MR. SPEAKER: Are there any further oral questions?

Question 06-58: Eskimo Game Officers.

MR. KILABUK: Well, I would like to know if there could be a training program started in the settlements using Eskimos who could speak English, to be trained as game officers. An Eskimo trained to do the duties of the game officer would understand the needs of the Inuit and the Inuit would understand their game officer. As the game officer would be able to speak both in Eskimo and English he would be able to communicate better when explaining about hunting regulations, etc.

MR. SPEAKER: Any further oral questions? Item 5, presenting petitions?

Item 6, reports of standing and special committees. Mr. Nickerson.

ITEM NO. 6: REPORTS OF STANDING AND SPECIAL COMMITTEES

MR. NICKERSON: Mr. Speaker, I would like to bring to the attention of Council the report of the standing committee on legislation and I would like to table this document but I do not have it to put before you.

MR. SPEAKER: You will table it under Item 9, will you?

MR. NICKERSON: If you so wish.

MR. SPEAKER: Any further reports of standing or special committees?

Item 7, notices of motions. Mr. Wah-Shee.

ITEM NO. 7: NOTICES OF MOTIONS

Notice Of Motion 1-58: Deferral Of Political Development Paper

MR. WAH-SHEE: Mr. Speaker, I wish to give notice of a motion which I will introduce on January 28th, Wednesday:

WHEREAS the Northwest Territories Council at its 57th session agreed to defer the consideration of the political development paper at that session to permit consultation with the people with the expectation that it be brought back at the January 1976 session;

AND WHEREAS it is considered desirable that this document be fully debated by this the eighth Council of the Northwest Territories but that such debate be postponed if possible until after native land claims have been settled;

NOW THEREFORE, I move that consideration of the political development paper by the eighth Council of the Northwest Territories be deferred until all native land claims in the Northwest Territories have been settled, or until the January 1979 session of Council, whichever is the sooner.

MR. SPEAKER: Are there any further notices of motions? Mr. Nickerson.

Notice Of Motion 2-58: Great Slave Lake Fisheries Task Force

MR. NICKERSON: Mr. Speaker, I would like to give notice that on the 28th of January I will introduce the following motion:

Consideration in committee of the whole of the report of the task force on Great Slave Lake fisheries (T.D. 7-56)

WHEREAS this house is concerned over the condition of the fishing industry operating on and around Great Slave Lake.

NOW THEREFORE, I move that at a convenient time to be set by the Speaker, this house resolve itself into a committee of the whole to consider the report of the task force on Great Slave Lake fisheries.

MR. SPEAKER: Any further notices of motions?

Item 8, motions.

Item 9, tabling of documents. Mr. Nickerson?

ITEM NO. 9: TABLING OF DOCUMENTS.

MR. NICKERSON: Mr. Speaker, I would like to table Document 10-58, Report of the Standing Committee on Legislation Concerning Certain Bills Introduced at the 58th Session of Council which you have before you.

MR. SPEAKER: Thank you. Mr. Stewart.

MR. STEWART: Mr. Speaker, I would like to table Document 11-58, the Northern Canada Power Commission's 27th Annual Review for the year ending the 31st of March, 1975.

MR. SPEAKER: Mr. Lafferty?

MR. LAFFERTY: Mr. Speaker, I would like to table a Report of the Standing Committee on Finance to the 58th Session of the Northwest Territories Council, possibly tomorrow afternoon on the 28th.

MR. SPEAKER: Any further documents to be tabled?

Item 10, first reading of bills.

ITEM NO. 10: FIRST READING OF BILLS.

Bill 1-58, Mr. Ernerk.

First Reading Of Bill 1-58: Trustee Ordinance

MR. ERNERK: Mr. Speaker, I move that Bill 1-58, An Ordinance to Amend the Trustee Ordinance, be read for the first time.

MR. SPEAKER: Is there a seconder? Mr. McCallum. Moved and seconded. Is there any discussion? I do not believe there can be discussion can there, Mr. Clerk?

THE CLERK OF THE COUNCIL: No, sir.

MR. SPEAKER: No discussion on the first reading. The question. All in favour? Contrary?

---Carried

MR. SPEAKER: Bill 2-58, Mr. McCallum.

First Reading Of Bill 2-58: N.W.T. Housing Corporation Loan Ordinance No. 1, 1976

MR. MCCALLUM: Mr. Speaker, I move that Bill 2-58, An Ordinance to Authorize the Northwest Territories Housing Corporation to Borrow Funds, be read for the first time.

MR. SPEAKER: Is there a seconder? Mr. Butters. The question. All in favour? Contrary?

---Carried

MR. SPEAKER: Bill 4-58, Mr. McCallum.

First Reading Of Bill 4-58: Appropriations Ordinance, 1976-77

MR. MCCALLUM: Mr. Speaker, I move that Bill 4-58, An Ordinance Respecting Expenditures for the Public Service of the Northwest Territories for the Financial Year Ending the 31st Day of March, 1977, be read for the first time.

MR. SPEAKER: Is there a seconder? Mr. Ernerk. The question. All in favour? Contrary?

---Carried

MR. SPEAKER: Bill 5-58. Mr. Ernerk.

First Reading Of Bill 5-58: Survivorship Ordinance.

MR. ERNERK: Mr. Speaker, I move that Bill 5-58, An Ordinance to Amend the Survivorship Ordinance, be read for the first time.

MR. SPEAKER: Is there a seconder? Mr. Lyall. The question. All in favour? Contrary?

---Carried

MR. SPEAKER: Bill 6-58. Mr. Ernerk.

First Reading Of Bill 6-58: Emergency Medical Aid Ordinance.

MR. ERNERK: Mr. Speaker, I move that Bill 6-58, An Ordinance to Protect Certain Persons Rendering Aid Following an Accident or in an Emergency, be read for the first time.

MR. SPEAKER: Is there a seconder? Mr. Lafferty. The question. All in favour? Contrary?

---Carried

MR. SPEAKER: Bill 7-58. Mr. Ernerk.

First Reading Of Bill 7-58: Co-operative Associations Ordinance.

MR. ERNERK: Mr. Speaker, I move that Bill 7-58, An Ordinance to Amend the Co-operative Associations Ordinance, be read for the first time.

MR. SPEAKER: Is there a seconder? Mr. Steen. The question. All in favour? Contrary?

---Carried

MR. SPEAKER: Bill 8-58. Mr. Ernerk.

First Reading Of Bill 8-58: Justices Of The Peace Ordinance.

MR. ERNERK: Mr. Speaker, I move that Bill 8-58, An Ordinance to Amend the Justices of the Peace Ordinance, be read for the first time.

MR. SPEAKER: Is there a seconder? Mr. Lyall. The question. All in favour? Contrary?

---Carried

MR. SPEAKER: Bill 9-58. Mr. McCallum.

First Reading Of Bill 9-58: Financial Agreement Ordinance, 1976.

MR. McCALLUM: Mr. Speaker, I move that Bill 9-58, An Ordinance Respecting a Financial Agreement Between the Northwest Territories and the Government of Canada, be read for the first time.

MR. SPEAKER: Is there a seconder? Mr. Lafferty. The question. All in favour? Contrary?

---Carried

MR. SPEAKER: Bill 10-58. Mr. McCallum.

First Reading Of Bill 10-58: Loan Authorization Ordinance No. 1, 1976 - 77.

MR. McCALLUM: Mr. Speaker, I move that Bill 10-58, An Ordinance to Authorize the Commissioner to Borrow Funds from the Government of Canada and Make Loans to Persons in the Northwest Territories During the Fiscal Year 1976-77, be read for the first time.

MR. SPEAKER: Is there a seconder? Mr. Steen. The question. All in favour? Contrary?

---Carried

MR. SPEAKER: Bill 12-58. Mr. McCallum.

First Reading Of Bill 12-58: Supplementary Financial Agreement Ordinance, 1975.

MR. McCALLUM: Mr. Speaker, I move that Bill 12-58, An Ordinance Respecting a Supplementary Financial Agreement Between the Northwest Territories and the Government of Canada, be read for the first time.

MR. SPEAKER: Is there a seconder? Mr. Evaluarjuk. The question. All in favour? Contrary?

---Carried

ITEM NO. 11: SECOND READING OF BILLS.

MR. SPEAKER: Moving to Item 11, second reading of bills, Bill 4-58, Mr. McCallum.

Second Reading Of Bill 4-58: Appropriations Ordinance, 1976 - 77.

MR. McCALLUM: Mr. Speaker, I move that Bill 4-58, An Ordinance Respecting Expenditures for the Public Service of the Northwest Territories for the Financial Year Ending the 31st Day of March, 1977, be read for the second time.

The purpose of this bill, Mr. Speaker, I believe is fully explained in the title.

MR. SPEAKER: Is there a seconder? Mr. Lafferty. Is there any discussion on the principle of the bill? The question. All in favour? Contrary?

---Carried

Moving on to Item 12, consideration in committee of the whole of bills and other matters.

ITEM NO. 12: CONSIDERATION IN COMMITTEE OF THE WHOLE OF BILLS AND OTHER MATTERS.

Bill 4-58, Appropriations Ordinance. May we have a motion that Council resolve into committee of the whole to consider Bill 4-58, the Appropriations Ordinance?

MR. McCALLUM: Mr. Speaker, I move that Council resolve into committee of the whole for consideration of Bill 4-58, the Appropriations Ordinance.

MR. SPEAKER: Moved by Mr. McCallum, seconded by Mr. Pearson. Question. All in favour? Contrary?

---Carried

Council will resolve into committee of the whole to consider Bill 4-58, the Appropriations Ordinance, with Mr. Stewart in the chair.

---Council resolved into Committee of the ~~Whole~~ for consideration of Bill 4-58, Appropriations Ordinance, 1976-77 with Mr. Stewart in the chair.

PROCEEDINGS IN COMMITTEE OF THE WHOLE TO CONSIDER BILL 4-58, APPROPRIATIONS ORDINANCE, 1976-77.

THE CHAIRMAN (Mr. Stewart): The committee will come to order to consider Bill 4-58, An Ordinance Respecting the Expenditures for the Public Service of the Northwest Territories for the Financial Year Ending the 31st Day of March, 1977. Are there any comments of a general nature? Councillor Butters.

MR. BUTTERS: Mr. Chairman, speaking to the matter of the budget as a whole and the manner in which the budget has been developed by the Executive, specifically, to people the Commissioner referred to in his opening address. In his opening address he mentioned that the Government of Canada recognized our principal intention that "this was a developing area and therefore we are not subject to exactly the same financial budget restraints as departments of the federal government." I am very interested in this recognition and it seems to me that this might be a battle won. I wonder if the Deputy Commissioner or the Commissioner might explain just what it was in the negotiations that has produced this new departure and possibly what the departure is?

DEPUTY COMMISSIONER PARKER: Mr. Chairman, I am not sure if the sound system is reproducing.

THE CHAIRMAN (Mr. Stewart): It seems to be the case we are having sound troubles?

SOME HONOURABLE MEMBERS: Yes.

THE CHAIRMAN (Mr. Stewart): Is there anybody present who can have a look at it?

Concerning Financial Budget Restraints.

DEPUTY COMMISSIONER PARKER: Mr. Chairman, I think we are tuned in now. With respect to the negotiations that have gone on and the results of those negotiations as they affect the territorial budget, I would appreciate this opportunity to make just a few explanations. Over the years the approach to financing of the territorial government has grown consistently with the growth of our own responsibilities. We have tried, wherever possible, to achieve a relationship with the federal government which, of course, is always more like the relationships that they establish with provincial governments. Now, we readily admit we are not a provincial government, but we have been seeking to be dealt with on a government to government basis, rather than to be dealt with on the basis that we are simply a part of a program of one of the federal departments.

This year for the first time many of our negotiations followed that line and we were supported in this endeavour by the member from the Treasury Board Secretariat who sat on the interdepartmental committee on finance and we were also supported by the member and chairman from Indian Affairs. Therefore, we have been for the first time treated much more as if we were a separate government and separate to some extent from Indian Affairs.

Price Changes

One of the ways that this shows up in this budget is that our timing of requirements was recognized and also our inability to cope under the other structure with price changes which came along which we could not handle and which were not our fault. I refer to price changes such as the increases in the cost of petroleum products, increases in rents, increases in the cost of other people's institutions which we use, for instance, the purchase of hospital beds and that sort of thing; escalation such as increases in municipal contracts and to some extent increases as a result of our own negotiations with our staff unions. These are very much beyond our control or beyond our control before the federal controls were imposed, because we had to negotiate in a Canada-wide market and, therefore, the increases that we had to meet had to bear some resemblance to increases that were offered to staff in other parts of Canada.

Contingency Reserve

So, this year for the first time we have been able to identify within our budget or given the right to identify within our budget a contingency reserve. You will note in the budget before you today that we have something just in excess of \$206 million, counting all categories. However, in the financial agreement you will note that we have at our disposal a few million dollars in addition to that. This extra amount of money is called our contingency reserve and this is the first time that we have had something which is now called an explicit or identified contingency reserve. Previously, in order to operate, we had to at the start of every year, having voted 100 per cent of our funds in the budget, that is 100 per cent of the funds available, we used to have to impose a holdback or we had to advise each of our departments that they could not spend 100 per cent of their money and that we had to hold back certain sums. This is one method of doing it, but it is not a very good method.

This year, in recognition of the fact that our books are in order and that inflation continues, although hopefully at a lessened rate, we have identified this contingency reserve which we can only spend after first of all coming to the Council and placing the amounts in supplementary appropriations and, secondly, for certain categories, and that does not include new programs. It only includes those programs which we find during the year we are not able to pay for as budgeted because of cost increases which have been beyond our control, so we have a certain capability to respond this year to certain wage increases, additional petroleum costs, contract costs and all of those sort of things that I mentioned earlier that were beyond our control.

We Must Account For Money Spent

This is a very, very great step forward. We are committed to keeping very, very close tabs on this money as the Commissioner outlined in his speech of yesterday. We must account for it very carefully, we must come to this Council before we spend any of it and it can only fit within certain categories. Certainly within the initial year or years we must make regular reports to the Minister, the Honourable Judd Buchanan and also through him to the Minister in charge of the Treasury Board. It comes to us with a great deal of satisfaction that our particular funding problems have been recognized and that a method has been adopted so as to recognize our problems.

Having accepted a certain figure for a contingency reserve, of course, we could not now go back to the federal government part way through the year and lay any further claims before them. We must certainly live within the money that we have obtained. I could give a general outline of the makeup of the budget, but I would wait, Mr. Chairman, on your direction or perhaps on the questioning of Members.

THE CHAIRMAN (Mr. Stewart): Thank you. Are there any further questions of a general nature? Councillor Butters?

MR. BUTTERS: If there are no questions of a general nature, may we take advantage of the Deputy Commissioner's offer and get a general rundown on the budget?

THE CHAIRMAN (Mr. Stewart): Is it agreed?

---Agreed

General Information Concerning The Budget.

THE CHAIRMAN (Mr. Stewart): Deputy Commissioner Parker, would you continue?

DEPUTY COMMISSIONER PARKER: Mr. Chairman, this year we have prepared for Council a document which appears at the very front of the budget book which is simply called "Budget 1976", and it consists of several pages which outline the procedures which we go through to put together a budget. It starts out on the first page with a general introduction and follows through then by a description of the budgetary process and financial plan. I would just like to ensure that Members know of the location of this paper within their books, because I think they may wish to refer back to it from time to time.

This paper then continues and describes how we go through the program forecast more than a year ahead of the actual spending time. It describes the "A" level and "B" level budgets, and as you will all recall the "A" level is simply the budget to carry on programs which are already established and to increase the amounts only in those areas where there have been cost increases which are not otherwise controllable. The "B" level budget is that budget money which is for new programs or for expansions or increases to existing programs.

We have then included some words on expenditure categories, and we describe what the vote is and the item. In the case of something called "an item" in most of the budget that refers to a complete department, and then that is further broken down into activities. By the way, Mr. Chairman, this paper is still in the process of being translated into Inuktituk and should be ready reasonably soon.

Then we have a section on special information and on page 6 we have given a little section on budget highlights, which shows that we were successful in getting some "B" level money. As I referred to before, the "B" level money is the money for new programs and we believe that these are very much the programs which Council Members and Council as a whole has asked for over the past few years, and it is a very unusual circumstance for us to receive any "B" level money of any consequence. So, I must say that we find ourselves very very fortunate to have some "B" level money this year.

On the first table you will see a comparison of the revenues and expenditures as between the current years estimates and the estimates for the year we are now considering. These have been grouped into sort of sensible groupings so they can be more easily understood and reviewed by Members.

The Effect Of Adding "B" Level Items

Then, there is a description of the various categories which we use throughout the budget to describe what we call the line objects, or the way in which we do our cost accounting. The budget then proceeds and the first several pages are summary pages which show the over-all budget figures and compare them to last year. The budget when first sent to Members did not include the "B" level items because we did not have the information available at that time. However, the new sheets have been added in addition to the old ones. Some of them are fold-out sheets and they show, in summary form, the effect of adding the "B" level items. Then, the budget itself goes on department by department in the usual form, until we get to the very back, and in the very back of the budget there is a description, and the actual dollars of our "B" level program. I would recommend to you that you make a choice, Mr. Chairman, as to whether you would like to review perhaps in detail, or perhaps briefly, the "B" level program and then go through it department by department, or you may prefer to go through department by department and then look at the "B" level. There might be an advantage to looking at the "B" level first because it gives Members some idea of what new programs are available.

THE CHAIRMAN (Mr. Stewart): Thank you. Could I have this committee's instructions? You seem to have two choices here recommended by the Deputy Commissioner, that we start with the "B" level programs and is that satisfactory? Is it agreed?

---Agreed

THE CHAIRMAN (Mr. Stewart): You will note then under the "B" level programs, pages 1 to 6 that they are of an explanatory nature. Are there any comments of a general nature on pages 1 to 6 of the "B" level programs? Councillor Butters.

MR. BUTTERS: Well, sir, it is just an item in the second line of the first item in the "B" level program, that the "territorial government will be required to hold the line on rising costs to help fight inflation", and I just wondered what directions, projects and programs the territorial government has developed following that request of the administration?

THE CHAIRMAN (Mr. Stewart): Deputy Commissioner, would you like to field that question?

DEPUTY COMMISSIONER PARKER: Mr. Chairman, Mr. Butters made reference to a particular page or spot on the page.

MR. BUTTERS: The second page.

Projects To Help Fight Inflation

DEPUTY COMMISSIONER PARKER: Oh yes, I see it. Mr. Chairman, this refers specifically to two or three things, but in particular the federal government's wage and price guidelines, the rental portion and other portions of which are included in another bill which will be placed before you, but with the application of those guidelines with regard to negotiations with the employee unions, and of course that will see a limiting factor there in growth, limited to something in the neighbourhood of 8 per cent. In addition we have continued to maintain, through a variety of means, a position of fairly close control on the sort of controllable spendings. We continue to take the stance with our employees that money is indeed tight, and that it is hard fought for and that at every corner we must practise economies. We have found that this is reaping real benefits because our costs for heating and lighting of our own buildings have been reduced, or I should say, the quantities consumed have been reduced. The costs have not been reduced because of the increased costs of fuel and electricity themselves, that is increased unit costs. We have very much resisted the pressures to increase travel allotments and all of those kinds of things. So, we have adopted as a general rule to operate in as close a fashion as we can.

Cost Of Electricity

MR. PEARSON: I just wanted to make an observation, Mr. Chairman, that I am glad to see that they are on top of it, but I wonder if they are really getting at some of the causes of their high

expenses, particularly in the area of electricity abuse. I have on many occasions gone into public servants' homes and found the hallways filled with electrical outlets and electrical heaters, and they are just discharging thousands of watts of power into the porch to make life as comfortable for themselves as they possibly can. You know, it is all very nice, but, my God, at what cost? Those costs are directly related to the budget of this government. They plug in their cars, they are plugged in and heated inside, their cars, they have personal heaters which run continuously inside the cars, and these are a real cost, especially in the regions outside of Yellowknife where people have to pay for electricity through the nose and the government is no different.

DEPUTY COMMISSIONER PARKER: Well, Mr. Chairman, of course in Yellowknife very few of those sort of things happen because the employee is in fact paying for his own metered electricity. We have been working toward a policy of having our employees pay for their own electricity throughout the Northwest Territories, based on Yellowknife rates, to be fair, but we feel that this is a policy which would cut down very substantially on electricity because that means that rather than operating according to what I consider to be a foolish quota system, we would operate on an actual cost basis. Unfortunately, with the imposition of the wage and price guidelines coming just when they do, this may present us with some difficulties in bringing this plan into effect, because to bring the plan into effect we undoubtedly would have to make some minor adjustments to salaries, while at the same time, making considerable adjustments to rents and the cost of utilities. I know that we will know within about the next three months what portion of this plan we can implement, but we do have the plan written up and I do think it will answer the majority of the questions that Mr. Pearson raises.

THE CHAIRMAN (Mr. Stewart): Thank you. Are there any other questions of a general nature with regard to the "B" level program? If there are none I would direct your attention to page 7 of the "B" level program. I would like this committee's instruction as sometimes the chairman has read the information on the page and opened it to discussion, but some of these explanations are fairly long. Do you wish to go through this process or have everyone read it for themselves and discuss it on that basis? Not being anxious to work. The activity in the Northwest Territories Housing Corporation, 1017 in the main estimates is \$8,176,000, in the "A" level program is \$50,000 and the total required is \$8,226,000. Councillor Butters?

N.W.T. Housing Meeting With The Federal Government

MR. BUTTERS: Mr. Chairman, I have a general question. I understand that the Executive Director of the Northwest Territories Housing Corporation recently travelled to Ottawa to discuss with officials of the federal government two matters which were raised and recommended two or three years ago in the Northwest Territories Housing Task Force Report: one of these was a home ownership loan or grant and the other was the developing of a program by which privately owned dwellings may be subsidized in the areas of fuel. I just wondered if the Deputy Commissioner might be able to advise about the results of that representation! Could he tell us what has happened in response to the requests made of the government?

DEPUTY COMMISSIONER PARKER: Mr. Chairman, the results of the presentation -- no, I should not call it a presentation, the results of the initial review at just below ministerial level of the two major housing programs that the corporation proposed, that is in response to Council's direction, the home ownership and operations assistance program, that is both the capital program and the operations program, was disappointing.

The managing director was rather disappointed with the response that he got because it became clear to him that they had to be rewritten or at least adjusted in a fairly major way to fit in with existing Central Mortgage and Housing programs, that in order for us to receive funding the corporation was really not prepared to look at something that was rather substantially different to what they were dealing with in all other jurisdictions.

We feel that, you know, we have high hopes that we can rewrite these programs and achieve essentially the same thing that we set out to achieve, but it is going to take some further period of negotiation.

Mr. Chairman, with regard to this page and the next one, if I could make this suggestion to you, it might serve your purpose very well if you were to stand aside the two Housing Corporation items and then consider the Housing Corporation "B" level and the Housing Corporation "A" level all at one time, at which time the managing director could be here, at whatever time is set, and you could have what you may wish to call a full-scale housing corporation debate. I would not make this suggestion for the other areas because they are a little different, but in this case the Housing Corporation has quite a high level of independence and it might serve you well to try and do it all at once.

THE CHAIRMAN (Mr. Stewart): Councillor Butters?

MR. BUTTERS: I think I agree with the Deputy Commissioner and the reason I agree with him is that all the words he has given us merely add up to the word "No" to this Council. I would like to have a chance to go over in some detail and determine what the problem is because it seems to me that some agencies of the federal government recognize that the North is unique and has special problems and requires special consideration. So I would welcome debate on this.

THE CHAIRMAN (Mr. Stewart): Is it agreed, then, that we set aside activity 1017 on pages 7 and 8? Agreed?

---Agreed

Information, O And M - Activity 1114, Interpreter Corps

I will then direct your attention to page 9, activity 1114, interpreter corps, main estimate \$314,600, "B" level program, \$185,000, total required \$499,600. Discussion. Are we agreed?

---Agreed

Natural And Cultural Affairs, O And M - Activity 1525, Recreation

Page 10, activity 1525, recreation, main estimates, \$585,600, "B" level program \$50,000, total required \$635,600. Discussion. That is on page 10, "B" level. It is right at the back of your manual.

MR. PEARSON: You are on "B" level?

THE CHAIRMAN (Mr. Stewart): Councillor Butters?

MR. PEARSON: Mr. Chairman, with all due respect, you are not making yourself very clear.

MR. BUTTERS: Mr. Chairman, relative to page 10, the suggestion that workshops are to be used to achieve the objective outlined in the first paragraph, I wonder if workshops are as valuable as academically-oriented training people think? It seems to me that, if you are going to train a young person, the best place to give him that training is in his or her own community working on a day-to-day basis with a recreation program going on in that community. Workshops tend to become kaffee-klatsches, a sitting around exchanging theory, but if the young people are actually working at recreation in the community, I think they are learning two things:

One, whether or not they want to get involved in that type of activity for the remainder of their life, or an extended period of time and, secondly, whether they can learn from the day-to-day experience.

THE CHAIRMAN (Mr. Stewart): Thank you, Mr. Butters. Deputy Commissioner?

Training In The Community

DEPUTY COMMISSIONER PARKER: Mr. Chairman, I understand very well Mr. Butters' concern, but I would draw to his attention the fact that we are talking about trying to train one or maybe two leaders from each community and that with the kind of funds that are generally available, and if these are, of course, extra funds here, the only way to do this is to draw them together perhaps by region and do this training in one spot. His idea of working with the people in the communities is a very good one and I think that is what has to be the follow-up. That is what happens the second time around, but in the first instance there is a great deal of efficiency to be gained by bringing the leaders in and working with them all together for a period, and then after that, I think instructors will travel as they can within the limits of the budget from community to community to help the leaders who have been established to carry out their programs and give them assistance from time to time.

THE CHAIRMAN (Mr. Stewart): Thank you. I understand that there is some confusion with regard to the exact position we are at. I called for the question on whether or not we were to deal with the "B" level first and I thought I had the support of this committee. We have been in the back end of the book for some time, Mr. Pearson. I am sorry you are not with us.

MR. PEARSON: There was not only me.

THE CHAIRMAN (Mr. Stewart): Perhaps if you had not been talking together with other committee Members, you would have been.

MR. PEARSON: How about the Inuktituk, where does it appear?

MR. ERNERK: It is being translated.

THE CHAIRMAN (Mr. Stewart): I wonder if, since the hour is drawing near, I might have the committee's permission to report progress?

MR. PEARSON: Progress?

THE CHAIRMAN (Mr. Stewart): Progress.

---Agreed

MR. SPEAKER: Mr. Stewart?

Report of the Committee of the Whole of Appropriations Ordinance, 1976-77

MR. STEWART: Mr. Speaker, your committee studying Bill 4-58 wish to report progress.

MR. SPEAKER: Thank you. Are there any announcements? Orders of the day, Mr. Clerk?

THE CLERK OF THE COUNCIL: Orders of the day, January 28, 1976, 9:00 o'clock a.m., at the Explorer Hotel.

1. Prayer
2. Replies to the Commissioner's Opening Address
3. Questions and Returns
4. Oral Questions
5. Presenting Petitions
6. Reports of Standing and Special Committees
7. Notices of Motions
8. Motions
9. Tabling of Documents
10. Second Reading of Bills: Bill 1-58, 2-58, 5-58, 6-58, 7-58, 8-58, 9-58, 10-58 and 12-58
11. Consideration in Committee of the Whole of Bills and Other Matters: Bills 2-58, 4-58, 9-58, and 12-58
12. Orders of the Day

MR. SPEAKER: Council stands adjourned until 9:00 o'clock a.m. on the 28th day of January, at the Explorer Hotel.

---ADJOURNMENT

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