

Government of the Northwest Territories

Government of the Northwest Territories  
Yellowknife, N.W.T.



LEGISLATIVE ASSEMBLY OF THE NORTHWEST TERRITORIES  
**DEBATES**

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Speaker The Honourable David H. Searle, O.C.

LEGISLATIVE ASSEMBLY OF THE NORTHWEST TERRITORIES

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YELLOWKNIFE, NORTHWEST TERRITORIES

FRIDAY, OCTOBER 20, 1978

MEMBERS PRESENT

Mr. Steen, Mr. Stewart, Mr. Lafferty, Mr. Lyall, Hon. Tom Butters, Mr. Fras. Mr. Whitford, Hon. Arnold McCallum, Mr. Evaluarjuk, Hon. Peter Ernerk, Mr. Kilabuk, Mr. Pudluk, Hon. David Searle, Mr. Nickerson

ITEM NO. 1: PRAYER

---Prayer

SPEAKER (Hon. David Searle): Item 2, replies to Commissioner's Address.

Item 3, questions and returns. Hon. Tom Butters.

ITEM NO. 3: QUESTIONS AND RETURNS

Return To Question W17-66: Settlement At Wholdaia Lake

HON. TOM BUTTERS: Mr. Speaker, I have two returns. In reply to Question W17-66 asked by Mr. Nickerson on October 18th, with regard to the settlement of Wholdaia Lake. The Black Lake, Saskatchewan Indian band requested a meeting with Indian Affairs officers and representatives of the Northwest Territories wildlife service to discuss the intention of a number of their band members to settle permanently at Wholdaia Lake in the Northwest Territories. Representatives of the Northwest Territories wildlife service and Indian Affairs officers from Regina and Prince Albert met with the band at Black Lake on June 14th, 1978. The band council stated that 18 families numbering 125 people who hold or are eligible to hold Northwest Territories general hunting licences and traditionally hunt and trap the Northwest Territories requested assistance to establish a permanent settlement at Wholdaia Lake and become year-round residents of the Northwest Territories. Wholdaia Lake is approximately 120 miles northeast of Black Lake, Saskatchewan.

The band was advised by Indian Affairs that under the provisions of Treaty 8 they could select lands in the Northwest Territories on the basis of 128 acres per person. The Government of the Northwest Territories made no commitments to the Black Lake band. The latest development was a meeting held at Fort Resolution in mid-September between the Black Lake chief and the Indian bands of Fort Resolution, Fort Smith and Snowdrift in order to gain their approval. The government was not represented at this meeting and the results are not known. Steps are being taken to determine if the Black Lake band proposal will receive support.

Return To Question W12-66: Musk-oxen Count

The second question was Question W12-66 by Mr. Lyall on October 18th, in regard to musk-ox counts on Holman Island. The reply follows: A musk-ox survey in the Holman Island area is planned to be carried out before the end of March, 1979. Recommendations on quota adjustments will be based on the results of this survey.

MR. SPEAKER: Are there any further returns? Deputy Commissioner Parker.

Return To Question W7-66: CBC Services, Holman Island, Pelly Bay And Gjoa Haven

DEPUTY COMMISSIONER PARKER: Mr. Speaker, on October 17th, Mr. Lyall asked Question W7-66 concerning CBC services at Holman Island, Pelly Bay and Gjoa Haven. The communities of Holman Island, Gjoa Haven and Pelly Bay are three of the 18 northern communities eligible for regional radio and television service under the Northwest Territories communications program approved by this Assembly during its January 1978 session.

The settlement councils in each of these communities were advised of our program a number of months ago and were asked to contact the Department of Information should they have any questions on the matter. The Department of Information is in the process of completing the first three installations at Arctic Bay, Coral Harbour and Fort Norman and is currently considering an implementation schedule for the 1979-80 fiscal year. The administration has received no information from the Canadian Broadcasting Corporation regarding the application it is said to have received from these communities. The director of Information has a meeting scheduled with senior management of the northern broadcasting system in Yellowknife, November 10th and he will discuss the situation with CBC northern services director, Mr. Doug Ward at that time. Members of Council will recall that CBC provides services to communities of 500 or more, while the administration's program covers communities with populations between 250 and 500. Holman Island, Gjoa Haven and Pelly Bay fall into the territorial program.

MR. SPEAKER: Further returns. Are there any written questions? Mr. Nickerson.

Question W41-66: Municipal Finance And Taxation

MR. NICKERSON: Mr. Speaker, in his reply to Question W4-65 on the 10th of May, 1978, the Hon. Arnold McCallum advised the Assembly of his intention to present to the Legislature the paper on municipal finance and taxation which had originally been promised for the May session. Does the government intend to present the paper at this session or do they plan to frustrate the wishes of the Legislature by delaying it once again?

MR. SPEAKER: Hon. Arnold McCallum.

Return To Question W41-66: Municipal Finance And Taxation

HON. ARNOLD McCALLUM: Mr. Speaker, the department and hence the administration is actively pursuing this. We have as a department developed a thrust in the direction of the subject to which the Member has referred and we have not come up with a final solution. It is not a question of us trying to frustrate even further this Assembly in terms of a particular policy. It is a question of coming here with something that is coherent and something that will, we think, be able to get the passing or the concurrence of all Members of this Assembly. I would hope we would be able to have something for this session but if not it will be in the January session for sure.

MR. SPEAKER: Further written questions? Mr. Nickerson.

Question W42-66: Escheats And Bona Vacantia

MR. NICKERSON: Mr. Speaker, at the 65th session of the Legislative Assembly the following resolution was adopted by this House, "that the administration be requested to (a) reopen discussions with the Department of Indian Affairs and Northern Development with a view to enabling the Legislative Assembly to enact its own legislation dealing with escheats and bona vacantia and (b) report back to the Legislature at its fall sitting the results of these discussions. Have these discussions taken place and does the administration intend to report results as requested?

MR. SPEAKER: Deputy Commissioner Parker.

DEPUTY COMMISSIONER PARKER: Mr. Speaker, I have information pertaining to the subject that the Member has raised. This information was just passed to me this morning, therefore I have not the material ready at this time but early in the week I will have an answer ready for the Member.

MR. SPEAKER: Further written questions.

Item 4, oral questions.

Item 5, petitions.

Item 6, reports of standing and special committees.

Item 7, notices of motion. Hon. Arnold McCallum.

ITEM NO. 7: NOTICES OF MOTION

Notice Of Motion 14-66: Extension Of Rule 34

HON. ARNOLD McCALLUM: Mr. Speaker, I give notice of motion concerning an extension of the Assembly Rule 34 regarding the number of days that a Member may reply to the Commissioner's Opening Address. I would hope that I will be able to obtain unanimous agreement to move this motion this afternoon.

MR. SPEAKER: Hon. Arnold McCallum, I would think that if you plan to do that later that you had best at this point in time give the text of the motion otherwise you would be asked for it then.

HON. ARNOLD McCALLUM: Mr. Speaker, the motion would be that:

WHEREAS the Rules of this House provide by Rule 34 that Members may only reply to the Commissioner's Opening Address during the first five days of a session;

AND WHEREAS the consideration of a special item of business today may deprive some Members of an opportunity to reply;

NOW THEREFORE, I move that the five days referred to in Rule 34 be extended for this session only, so that Members be permitted to reply to the Commissioner's Opening Address for the balance of the next week.

MR. SPEAKER: Are there further notices of motion? Item 8, motions for the production of papers. Mr. Nickerson.

ITEM NO. 8: MOTIONS FOR THE PRODUCTION OF PAPERS

Motion 9-66: Federal/Territorial Training Program

MR. NICKERSON: Mr. Speaker:

NOW THEREFORE, I move that the agreement between the federal and territorial governments respecting the minimum of \$4,470,000 to be provided by the federal government for adult occupational training in the North-

west Territories as referred to in Information Release 78-157 be produced.

MR. SPEAKER: Is there a seconder? Mr. Pudluk. Discussion? No discussion.

MR. EVALUARJUK: I was trying to raise my hand but you did not see me when I raised my hand. When you were on Item 7 I wanted to make a motion. Mr. Speaker, I was trying to raise my hand but you did not see it when we were on Item 7. I wanted to make a notice of motion, so I wonder if I could have unanimous consent to go back to Item 7?

---Agreed

REVERT TO ITEM NO. 7: NOTICES OF MOTION

Notice Of Motion 15-66: Invitation To Nordair Officials

Mr. Speaker, on October 23rd, on Monday, I want to make a motion that when we have our next session in January that I would like to invite the officials from Nordair to attend and I am going to make a motion as to that effect on Monday.

MR. SPEAKER: Thank you, Mr. Evaluarjuk.

REVERT TO ITEM NO. 8: MOTIONS FOR THE PRODUCTION OF PAPERS

Mr. Nickerson, proceeding on your motion for the production of papers. Gentlemen, it is not debatable but I think for the purpose because of the intervention there on going back to the other item maybe we could just have Mr. Nickerson repeat the motion.

MR. NICKERSON: I have lost it now. "I move that the agreement between the federal and territorial governments respecting the minimum of \$4,470,000 to be provided by the federal government for adult occupational training in the Northwest Territories as referred to in Information Release 78-157 be produced."

Motion 9-66, Carried

MR. SPEAKER: Mr. Pudluk seconded that motion. The question is being called. All in favour? Contrary? The motion is carried.

---Carried

Item 9, motions.

ITEM NO. 9: MOTIONS

Gentlemen, we have Motions 9-66 through to 13-66, but unfortunately Motions 11-66 through to 14-66 have not been translated. That being the case and Motion 9-66, as you will recall, is the motion that Mr. Nickerson just moved under the heading of motions for the production of papers, I suggest then that we deal with Motion 10-66 and leave the balance of the motions until Monday when the translations will be completed. Is that agreeable?

---Agreed

Motion 10-66, Mr. Nickerson.

Motion 10-66: Highway Signs Regulations

MR. NICKERSON: Mr. Speaker:

NOW THEREFORE, I move that it be a recommendation of this House that the highway signs regulations be amended so as to allow permits to be issued for the erection of commercial signs within 1500 feet of a primary highway.

MR. SPEAKER: Is there a seconder? Mr. Fraser. Discussion? Mr. Nickerson.

MR. NICKERSON: I will speak to this very briefly, Mr. Speaker. Under the existing highway signs regulations commercial signs are not allowed to be placed within 1500 feet of a road unless they are placed on the property of the business itself. We have in a number of cases in the Northwest Territories businesses that are situated, say, a quarter of a mile or a half a mile or a mile away from the main highway. The owners of these businesses obviously want to be able to put up signs at the turnoff road so that people who are trying to locate their businesses will be able to find them and there are a couple of instances that have occurred within the last year or so with people who found themselves in such a position and had had signs erected on the highway were told to take them down and then there would be no way that the customers would be able to find out where they were. It would appear that there was just some oversight in drafting the regulations and maybe they are being enforced with a little too much vigour but there would seem to be no good reason why they could not be amended to allow something which is necessary and just common sense to take place.

Motion 10-66, Carried

MR. SPEAKER: Further discussion. Question being called. All in favour? Down. Contrary? The motion is carried.

---Carried

Further motions. Hon. Arnold McCallum.

HON. ARNOLD McCALLUM: Mr. Speaker, I move...

MR. SPEAKER: Hon. Arnold McCallum, would you like to move that motion again?

HON. ARNOLD McCALLUM: Yes.

MR. SPEAKER: Hon. Arnold McCallum is asking for unanimous consent to move a motion which would extend the period of replies to the Commissioner's Address. Agreed?

---Agreed

Hon. Arnold McCallum.

Motion 14-66: Extension Of Rule 34

HON. ARNOLD McCALLUM: Mr. Speaker:

WHEREAS the Rules of this House provide by Rule 34 that Members may only reply to the Commissioner's Opening Address during the first five days of a session;

AND WHEREAS the consideration of a special item of business today may deprive some Members of an opportunity to reply;



NOW THEREFORE, I move that the five days referred to in Rule 34 be extended for this session only, so that Members be permitted to reply to the Commissioner's Opening Address for the balance of next week.

Motion 14-66, Carried

MR. SPEAKER: Secunder? Mr. Stewart. Any discussion? Question being called. All in favour? Down. Contrary? The motion is carried.

---Carried

Are there any other motions?

Item 10, tabling of documents.

Item 11, notices of motion for the introduction of bills.

Item 12, first reading of bills. Hon. Tom Butters.

ITEM NO. 12: FIRST READING OF BILLS

First Reading Of Bill 12-66: Financial Agreement Ordinance, 1978

HON. TOM BUTTERS: Mr. Speaker, I move that Bill 12-66, An Ordinance to Amend the Financial Agreement Ordinance, 1978, be read for the first time.

MR. SPEAKER: Is there a seconder? Hon. Arnold McCallum. Question being called. All in favour? Down. Contrary? First reading is carried.

---Carried

Item 13, second reading of bills. Hon. Tom Butters.

ITEM NO. 13: SECOND READING OF BILLS

Second Reading Of Bill 13-66: Supplementary Appropriation Ordinance, No.2, 1978-79

HON. TOM BUTTERS: Mr. Speaker, I move that Bill 13-66, An Ordinance Respecting Additional Expenditures for the Public Service for the Current Financial Year, be read for the second time. The purpose of this bill, Mr. Speaker, is to pick up money voted for the public service for the remainder of this fiscal year as required for ongoing programs and capital items.

MR. SPEAKER: Is there a seconder? Mr. Whitford. Discussion? Question being called. All in favour? Down. Contrary? Second reading is carried.

---Carried

Recognition Of Miss Looker And Mr. Macpherson

Now, gentlemen, before we go into committee of the whole may I recognize two people in the gallery? First of all I would ask Miss Marj Looker to stand if I could, please? Now I will tell you why I asked her to stand and that is this is her last day after 30 years of service as an employee of the Department of Education. I am told Miss Looker has set a very high standard in the public service. She is a pioneer teacher in the North who is best known to a new generation of teachers as the supervisor of training personnel. In that capacity she has been the first contact with new teachers and she has exhibited qualities of efficiency that few others can emulate. She now goes into a well deserved retirement and may I on your behalf thank her very sincerely for her service to the people.

Secondly, we have an old and distinguished friend who needs no introduction and sincerely I mean that and I am not going to therefore say anything more except to ask Mr. Norman Macpherson to stand and be recognized.

---Applause

Item 14, consideration in committee of the whole of bills, recommendations to the Legislature and other matters and I understand we are to go to the item, Report by the Prime Minister's Special Representative on Constitutional Development in the Northwest Territories. However, I do not see Hon. C.M. Drury here. Is he here? Anyway I do not think the Hon. C.M. Drury needs any introduction and when he enters the chamber -- there he is, ladies and gentlemen. So, honour the Hon. C.M. Drury.

---Applause

ITEM NO. 14: CONSIDERATION IN COMMITTEE OF THE WHOLE OF BILLS, RECOMMENDATIONS TO THE LEGISLATURE AND OTHER MATTERS

Now, we will resolve into committee of the whole and possibly then the chairman can invite Hon. C.M. Drury to the witness table. This House will therefore resolve into committee of the whole for consideration of the Report by the Prime Minister's Special Representative, the Hon. C.M. Drury, with Mr. Stewart in the chair.

---Legislative Assembly resolved into committee of the whole for consideration of Report by the Prime Minister's Special Representative on Constitutional Development in the Northwest Territories, with Mr. Stewart in the chair.

PROCEEDINGS IN COMMITTEE OF THE WHOLE TO CONSIDER REPORT BY THE PRIME MINISTER'S SPECIAL REPRESENTATIVE ON CONSTITUTIONAL DEVELOPMENT IN THE NORTHWEST TERRITORIES

THE CHAIRMAN (Mr. Stewart): The committee will come to order. I wonder could I invite the Hon. C.M. Drury to attend at the table with us?

---Agreed

Welcome to the House, Hon. C.M. Drury. We are at your disposal.

HON. C.M. DRURY; Mr. Chairman, I am pleased to be invited to appear before this Council and to answer your questions. A year ago, at the outset of my mandate and on many occasions since, I explained the importance as I see it of northern understanding of an agreement to northern political structures and government. If I were to be an agent or facilitator of political evolution in the Northwest Territories then northerners would need to know the state of my thinking.

I am here this afternoon to discuss my views on the political issues in the Northwest Territories and to answer your questions with respect to my intentions between now and December 1979. I want also to propose some questions I think the Governments of Canada and the Northwest Territories, local government, native associations and residents in the Northwest Territories should study in order to improve government in the Northwest Territories. I hope my remarks will establish the framework for this afternoon's discussion and help us collectively to improve the forms of government in the Northwest Territories.

#### Meetings Held In The Past Year

In the last 12 months, I have held over 100 meetings in the North and in the South with local government officials in some 16 communities in the Northwest Territories, with native leaders in the Western Arctic, Mackenzie, Central Arctic and Baffin regions, with the Chambers of Mines and Commerce of the Northwest Territories, with the Northwest Territories Council, collectively and individually, with many interested individuals and officials of the Northwest Territories and federal governments. I am tabling here for your information a list of the places, dates and individuals with whom I and members of my staff have met. The purpose of these meetings, as I explained last year, was to instruct me on the problems with government in the Northwest Territories and to inform me of the changes in political structure and functions being proposed. It was my view that, by becoming better informed myself, I would be better equipped to inform the federal government and to assist in northern and southern agreement on the implementation of those changes.

It was my view also that as residents of the Northwest Territories had already experienced countless southerners up here studying, planning and researching, they should not in any way be obligated to report to me for the purpose of educating one more southerner. If northerners so wished I would meet them, at their convenience, in their communities and in the public or private forum of their choice.

What then have I learned after a year of instruction? Let me describe a number of factors I believe are affecting the political climate in the Northwest Territories and go on by outlining some of the questions that I have posed, the responses of northerners to these questions, as well as the conclusions that I have reached from these discussions.

#### How Northerners Perceive Constitutional Development

First, what do northerners in all areas of the North mean by constitutional development? I have found that northerners perceive constitutional development in terms of political power. They are interested in identifying the range of additional powers that should be transferred from federal to northern control. They are interested in identifying which group or groups in the North should exercise existing and new powers and they are interested in defining the relationship between the various groups with political power. Few, if any, have spoken of changes that might be considered to transfer responsibility, particularly financial responsibility, from the South to the North.

In discussion with your caucus and with you as individuals, a great deal of emphasis has been placed on the work of the Carrothers Commission and the extent to which the commission's recommendations have been implemented since 1966. Other northerners have brought to my attention the fact that a number of factors or pressures not evident at the time of Carrothers have become important issues and that these other issues oblige us to look considerably beyond Carrothers.

What did Carrothers find in 1966 and what has occurred since then? When Dean Carrothers prepared his report for the Government of Canada on the development of government within the Northwest Territories, he found few elective bodies in the Northwest Territories. The Northwest Territories Council at the time was only partially elected, with no franchise provided to and therefore no representation from northerners in areas outside the Mackenzie Valley and Delta. As for local government structures, there were a few advisory councils and only four municipal level councils.

#### Changes Since 1966

Since 1966, a number of changes in the Northwest Territories are evident that are directly in line with Carrothers' recommendations. These include: a fully elected Council of the Northwest Territories, chosen by universal franchise, by residents in all Northwest Territories communities; the creation of a partially elected and partially appointed Executive Committee, which shares the responsibilities of the Commissioner as defined in the Northwest Territories Act; the relocation of the seat of government for the North to a community in the North and the establishment of some form of local government structures in virtually every community in the Northwest Territories. I think it fair to say that the pace of change in political structures and in political participation through the holding of elected office in the Northwest Territories in the last 12 years is unprecedented in Canadian history. It is also fair to say that nowhere else do native people participate as elected people more fully than in the local government structures in the Northwest Territories today.

One of the most important factors since 1966 within the Northwest Territories, not formally identified in the Carrothers Commission recommendations, has been the fuller recognition of the role of the federal government as a trustee of native peoples. Through their actions, native peoples have encouraged the federal government to place a higher priority on those special responsibilities for native peoples contained in the BNA Act. In the North, this recognition has taken two forms. First, through the efforts of both the status Indians and the Government of Canada, band councils have been strengthened and the role of band chiefs has taken on greater importance. Second, as a result of actions taken largely in the early 1970's, the Government of Canada first responded to demands for land claims and then actively encouraged the preparation of formal land claims proposals, their negotiation and eventual settlement.

### Implications Of Land Claims And Strengthened Band Councils

Within the context of land claims, the native peoples have understood the protection of their culture, values and distinctiveness to be a matter for their own control and governing and no longer a matter of government managing on their behalf. They have understood control and authority not so much as a matter of fee simple and land ownership but rather as the control mechanism for decisions over lands, wildlife, resources, and the activities related to their cultural distinctiveness such as education and social programming. It is clear then that both land claims and strengthened band councils have important implications for political structures at the local and territorial levels.

Also, since 1966, in both the Northwest Territories and the balance of Canada, there has been strong citizen action and demands by special interest groups for more open government and for greater consultation on virtually every major public issue. Paralleling the demands for greater openness and consultation has been an ever increasing set of demands for governments to do more and more to fulfil roles previously considered private responsibilities. Responding to these demands has resulted in an overwhelming presence of government throughout the country but nowhere is it as omnipresent as here in the Northwest Territories. Government response to demands for greater services has most often taken the form of an expanding bureaucracy, an ever increasing number of government agencies to regulate, monitor, or advise and provide in a manner that effectively removes more and more responsibility from the individual citizen.

### Effects Of Growth In Bureaucracy

We have, in the federal bureaucracy in Ottawa and in Yellowknife and in the territorial bureaucracy in Yellowknife and in the regions, a concentration of authority which in neither case is directly accountable to the resident voter of the Northwest Territories. The size and authority of bureaucracy have resulted, in part, from expectations of and demands for government services and the willingness to allow government to define, pay for and manage all economic needs. It is clear to me, therefore, that the rapid growth in the number and scope of elected bodies in the Northwest Territories since 1966 has brought with it an equally rapid growth in the bureaucracy.

Political leaders and citizens in the Northwest Territories are becoming increasingly frustrated with an ever increasing bureaucracy and are concentrating on what they can do as alternatives to government management. They are asking for control, for independence. There is however a cost to independence, if independence means making decisions and living with the penalties of wrong decisions. In a sense in the North, there is a vicious circle; because government is paying, government is making the decisions. And governments with their absolute authority and the professional helpers in the bureaucracy find it difficult to relinquish control, if doing so means letting others make their own mistakes at the government's cost. Now it is senseless for government to talk of the devolution of decision making as long as it continues to intervene in the name of protection of the individual against his own mistakes. It is equally irrational for reformers of the political system to advocate the assumption of power without responsibility, including the burden and costs of managing power and suffering the consequences of mistakes.

### Problem Of Dependency And Benevolence

The problem of dependency and benevolence created and managed by government is not peculiar to the Northwest Territories. We are learning in Canada as a whole that public funds are finite and economic needs are not. We have learned and many have expressed it in the Northwest Territories, that improved economic well-being must not be traded off against individual rights and civil liberties. Residents North of 60 lived for centuries in a state of political and economic independence. Government changed that state to one of benevolent, economic dependence. While I am not advocating the withdrawal of government

as provider, I am advocating a review of the assumptions and practices of the protective welfare state. However, I am not convinced that the seekers of political responsibility in the Northwest Territories, including the present elected Council, Executive and other political interest groups, have understood as clearly the burden and cost of responsibility as they have the attractiveness of power. I hasten to add that I do not believe governments have done much to encourage this understanding. They have preferred, historically, to protect through the management of their programs and the payment for them, rather than to impose limits on their benevolence or to delegate authority.

#### Heightened Political Awareness Of Northerners.

For me, the most exciting development since Carrothers' report to the Government of Canada is the heightened political awareness of northerners, particularly native northerners. There is no doubt that the rapid expansion of elected, community level councils, strengthened band councils, land claims groups and the development of your fully elected Council all play important roles in developing this high level of political awareness.

Given this enhanced political awareness and a clearer perception of federal constitutional responsibility to native people, many northerners are challenging the desirability of moving directly towards provincial status as it is now defined. I agree with them that it is not appropriate to follow blindly the assumption of eventual provincial status. However, it is equally clear to me that it is also too early to reject alternatives that are compatible with the eventual movement to provincial status.

What else have I found out that is relevant to my role as special representative for constitutional development? One of my most frustrating findings is that there is strong evidence of political mistrust in the Northwest Territories; collective lack of confidence in the federal government and its willingness to listen to northerners; lack of confidence in the federal government's commitment to negotiate a settlement to native land claims and lack of confidence in the sincerity of the federal government's desire to see more effective and responsible government in the Northwest Territories. There is also an individual lack of confidence in those elected to the Northwest Territories Council and those elected to leadership positions within native associations. Finally, I believe there is a similar lack of confidence between territorial and federal elected Members and bureaucracies.

#### Results Of Political Mistrust In N.W.T.

To me, this phenomenon stems from a suspicion of motives; it fosters a challenge to the legitimacy of the established political institutions and to representatives of all native or political groups. As a consequence, the various contestants to political authority in the Northwest Territories exhibit a kind of political schizophrenia. They lament the power and control of Ottawa and at the same time, appeal directly to that same Ottawa power to decide by executive fiat which of the many contestants is the appropriate, legitimate, political power in the Northwest Territories. It is not, in my opinion, the environment out of which grows easily constitutional agreement within the Northwest Territories.

Another issue which is part of this area of mistrust is the question of "authorship". By authorship, I mean that an idea is considered good or bad, depending upon who suggested it. Native associations reject the recommendations put forward by this Council, regardless of the merits of the proposals, simply because they were suggestions of this Council. Similarly, your Council rejects proposals of a political nature put forward in the context of land claims without regard to the merits of the case simply because they were put forward by native associations. What are the implications of these conclusions for this Council, for the Government of the Northwest Territories, for local governments, native associations and other groups and northern residents?

#### Constitutional Limitations In Federal Policy Paper

You will recall that the federal government's policy paper in 1977 on political development in the Northwest Territories described two constitutional limitations: no political jurisdictions based on ethnicity and no immediate territorial ownership of non-renewable resources. I have concluded that, in terms of the first limitation, the majority of native people in the Northwest Territories have not proposed nor are they developing arguments for ethnic states. They are developing political reform proposals in the context of their claims because they were asked to do so by the federal government. They have been asked by the federal government to develop them further in the constitutional process that affects the political rights of all residents in the Northwest Territories. It is on that basis that I seek their advice and their wisdom. On the question of resource ownership, I believe the federal and territorial governments must explore alternative revenue sharing formulae with a view to shaping a greater degree of fiscal certainty and independence for the Northwest Territories, within which the governments in the Northwest Territories, territorial and local, can determine their own fiscal priorities.

It is my belief that the 1977 federal policy statement which established the terms of reference for my office left a number of important assumptions unstated. These assumptions, which I believe are important, include the following. First, under the existing Canadian constitution, or under a new one, the political tradition of Canada is to guarantee the basic rights and freedoms of all Canadians and that those rights and freedoms should be adequately protected against arbitrary action by a majority. Second, the native peoples of Canada enjoy a special status under the Canadian constitution and the Government of Canada remains committed to its responsibility as ultimate trustee of the native people. Third, the federal government remains committed to the settlement of native land claims in the Northwest Territories and to the principle that constitutional rearrangements between Canada and the Northwest Territories should not prejudice these settlements. Finally, the settlement of any native claims should not prejudice the political right of Canadians whose ethnic status excludes them from the benefits of any particular land claims settlement.

#### Responsibility Of Northerners In Political And Constitutional Change

It is also my belief that, in the absence of a legal obligation, Canada has historically undertaken a moral obligation to consult with people whose political structures may be changed and whose assent is required to make change to the political system workable. Therefore, in political and constitutional terms in the Northwest Territories, there is a responsibility for northerners themselves to work out the political framework and structures in such a manner that a consensus in the Northwest Territories would find them acceptable.

I have also concluded that a new constitution alone will not alter political and cultural realities, nor will it overcome the divisiveness and lack of

mutual confidence about which I spoke earlier. A new constitution for the Northwest Territories imposed by Ottawa, will not overcome the lack of consensus among yourselves that prevents you from agreeing on one. It is my belief that the primary cause of discontent in the Northwest Territories has less to do with the Northwest Territories constitution, in this case the Northwest Territories Act and the central institutions, than with the current economic, cultural as well as political conditions prevailing in the Northwest Territories.

#### Factors Governing Agreement On New Constitution

The above comments relate to what I see as factors that will govern the eventual success in coming to agreement on a new constitution for the Northwest Territories. However, none of the factors above really focuses on the issue of what a future constitution for the Northwest Territories will look like. Given the lack of consensus to date and the apparent unwillingness of many of the parties in the Northwest Territories to discuss constitutional proposals with one another, it is no easier for me than for you to conclude on recommendations.

I have concluded that the following should be the basic principle upon which constitutional arrangements should be discussed and negotiated. The political needs of the residents of the Northwest Territories can be most effectively expressed and most effectively met if political responsibility is exercised and therefore decisions are taken, as close as possible to the people affected by those decisions. Ideally, it would be desirable to start at the community level, to identify community needs and to determine those needs that can be met by people at the community level taking responsibility for their own matters. Those matters or items that can not be resolved at the community level could then be identified as being the legitimate subject matter of the next level of government. Similarly, those that would not be suitably resolved at the next level of government could be identified as the appropriate subject matter of the next senior level of government. However, we do have an existing political order within the Northwest Territories, which represents the base from which changes have to be made.

#### Devolution Of Responsibilities

Therefore, the process becomes not one of evolving political structures from the bottom, but one of devolving responsibilities from more senior to more junior levels of government. My bias is towards devolution and it is my view that substantiation is required of each level of government to defend the continued retention of the powers and authority it has.

By way of illustration of my process and my views on the importance of agreement on political changes, I have supported the Northwest Territories Council proposal for federal amendment to the Northwest Territories Act necessary to permit an increase in the size of the Council. I am of the opinion in the first instance that northerners as opposed to southerners should decide on the size of Council. You, as the Council, undertook the responsibility for obtaining a measure of northern agreement through the independent process of the Electoral District Boundaries Commission. It remains for this process to make its recommendations to the Council and for the parliament of Canada to adopt the Northwest Territories legislative change.

I have reviewed and analyzed the major political and bureaucratic functions of government, federally, territorially and locally in the Northwest Territories and the federal and territorial policies that affect the major functions of government. On the basis of this review which has been done, I should point out mostly by my staff and myself, on the basis of this review, consultations by myself and by my staff and the suggestions for change by northerners to date, I have drawn a number of conclusions related, in particular, to the question of the division of powers.



During the next six weeks I will be putting these conclusions to the relevant political authorities for study; to the federal departments and agencies, to the territorial Council, to the Commissioner and Executive Committee, to local government councils and to the public of the Northwest Territories at large. My intention is to have these conclusions studied during the course of the next 11 months. During this period, my staff and I will prepare the terms of reference for these studies, monitor their progress and be available for consultation and advice. My office in the North, as in the South, is available publicly as a resource centre for research and documentation and in addition to the overseeing function described above, will undertake or initiate other research and the development of alternatives for northern consideration as seem to be required. My conclusions, or proposals, are too numerous to itemize here. However, the following are some of my more important conclusions, which not only have significance in themselves but also illustrate the kinds of concerns I have.

#### Conclusions Related To The Division Of Power

To federal ministers and departments, I will be placing the challenge of devolution and will be asking them to justify continued federal control of those authorities desired by, and in dispute with, the Northwest Territories, particularly with respect to land management, forestry and fisheries administration. Federal legislation and authority will be considered in terms of potential devolution, decentralization, and rationalization.

To the Commissioner and Executive Committee, I will propose the preparation of a plan for the devolution of functions particularly wildlife management, education and social programming; consideration of the restructuring of the administrative regions of the Northwest Territories; study of alternative bases of funding and revenue sharing locally; and for the rationalization of the committees and special purpose bodies, which as bureaucratic structures in my view diffuse local political authority and accountability.

To the territorial Council, I am proposing, for example, the preparation of a territorial charter of human rights; a study of grounds for dividing the Northwest Territories or retaining it as a united political unit; and the substantiation of its proposals for additional legislative and executive authority in terms of efficiency, capability and devolution within the Northwest Territories.

To the Northwest Territories municipal councils I propose the study of alternative mechanisms for local and regional management, particularly in the areas of wildlife, education and social programming; the ways and means to establish political authority in the local, elected council and ways to increase elective and bureaucratic participation of native people.

To native associations, I propose their continued development of proposals for a political restructuring in the Northwest Territories and for them to involve themselves in dialogue with those to whom I have placed the challenge mentioned above.

#### Areas Of Consideration For Residents

I hope the residents of the Northwest Territories will consider, among others, the questions of political division of the Northwest Territories, regional government and the residency requirements for voting and holding office. Residents of the Northwest Territories may also wish to examine this process issue. At the risk of initiating yet further advisory structures in the Northwest Territories, residents of the Northwest Territories may wish, for example, to consider the establishment of a Northwest Territories

constitutional advisory group, on a temporary basis, composed of political leaders in the Northwest Territories, the purpose of which might be to consider proposals, develop alternatives, or serve in an advisory capacity to the federal government through this period of constitutional change. This body might be instituted territorially, or regionally, through the institution of an Eastern Arctic or Western Arctic group. I have some specific ideas on how such groups might function, particularly in the short term with respect to my office but I believe this is something for you to consider first.

I want it understood that the identification of these proposals by me is not meant to restrict in any way the direction that individuals or groups may wish to take in any proposals to my office. I will want to inform you of the results of these studies and my conclusion in September, 1979. I am proposing that between September and December, 1979, I review publicly with northerners these conclusions before my final report to the Prime Minister.

Mr. Chairman, may I through you thank Members of the Council for their attention and the time they have given me. I am at your disposal now for as long as you consider useful to answer your questions.

---Applause

THE CHAIRMAN (Mr. Stewart): Thank you, Hon. C.M. Drury. The floor is now open for questions. Hon. David Searle.

#### The Burden And Cost Of Responsibility

HON. DAVID SEARLE: Mr. Chairman, I would like to do two things if I may. One is to go through the paper, the speech which Hon. C.M. Drury has just given and touch on three or four points that are important to me and to comment on them and then, if I may, I would like to as well ask certain questions of Hon. C.M. Drury. Embarking if I might then on the first part to comment. You say, Hon. C.M. Drury, that you are not convinced that the seekers of political responsibility in the Northwest Territories, including the present elected Assembly, the Executive and other political interest groups have understood as clearly the burden and cost of responsibility as they have the attractiveness of power. I think without meaning any disrespect I would like to say that certainly as far as I am concerned and I think as far as this Legislature is concerned I am in complete disagreement with what you said there, I think we do understand the responsibility as far as cost is concerned. That is why, sir, if I may refer you to our "Priorities for the North" paper, we express there the concern to get involved pretty soon in a discussion on the question of resource ownership and management and particularly discussion as to a revenue sharing formula. In other words, we appreciate fully the position of the federal government that we can not expect to have complete responsible government unless we can pay a substantial amount of that cost. But on the other hand, we have had difficulty in accepting the federal government's position that we should not expect now or even in the foreseeable future to own our own resources. In other words, how can you pay your way if the very thing that would permit you to do that is not only withheld from you but there is a good chance it will be on the long-term?

There is little doubt, by way of an example, that the province of Alberta could pay its own way if it did not have its mineral resources. So, I think to some extent the federal government has been trying to have it both ways on this discussion but for our part, we have certainly understood that responsibility to pay our own way and we believe that in time we definitely could, given resource revenue or at least an intelligent sharing revenue formula.

I think that I would like to say that I agree with your comment about strong evidence of political mistrust in the territories but I do not think that that is necessarily limited to the territories. The results of recent votes and elections would tend to suggest that that is getting pretty widespread.

### Relationship Between Legislature And Native Associations.

There is a comment which you made, sir, with which, with respect, I must disagree and that is the comment when you speak of the mistrust and the question of pride of authorship. You refer to native organizations rejecting recommendations put forward by this House regardless of the merits and then say that we similarly reject proposals of a political nature put forward in the context of land claims without regard to the merits of the case simply because they are put forward by native associations. I would like to see the evidence of that. I do not believe that that is the case. The native majority of this House should be evidence to the contrary on that and I think that I would like to say very, very publicly that that is not the practice of this House and certainly not the attitude I take personally.

I think the one thing that you have hit on that I would like to express agreement with is the comments that you have made that there is a responsibility for northerners themselves to work out the political framework and structures in such a manner that a consensus of the Northwest Territories would find them acceptable. Once having said that, however, we have the practical problem that I believe you, sir, have and that is that there are certain people who say they do not recognize us, they will not talk to us, they will not sit down with us. A good example of that was in this very Assembly yesterday and the day before. We have and are currently considering a new Wildlife Ordinance. The Honourable Minister has invited participation and comment by organizations and we just do not get it; in other words, this body continually daily holds out the olive branch, so to speak, of friendship and co-operation to everybody but I do not know how you drag people kicking and screaming to the table. That is a problem which Hon. Hugh Faulkner is having with respect to land claims negotiations and the reason for the recent announcement suspending certain funding. In other words, I do not accept any suggestion that we are to blame for lack of a consensus. We dearly love to sit down with all political leaders but if you are not recognized it is difficult.

### Proposed Changes In The Size Of The Assembly

I would like to take this opportunity, sir, to thank you sincerely for your support for the proposed changes to the Northwest Territories Act which, if they get through and I assume they will because the Minister has said he too accepts them, will increase the size of this Assembly. The Electoral District Boundaries Commission recommended 22 seats as you know. Our own little in-house committee that had produced an initial proposal recommended only 21. I think we would be interested to hear from you as to what your office is able to do to make sure that the necessary priority be given in parliament to that legislation because we are getting now into a time bind with this Assembly going to territorial general election in March. At least that is when the life of this particular body ends. We are concerned that the legislation required might not get through in time and that this territory could be without a Legislature for six to nine months and I would be very pleased to hear from you as to what you think the Prime Minister's office, as you are his personal representative, might be able to do to give the necessary priority.

You indicate that your various conclusions are too numerous to itemize here and I suppose it is that sort of nitty-gritty that we are really interested in getting into at an early time. With respect, however, to those that you have identified and are addressing to this Assembly; the preparation of a territorial charter of human rights, for instance, that is entirely in keeping with what we said in our "Priorities for the North" paper with respect to the enshrinement of native rights in legislation. I think that is the sort of thing you must be thinking about. We have also discussed in that same paper the division of the Northwest Territories or retaining it and suggested as you may recall, sir, the matter of a plebiscite that might take place at the time of the next territorial election. Well, it may have to take place at the next one after that the way things are going.

That concludes my comments. If I may just go into a series of brief questions, Mr. Chairman, and I will sincerely keep them brief. The first one, if I may harken back to what Hon. C.M. Drury thinks he might be able to do with respect to giving the amendment to the Northwest Territories Act appropriate legislative priority so that it is passed hopefully before March when the life of this body ends.

THE CHAIRMAN (Mr. Stewart): Hon. C.M. Drury.

Timetable For Legislative Action

HON. C.M. DRURY: Mr. Chairman, in respect of the timetable for legislative action in Ottawa I think most Members of the Assembly are familiar with the procedure, the various formalities that have to be complied with to get a statute or an amendment to a statute through parliament. There are two basic approaches. One is rather more characterized by speed than thoroughness of understanding and discussion which has as its basis the unanimous consent of the House to vary the normal rules and short-cut a number of the formal steps. To date the unanimous consent of the members of the House to adopt this form has not been obtained and I think probably Members of Council are aware of the steps that have been taken to try and arrange for the rather speedy procedure given your own electoral timetable and are familiar also with lack of success in achieving this unanimity.

The federal Minister, I think, has undertaken to you, the Minister responsible for proposing these amendments, to take what steps he can in all propriety to secure unanimous consent to the rather more rapid procedure. In the event, however, that that is not successful and unanimous consent is not obtained to the speedy procedure, the Minister responsible has given an undertaking to you to get the machinery into operation to introduce a bill into the regular format of the House. I should point out when one says "the necessary priority" I think probably Hon. David Searle had in mind a sufficiently high priority guarantee. He will be aware that there are in front of the parliament of Canada a considerable number of issues and they like this Assembly, are working to a foreseeable timetable themselves so that the competition for House attention and House time is fairly keen.

There are two aspects to this. One is giving it priority in respect of getting on to the agenda determined to some degree by the government but the rate of progress through the House is a matter for parliament rather than for the government, as you well know, to control. We have the same situation here where the Executive sometimes is unable to achieve its desires for expedition because this does not meet with the view of the Council. I can not really give you any assurance or forecast of the timing of this except to say that those of us, myself and the Minister, will be doing what we can to see that this bill gets the priority it deserves.

THE CHAIRMAN (Mr. Stewart): Thank you, Hon. C.M. Drury. Hon. David Searle.

Long-term And Short-term Goals

HON. DAVID SEARLE: The areas which you have commended to us to turn our attention to, the areas of possible division, the territorial charter of human rights etc., are of course the areas which we would describe as long-term goals. We did as you surely recall commence our discussions earlier on the basis of dividing the issues into short-term and long-term goals. As indicated you are now suggesting that we look into the area of long-term goals and yet it seems to me that we may not have come to grips with the short-term goals, at least I do not think we have received answers to many of the ones that we raised and gave a high degree of immediacy to. For instance, apart from the legislative short-term goals there were administrative short-term goals outlined. I specifically refer to a letter addressed to you on the 23rd of January 1978, which I signed on behalf of this Assembly and we suggested, for instance, that the Commissioner and the Deputy Commissioner should be paid from the consolidated revenue fund of the Northwest Territories. That was an administrative short-term goal. Two, that the elected membership of the Executive Committee should be increased immediately to four. Three, that the position of the Assistant Commissioner should be abolished and, four, that the Executive Committee decisions should be binding upon the Commissioner unless specific instructions to the contrary are issued to him by the Minister of Indian and Northern Affairs. I am wondering, sir, if you have developed any feelings with respect to those short-term goals?

THE CHAIRMAN (Mr. Stewart): Hon. C.M. Drury.

HON. C.M. DRURY: Mr. Chairman, in response to those short-term goals I must confess we have not been pursuing those actively. Perhaps it is unreasonable in the event -- the assumption that the size of the Council was about to be changed and perhaps instead of four Members of the Executive Council you may want in an enlarged Council even more and that with an enlarged Council the framework in which the short-term goals are set and are somewhat different and I think a lot more arguable or supportable and I would regard pursuing those three short-term goals you mentioned really as being a consequence of, or associated with the enlargement of the Council, or otherwise pursuable only in default of an enlarged Council and so far I have not given up hope upon the enlargement of the Council.

THE CHAIRMAN (Mr. Stewart): Hon. David Searle.

HON. DAVID SEARLE: Mr. Chairman, I think those are all the questions I have. I would like to thank Hon. C.M. Drury for his comments and I suppose just express the sincere hope that the failure to achieve the unidentified short-term goals to date does not dampen our ardor to attack the long-term ones which are going to be much more difficult and, of course, we have to appreciate in all of this that facing as we do a general election not very many months away in any case you will soon be dealing with a different bunch of people. So, let me just say on my behalf in conclusion that I certainly pledge my support for so long as I am around here to the achievement of the short-term goals and to co-operate with you in the long-term goals.

THE CHAIRMAN (Mr. Stewart): I understand that coffee is ready and before I recognize another speaker, would this committee like to recess for 15 minutes?

---Agreed

---SHORT RECESS

THE CHAIRMAN (Mr. Stewart): The Chair recognizes a quorum and calls this committee back to order. The next speaker I have listed is the Hon. Arnold McCallum.

HON. ARNOLD McCALLUM: Thank you very much, Mr. Chairman. Undoubtedly, some of the comments that I will make and possibly some of the questions I will, hopefully, be able to pose to Hon. C.M. Drury will be repeated and I very well may repeat some of the earlier comments of Hon. David Searle. Nevertheless, I would hope that I would have your indulgence to do this and it is possible, Mr. Chairman, that I may not be as brief as I would like to be.

The report or the remarks that Hon. C.M. Drury made to this committee, I find I am in agreement with a great number of them. I agree, first and foremost, that Hon. C.M. Drury's role is that of a facilitator of political evolution in the Northwest Territories and that we have to know his thinking. I applaud his efforts not only to consult with this body collectively and individually, but, of course, with the number of other meetings both he and his staff have conducted and held over the last 14 months. I must as well, Mr. Chairman, indicate that if my voice at times cracks or if one senses a note of frustration in my remarks that is what it is and it is not meant to be in any sense disrespectful either to Members here or to our guest. I think the pace of political and constitutional development in the Northwest Territories over the last 12 years has been in fact unprecedented, but the frustrations that we have, at least in my opinion, are that that pace is gradually slowing down into lower gear and because, I guess, of the apprehension we have that this House may very well not be in existence when the final report of Hon. C.M. Drury will be made and I have a concern as to whom he is going to make his final report available, at least in the Northwest Territories here. I have no concern obviously that he will make his report to the Prime Minister or at least I would hope that it would be to the present Prime Minister, but that is possibly in question as of this date as well.

#### Frustrations In N.W.T.

So, there are many frustrations that we have. We have the frustration of course, in not being able to move at a pace that will take in our concerns. We obviously have the frustration, of course, with the duplication by the federal presence in the Northwest Territories and that is what it is. I think we do understand the responsibilities inherent in acquiring and getting authority from the parent government. I think the situation in the Northwest Territories is not a peculiarity but, of course, as Hon. David Searle has indicated, it is something that is prevalent throughout the country. One looks at recent evidence of this in such provinces as Nova Scotia, Saskatchewan in the recent mini-election. I think we have to get confidence and we have to earn the confidence as others have to earn the confidence and there is a lack of confidence that has been expressed at different times.

There were certain comments, of course, or statements that Hon. C.M. Drury makes within his remarks that I think we do disagree on. Hon. David Searle raised a couple of these but I am very pleased to note in Hon. C.M. Drury's comments and I think it is on page ten, where he indicates that within his findings he finds a great number of northern native people, the majority of them do not want ethnic states. We believe that because I think we represent by the number of people here, the majority of people. I guess I would raise the question, that is the conclusion that Hon. C.M. Drury comes up with, that in fact we do represent them and not other people who may claim to that. I think that we have to be able to do the things that he suggests. I think in terms of political and constitutional development there is the responsibility for northerners themselves to work out the political framework and structures that would be found acceptable to all Northwest Territories people. I think that northerners should decide and that is the crux of the issue as he so readily identifies, that northerners should be the people who will determine whether in fact we make decisions in the North and not have those decisions made for us in Ottawa. I only wish that we were able to make our present Member of Parliament understand that.

Proposed Amendment To Constitution

Hon. C.M. Drury talks about a constitution for the Northwest Territories. There is at the present time, of course, a proposed constitution amendment bill just recently before a joint committee of the Senate and the House of Commons and we have made representation there about the lack of acknowledgement of the Northwest Territories within that document. I do not know if we are able to get our own. I guess the only way we would be able to get our own constitution would be to declare independence, secede, but I think that is what the whole question in Canada is about now, to keep it together and, again, we would like to get in.

I guess the decentralization issue, the devolution, is more towards what this government has been doing than the federal government. I guess I should not say "I guess"; it is, in my opinion. We have decentralized. We are doing it. We plan to decentralize even more. We have devolved and I think you can look at specific examples of both decentralization by this government and of devolution but when you look at the federal government and decentralization and devolution, especially in the North, you do not see it. You can see it in Red Deer because of the cabinet minister; you can see it in Prince Edward Island again because of the cabinet minister but we do not see very much here. We can not even survey lands within municipalities. Those municipalities have been our agents to sell it. That survey has to be done through Ottawa.

Goal Is Transfer Of Programs

The transfer of programs on a long-term basis is a goal that we want. We do not see very much in the way of concrete examples of any kind of devolution or decentralization to the North. The last kind of decentralization or devolution to the North I think occurred five or six years ago and it may be longer than that. We spent a great deal of time in the last two or three days talking about the Wildlife Ordinance and the discussion yesterday revealed that the Northwest Territories Act has not been opened up for so long that they forgot the reindeer were still in it.

I think, Mr. Chairman, the final or bottom line in this whole exercise is what we can hope to get through the Prime Minister's special representative in terms of getting it on a priority basis because he is the Prime Minister's special representative. You will recall that this body asked the then minister of Indian Affairs and Northern Development, the Hon. Warren Allmand, if we could set up a constitutional inquiry committee. We were told that the issue of political and constitutional development in the Northwest Territories was of such a magnitude it would be too much for one cabinet minister to handle. The magnitude of the difficulties, the problems at that particular time were such that the Prime Minister asked us if we would accept a special representative. Therefore, in my opinion the Prime Minister must have attached great importance and priority to it and if Hon. C.M. Drury is a facilitator of political development then it is through his office that we must be able to get our particular goals for constitutional and political development on the priority list of cabinet.

And so we come down, I think Mr. Chairman, to the bottom line. Hon. C.M. Drury has indicated that he does support this Legislature in the goal to have the decision, as every other jurisdiction in Canada now has, to set the number of constituencies for this area. We have to know how that will be done, not only how, but of course the question of time, when it will be done. I think, Mr. Chairman, the advancement of our short-term legislative and administrative bills have to be addressed -- and as Hon. David Searle asked Hon. C.M. Drury, how many of these has he really addressed himself to? It is really one and I appreciate the comments of Hon. C.M. Drury in relation to that.

### Realization Of Short-term Goals

I know I am prepared to sit and run my head against a brick wall in looking at long-term goals if in fact we can get the short-term ones. I would suggest, Mr. Chairman, that there are others within this committee of the same mind. So, Mr. Chairman, I think that not only have we indicated to the present Minister and the other ministers of late, our frustrations but I think we looked at Hon. C.M. Drury and indicated to him the frustrations we have and I know that he does recognize it. Nevertheless, because of what we accepted and the reasons and the rationale of accepting the special representative I think that we have to again use everything to get the realization of our short-term goals as the priority of cabinet and again I would like to believe that we could have it without disappointment.

Hon. David Searle has indicated and talked about the things that we have advocated to which Hon. C.M. Drury addresses himself as well; what we should be doing, the preparation of a territorial charter of human rights. We have asked for that and again as most Members will know and recognize within the proposed constitutional amendment bill at the federal level there is a charter of human rights but it has very little to do with and will do very little for the Northwest Territories. The talk of division, we have said it should be a decision for northerners and again, Hon. C.M. Drury as well as we agree on that. Northerners should make decisions that affect the North.

### Mistakes Will Be Made

I am not sure if I agree with Hon. C.M. Drury that we should substantiate our proposals for additional legislative and executive authority in terms of efficiency, capability and devolution. I think we have to grow and if we are going to make mistakes, and Lord knows we will and have as the media have indicated over the last three and a half years, that is the growing up process. We know and recognize that we will make mistakes but it has to come about. I can not run until I learn how to walk. I likely did not learn how to walk until I learned how to crawl.

I do not think that we have to substantiate whether what we are asking for will be more efficient. I do not think we have to substantiate whether we are more capable. That is not the issue. The issue is whether northerners will decide development in the North rather than have it decided in the South and Hon. C.M. Drury agrees with that. If we do not get those short-term goals within the life of this particular Assembly we will not get them, somebody else will or somebody else will have to fight it.

Hon. C.M. Drury recommends a possible setting up of a Northwest Territories constitutional group. I suggest we will be back at square one as this is what we suggested a year and a half ago, close to two years. So, Mr. Chairman, again I come back finally with, I guess, one question and one question only of the Prime Minister's special representative: Does he have the authority, the clout, call it what you will, to insist that our short-term goal has the priority that we were led to believe the Prime Minister attached to it in setting up Hon. C.M. Drury's office? Thank you, Mr. Chairman.

THE CHAIRMAN (Mr. Stewart): Thank you. Hon. C.M. Drury.

HON. C.M. DRURY: Mr. Chairman, I suppose the quick short answer to Hon. Arnold McCallum's question is no. I do not have the clout to guarantee that the priority will be given by parliament to the enactment of an amendment to the Northwest Territories Act. I do not have it, I do not control priorities and I would hope he would recognize that the process of priority determination in Ottawa is based rather more on argument and reason than it is on what he refers to as clout. I am relying on that. I am basing my feeling about this on some years of experience and I think it still prevails and I think that the Northwest Territories have a good case or a high priority in this particular instance.



THE CHAIRMAN (Mr. Stewart): Are there other speakers? Hon. Arnold McCallum.

HON. ARNOLD McCALLUM: Mr. Chairman, may I develop for a minute rather a final remark? The Commissioner referred to it in his Address at the opening of this session and he said that throughout the world Canada is being referred to as the enigma of the world. We have the potential to be a leader in the world and yet we are going the wrong way. We have the riches and I guess a very facetious remark would be that maybe we should declare war and get defeated without firing a shot. Get the foreign aid and we would be able to look after ourselves financially then because the two most financially independent countries in the world now were in that particular spot some 30 years ago.

Reference To Executive Committee

I think, Mr. Chairman, of all the things -- and again I have to borrow from what the Commissioner said -- Mr. Justice Tallis' report, the Electoral District Boundaries Commission report, after a large consultation with people in the Northwest Territories has recommended that we should increase the size. Now we need the authority to do so and I think as the Commissioner so rightly put it we can get it. If there would be one thing that this present body could hold its head up to, it would be that in fact, we did get greater representation for the people in the Northwest Territories. Involved in that of course are the other short-term goals that would change names. I am very pleased to hear Hon. C.M. Drury refer to the Executive Committee. It is an executive council because I implied from that, that he agrees with us that we should be called a Legislative Assembly. The problem is if we become an elected executive council, we have so many councils now that will be the addition of another one so I am very pleased that he used the terminology "executive council" and then our elected Members to it would be Members of the executive council, as with its counterpart at the federal level. Thank you, Mr. Chairman.

THE CHAIRMAN (Mr. Stewart): Thank you. Mr. Nickerson.

MR. NICKERSON: Thank you, Mr. Chairman. First of all, I have to add my thanks to Hon. C.M. Drury for coming here today. I certainly enjoyed listening to his presentation and I hope that we will continue to have good relationships with Hon. C.M. Drury and that eventually he might do us some good. My comments, I am afraid, are likely to be slightly repetitious. I underlined the same things in the speech as did Hon. David Searle and Hon. Arnold McCallum. I think that Hon. C.M. Drury's presentation was a pretty good assessment of the issues at stake in the Northwest Territories today as they relate to constitutional development. I might question some of them but I would oppose them in matters of degree rather than anything else.

In my opinion the presentation might have been better made, say, to a university in the South rather than to practical politicians and administrators. I would have preferred had Hon. C.M. Drury been a little bit more specific on occasion. Now, I hope Hon. C.M. Drury will not mind me saying this, but he has a certain way with him that when you ask him a question he will reply by asking four questions. There was approximately 2300 years ago another gentleman who operated in very much the same manner. His name was Socrates, a very famous philosopher and his mode of operation eventually so exasperated the citizens of ancient Athens that they had to take very strong measures against him.

---Laughter

SOME HON. MEMBERS: Hear, hear!

MR. NICKERSON: However, I would like to congratulate Hon. C.M. Drury on the one specific point that he brings out in his discussion and that is the need for greater representation in the Northwest Territories and an expanded Legislative Assembly. Eventually he will have to weigh the various issues. At this point in time he has pointed out the arguments on both sides and, of course, all political issues have valid arguments on both sides of them, otherwise they would not be political issues and I hope that eventually he will get around to deciding one way or the other on them, that something has to be done eventually.

#### Responsibility Of Members

Like my colleague, Hon. David Searle, I take a certain amount of exception to Hon. C.M. Drury's remarks in regard to the cognizance of this body in fields of financial and fiscal responsibility. I would have hoped that after Hon. C.M. Drury has spoken to us both collectively and individually he would not have gone away with that impression because I, for one, and I know a lot of the other Members here take these responsibilities very seriously. We are fully and continuously aware of the need to finance government and the need for legislators to do things like raise taxes which does not make them very popular on occasions. We take that responsibility very seriously and we are fully aware that in the final analysis, he who pays the piper calls the tune. We can not go forever asking for more and more money from the federal government and expect them not to be making the major decisions. Of course, that is true with regard to municipalities in the territorial government.

We are fully aware of one of Dean Carrothers' postulates that to be a real government a government must have access to revenues sufficient for their purposes. I think this is an interesting point and it is one which not only in the Northwest Territories but in the whole of Canada, is being much talked about today, especially in the provinces where over the last few years, the last several years, the major increases in government expenditures have been in the fields of health and welfare which are really within provincial jurisdiction but the federal government has got into the act of funding these to a certain extent, 50 per cent more or less. Hence the federal government has infringed on provincial areas of jurisdiction because of their spending power and that is a great question in some of the provinces at the present time.

Hon. C.M. Drury was quite correct in saying, I think, that with the continuous demand of people on government to provide more and more services, governments are getting more and more power to infringe on the lives of individual citizens and, of course, are required to raise more and more revenue either by way of taxation or just by printing it and thereby collecting the money through the process of inflation. In the Northwest Territories I do not say that we are not guilty of that, of course, we are guilty of it, but some of the expenditures that we engage in here are imposed on us from the South. They are not things that we ourselves necessarily ask for, but it is things that people in the South said that we should have.

#### Policy Stated By Federal Government

The federal government, for instance, has a stated policy which presumably meets with the approval of the House of parliament, in which we only have at the present time one Member, so it really does not reflect our point of view to such a great extent, but their policy is that services, health, welfare, education and everything else in the North should be of a comparable standard to those in the South. Now, I do not really know if that would necessarily be the view of many people in the Northwest Territories. I think, 15 years ago people who lived here realized that they could not expect those kinds of services and were prepared to do without them and a lot of studies have taken place and people have come up from Ottawa and other places in the South and told us "Look, you can not live in that house, it is substandard by Toronto standards. We have to build you a much better house," and 15 years ago we were quite satisfied to live in a house which would have been substandard by Toronto standards. So, there is a lot of demand for expenditures in the North which are not really demands from citizens here. There are demands from the people in the South who are trying to tell us what is best for us.

### Taxes In The North

I think that this Legislature has addressed itself to many of the financial and fiscal areas of responsibility. We have imposed upon ourselves or taken over the responsibility for collecting income tax. That in my opinion was one of the biggest moves towards eventual responsible government that this Legislature has taken during its life. Because a dollar in the Northwest Territories would only be the equivalent of, say, 60 cents or 75 cents in the South and because of the progressive nature of the income tax, we are probably in real terms paying one of the highest rates of taxation in Canada and we have not shirked from our responsibility of levelling those high taxes on our citizens. Similarly, I believe liquor prices are the highest in Canada. We have imposed very high liquor taxes on our citizens. Similarly, with the petroleum products tax, our citizens are paying rates much higher than our sister province to the South, Alberta. I guess whether or not they agree with the Legislature, whoever imposed these taxes on them will be determined at the next election but I would hope that the people of the Northwest Territories are cognizant of the fact that if they want their own government, they have to pay for it. We have levied taxes of a comparable nature and in many cases even more than in the provinces; practically everything in the Northwest Territories with the exception of a general sales tax. The rationale for that is that if you have to pay a dollar for an orange in Grise Fiord we really do not think there should be another ten cents tax on it.

We are equally aware that in the Northwest Territories today, regardless of what taxes we impose on income and sales and everything else, it will not make that much difference toward eventual financial responsibility or self-sufficiency. The only real money, government revenues, in the Northwest Territories is in resources, particularly hydrocarbons and probably to a lesser extent in minerals and we are very pleased that Hon. C.M. Drury in his address mentioned revenue sharing which is something that we have been pressing for, the last three or four years. We have suggested various formulas whereby this could be done equitably and at one time when the Hon. Judd Buchanan was the minister of Indian Affairs and Northern Development, this matter very nearly got to the federal cabinet. We would encourage the federal government and the Minister of Indian Affairs and Northern Development to again enter into discussions with us on this very important subject. Any recommendations that Hon. C.M. Drury might have as to how we should go about an equitable system of revenue sharing I am sure we would be very pleased to listen to.

### Paper On Devolution

I, in the same way as Hon. Arnold McCallum and Hon. David Searle, am very pleased that Hon. C.M. Drury has, should I say, accepted many of the things that we said in our paper "Priorities for the North", particularly those relating to devolution. We agree with nearly everything that he says, I am sure, about devolution. It is something that we have actively pursued. Again just as an example, matters relating to possible political division in the Northwest Territories -- that is something that we mentioned in "Priorities for the North" -- and there we laid out a possible way of determining by referendum whether or not the people of the territories would like division at this point in time.

My final points, Mr. Chairman, deal with the timeframe in which this exercise is taking place. Hon. C.M. Drury, in his presentation said that the rate of change in constitutional matters in the territories at the present time were unprecedented in the Canadian experience. I might argue that a little. I can think of a period of time, say, between 1836 and 1846 when Lord Durham was going about his business and that in my opinion might have been an even quicker -- quicker changes taking place at that time. Similarly in the period 1871 and maybe for 15 years thereafter in the area of the Northwest Territories which was experiencing very rapid constitutional change, although the people at that time thought they were going very slowly, the same as we do. They were experiencing rapid political change as well as rapid economic development at the same time with the building of the transcontinental railway and the settling of the prairies. So I think there are good examples in Canadian history where we have moved at even a faster pace in the last few years here.

I am afraid that I share to a certain extent the view put forward by Hon. Arnold McCallum that from the present standpoint it looks like we are slowing down in the Northwest Territories, we are losing impetus. I certainly hope that that is not to be. I would encourage Hon. C.M. Drury to go about his business as quickly as possible. Maybe he should think of reporting to the Prime Minister some time before 1980. This deliberate slowness of the process at present is giving credence to the belief that some people have, the feeling that the appointment of Hon. C.M. Drury means that the whole thing is laid aside to keep things quiet in the North for a number of years and I do not think that necessarily is true myself and I hope that actions are taken to show that it is not true. Thank you very much, Mr. Chairman.

THE CHAIRMAN (Mr. Stewart): Thank you, Mr. Nickerson. Hon. C.M. Drury, do you have any comments you would like to make at this time?

HON. C.M. DRURY: I am not sure, Mr. Chairman, I should try and answer the challenges that Mr. Nickerson has made. This probably would be the wrong time. I will engage him in private. I would like to thank him for his warning of the fate that befell Socrates but I would only like to say to him that we all like to live dangerously.

#### Provincial Income Tax

I should perhaps point out that in respect of health and welfare as being a provincial responsibility in southern Canada with the federal government intervening through the power of the purse, there recently has been some progress in the 50 per cent or the one half contribution formula which has now been changed to one of raising the necessary revenues by provincial income tax, with the federal government withdrawing by an equivalent number of points. So that now the more orderly, if I can put it this way, state of affairs should reign when we finally get agreement and this gets working whereby the control of the provinces is virtually entirely in their own hands. They not only raise the revenue themselves but also are the masters of its entire spending.

I undertake to put some considerable effort into the kind of advance of this revenue sharing formula basis, not for the purpose of getting more money for the Northwest Territories but to give them in their own annual choice making, budget making, some certainty of the kind of resources between which they are going to have to make choices. You can not make choices if you do not know what you are going to get and the virtue of the formula is not more money, more resources but certainty. I certainly subscribe to this notion that it is difficult to be masters of your fate if you do not know what you are going to get and consequently are not in the position to make choices but merely to continuously be asking for more. Thank you, Mr. Nickerson, we will get together privately.

THE CHAIRMAN (Mr. Stewart): Thank you, Hon. C.M. Drury. Other speakers? Mr. Steen.

#### Praise For Simplicity Of Understanding

MR. STEEN: Mr. Chairman, I was hoping to be the last. However, I would like to first of all compliment the special representative of the Prime Minister, Hon. C.M. Drury, for the simplicity of understanding in his speech. It was very well written for us who do not, native people who do not know big words that we have been reading in the past from other speeches. We went through his speech understanding pretty well everything that was said in it.

His speech in my opinion, I believe most of it is true, there are a few items in there that I disagree with. Some of it hits a little bit low. I say that not only for this Assembly but I also say that for all the residents in the Northwest Territories. On one hand he gives us a pat on the back and on the other he reprimands us and he is saying that provincial status is too big a tool for us to handle at the present time. While I have to agree to that extent that provincial status is too great for us at the present time, I believe that we can work towards it and by using all the people of the North through legislative or any kind of a body that represents all kinds of people of different ethnic groups. I think it is starting to go that way now and the way this Assembly has been working in the past three and a half years or more I believe we have been very successful in working together, understanding both sides or the three sides of the different ethnic groups that are in this Assembly.

I am very pleased to hear that he supports the enlargement of this Legislative Assembly because I think that in itself will pull all the people of the different opinions that we have at the present time together. I am a little bit concerned regarding the speech that it may arouse a number of sore feelings or wounds that were inflicted in the past by the Berger Inquiry. I feel that this may be another stirring of the pot. However, I hope that we have grown up in the past few years and will not allow these old wounds to reopen because of something like this coming up.

There are some things in this particular speech which we are arguing already which the Hon. C.M. Drury suggests that we should be doing and as to decentralization I feel that we can only decentralize so fast. If we decentralize too fast then we might have a little bit of a problem as to where we are spending our money. Decentralization should come from the federal government also. We are getting none from the federal government to speak of.

#### Evolution To Take Care Of Cultural Needs

I think, you know, that we are evolving from a time only 12, 15 years ago when the native people evolved out of the boondocks into this era of time when we are beginning to understand the workings of political development and the rest of it. I believe Hon. C.M. Drury mentioned that somewhere in his speech and he is right. There is nowhere else in the country where any group of people have evolved so fast. We had to evolve that fast in order to take care of the social needs, the cultural needs of the native peoples. Many of us can see now and look back and say "Well, we did a pretty good job" and I think more and more people as they become educated will be able to take on and fill the missing places in constitutional development of the Northwest Territories.

I hope that, Hon. C.M. Drury, being the big father, I have not been sassy when I was answering him. I think there are one or two questions I would like to ask him before I finish. He mentioned on page 19, he is speaking pertaining to Western Arctic groups and the Eastern Arctic groups, this body might be instituted territorially or regionally through institution of an Eastern Arctic or a Western Arctic group and he says he has some specific ideas on how such a group might function. Perhaps if he would care to reveal how this group may function it would be most appreciated, Mr. Chairman.

THE CHAIRMAN (Mr. Stewart): Hon. C.M. Drury.

HON. C. M. DRURY: Mr. Chairman, through you to Mr. Steen, in response to his question, I suppose it is that old man Socrates at work again, the final sentence I have said "I believe this is something for you to consider first." I do not think basically what you want is me to tell you how to do things and I try studiously to avoid this and until you have had a chance to think about it, perhaps even discard the idea of being unworkable I would prefer to leave my suggestions, my ideas of what could work and what could not work until you have had a chance to think about it. Now, I am ducking the issue but I do think and I would prefer that I not be thought to be dictating or telling you what and how to behave. After all, this is the basis for most of the unhappiness in the North. There is too much of southerners coming in and saying what and how it should be done. That is a trap that I would like to try and avoid.

THE CHAIRMAN (Mr. Stewart): Thank you, Hon. C.M. Drury. Mr. Steen, do you have any further questions?

#### Transfer Of Bureaucracy

MR. STEEN: Mr. Chairman, really most of my questions have been voiced by another Member earlier. There is one other portion of this speech where he says that the people in the field are sick and fed up with the bureaucracy and I think he is right when he says that. However, there is another place in the speech which says that he would like to see it instituted on the lower level. Now, is that just an exchange and taking the bureaucracy from the top level and bringing it lower?

HON. C.M. DRURY: Mr. Chairman, I suppose in a sense it is if by bureaucracy, one means resource people, but the problem is not with the actual bureaucracy apart from the question of cost, its existence, the usefulness of resource people but who controls them? What I am suggesting here is it would be more meaningful to a community to have control of the resource people, to direct their talents and energies, to meet the priorities of the communities rather than direction from a higher level of government, perhaps ultimately Ottawa. They receive their direction and their instructions and what obviously must be Ottawa's priorities rather than the priorities of the communities. This change I do not think is likely to result in any diminution of the number of people who are on the public payroll but control of them and directing their energies can, I think, in the long run more usefully be done locally than from a distance.

THE CHAIRMAN (Mr. Stewart): Thank you. Anything further?

MR. STEEN: Mr. Chairman, I would like to take a shot at him but since he is the Prime Minister's special representative I think we should still remain friends.

---Laughter

THE CHAIRMAN (Mr. Stewart): Other speakers? Mr. Kilabuk.

MR. KILABUK: Mr. Chairman, I am not going to have too much to say in this particular area. I do have one question to ask, that we have in our presence a representative of the Prime Minister and it is very pleasant for him to come to us and speak to the Members of this Legislative Assembly of the Northwest Territories. It was very nice of him to indicate what he had been dealing with in the Northwest Territories. He also clarified his views and expressed them very properly. However in some cases I do not agree with some of his speech, not all of them mind you, but a few of the remarks he made.

#### Traditional Lifestyle Changing

My main purpose was that the native people of Canada in the Northwest Territories have our lifestyle changing and there are some indications too, where some

lifestyles do not totally come within the traditional lifestyle, especially pertaining to the regulations in the ordinances. I think the people of the Northwest Territories are not given the opportunity to fully participate in the ongoing things that are happening in the North. I truly believe what Hon. Arnold McCallum indicated when he said that he would like to see devolution happening in the North, what it means is that once devolution comes into existence then the communities will be able to fully participate and control their lifestyle. When that comes into existence the Inuit will have control over their lifestyle.

In the past I have noticed the lifestyle of the Inuit is not altogether the same. For example, I do not live my traditional lifestyle while I am here. Once I get back to my community then again I will be living the traditional lifestyle and it is indeed obvious that in the communities that they would like to have control over the affairs of their municipalities and as it was indicated earlier about the Wildlife Ordinance that in some parts of my constituencies the Wildlife Ordinance is totally opposed where they have indicated that if the Wildlife Ordinance is passed that some of their lifestyles will disappear. Perhaps once we pass the bill then we will be able to note what parts of the ordinance suit the people of the Northwest Territories and what parts do not suit the people of the Northwest Territories. Also we in the Northwest Territories, the representatives of the Northwest Territories, have indicated that we would like to have some power into this particular area. Naturally, we, as being the people of the Northwest Territories, we the elected Members of the Northwest Territories have been dealing with only the things that we could deal with and we do not in any way deal with anything that we know that we are not going to have control over.

#### Fewer Visits To Baffin Region

Now, he indicated that he will try to support the people of the Northwest Territories. I thought earlier from some of his remarks, he indicated that in September, 1979 he will no longer be representative of the Prime Minister. Perhaps we voice some of our opinions in ways that in some cases we might progress once the Prime Minister knows our intentions maybe perhaps we might have to delay some of the items we are dealing with. This is only my opinion and especially he has visited the Western Arctic and he also dealt with electoral boundaries and he has not visited Baffin region as much as he did in the Western Arctic. Also, he had an occasion to speak to the Baffin regional council members in 1977. Now, I would like to ask what he thinks of the Eastern Arctic because we, the people of Eastern Arctic, have very very many responsibilities and our population is quite large in number. Also we have to deal with the things that we want to do and also there is a committee called Eastern Arctic marine environment surveys and those particular committee members do not have any power and I would like to express to you that the Eastern Arctic marine environment surveys committee members should be given some consideration and they should have power to deal with the Eastern Arctic marine environment surveys. I would like to ask you now: what do you think of Baffin region? I am sure being my very good friend you will be able to answer me properly.

THE CHAIRMAN (Mr. Stewart): Hon. C.M. Drury.

HON. C.M. DRURY: Mr. Chairman, Mr. Kilabuk has asked a number of questions, some of which I can perhaps answer, but I am not a political seer and I do not pretend to be able to forecast the future political life of Canada.

#### Ordinances Should Reconcile Differences

I want to try and make one point in that he is apprehensive that the actions of either the federal government or the territorial government will impose limitations on the lifestyle of the Inuit. I would point out that it is up to this body in respect of its ordinances to reconcile these differences of view as between the Inuit in the Northwest Territories and the Northwest Territories as a whole. It is this kind of consensus which is being sought and achieving

it is the challenge, the basic challenge which faces the Council.

I am delighted that at least in this one instance there appears to be evidence of a dialogue taking place between those who are representing or speaking for particular native groups in relation to the whole and that this should be done here and that the possibilities of effecting a reconciliation will be here, to me is most encouraging and I think we want to have more of it.

As I point out, however, in my paper the federal government has, by virtue of the British North America Act a responsibility from which it can not release itself in the moral sense, a responsibility for protecting the basic interests of the native peoples and in this sense the Minister regardless of how much devolution there may be in the general sense will continue to be a protector, a guarantor on behalf of the federal government that the rights of the native peoples are adequately protected. But this does not mean that a compromise, the accommodation between competing or conflicting interests within the territories should not be reconcilable and worked out in this Assembly. I am glad to see, Mr. Kilabuk, that you are putting forth a point of view not only in respect of my work but also in relation to the electoral boundaries ordinance under consideration by the Assembly.

I would point out that when I used the term "Prime Minister" in my paper and attached to it certain dates, this is a report to the Prime Minister whoever it happens to be. Now, my appointment is one referred to in British parlance as "parked pleasure". My duties can be terminated by the man who appointed me, the Prime Minister, whatever his name may be. So anything I say is subject to that possibility looming up. Obviously, your displeasure whether it be of a Socratic nature or for Socratic reasons or any other will be a consideration in him deciding whether to terminate or continue.

THE CHAIRMAN (Mr. Stewart): Thank you, Hon. C.M. Drury. The hour being 4:00 o'clock. Is it the committee's wish to recess for 15 minutes for coffee before we hear the next speaker?

---Agreed

This committee stands adjourned for 15 minutes.

---SHORT RECESS



THE CHAIRMAN (Mr. Stewart): The Chair recognizes a quorum. Hon. C.M. Drury, I understand that you have a further reply to Mr. Kilabuk. You have the floor, sir.

Comments On The Baffin Regional Council

HON. C.M. DRURY: Thank you, Mr. Chairman, yes. As I explained to Mr. Kilabuk I did not get all of his remarks and particularly I did not get his questions to me. Consequently I did not answer. Correct me, Mr. Kilabuk, if I am wrong in what I have learned from earlier discussions, namely, would I comment on the Baffin regional council and why have I not travelled more extensively in the Baffin region. If those are the questions I would like to say first with respect to travelling in the Baffin region my visits there have been rather fewer than in the Mackenzie Delta as the list will show. This is quite correct. It does not mean, however, that I have finished travelling. This is still to continue. I have been and will be available to respond to meet with and discuss with any groups in the Baffin region or elsewhere who desire that I do so. I am still eager to learn. I do not think that I have learned all there is to be learned and would welcome a discussion with any group in the Baffin or elsewhere which is interested in such a discussion.

In respect of the Baffin regional council itself this is an initiative of the Northwest Territories which in my view is not only a good idea, it is proving itself successful and evolving, growing in usefulness to the people of the Baffin region in a way I think it was hoped it would. This is a form of government which ideally comes from the bottom up rather than from the top down. The Baffin regional council is composed of delegates or representatives of the communities which send them there and they in turn are representatives of particular communities. The people who go as representatives and the agenda of the regional council meetings are determined then by the people in the communities, not by some superior government and the kind of discussion, the kind of accommodations or agreements that are reached within the council clearly represent agreements and accommodations as between the communities and I myself have been very favourably impressed with this particular evolution and have no hesitation in commending its adoption elsewhere.

THE CHAIRMAN (Mr. Stewart): Thank you, Hon. C.M. Drury. Mr. Kilabuk, do you have any further questions at this time?

MR. KILABUK: Mr. Chairman, I am sorry, you were not at the last of our meetings but if they wish to see Hon. C.M. Drury it is up to them to invite them. It is their wish. They are glad that Hon. C.M. Drury is willing to meet with them. Those are all the questions I have. Thank you.

THE CHAIRMAN (Mr. Stewart): Mr. Lafferty.

Economic Chaotic Conditions In The North

MR. LAFFERTY: Mr. Chairman, at the risk of being repetitive or whatever term might be used, I would like to take this opportunity to congratulate Hon. C.M. Drury on a job well done. I do realize that the report before us is not a summarization of what he has found but rather, an indicator of what is going on. I must say that he has touched on our fundamental and basic economic chaotic problem in the North that results in the seemingly economic chaotic conditions that we have found ourselves in. In the past we have blamed various inquiries and government programs, governments and of course political organizations but I would think in my opinion, Mr. Chairman, that that was accurate because the truth is beginning to appear.

THE CHAIRMAN (Mr. Stewart): Excuse me, Mr. Lafferty, the interpreters are having difficulty hearing you. Would you get that microphone a little closer, please?

MR. LAFFERTY: Can you hear me now? The people in the North and particularly in the Mackenzie are quite different from each other. Perhaps we are not unique in that sense but nevertheless it is experienced to a far greater degree than any place else. We are more or less an integrated but not an assimilated society and therein probably is some of our problem. The native people as I understand them are not of the same value, culturally, socially or economically. I have attempted on numerous occasions in this Assembly to represent the cultural value of the Indian people to the best of my ability. Nevertheless, it gets lost in the interpretations of what I say. Among the native peoples our principal cultural growth under which most of us people in the Mackenzie live I might say is the Metis cultural group. We actually live under the cultural umbrella of the Metis people. Whether we call ourselves others, Indians, non-status Indian, it makes no difference; the fact remains the clear majority of the native people in the Mackenzie are Metis people. Some of them are white people who are married to Indian women, some of them are half-breed men who are married to Indian women and vice versa and among these we have a dominant descending people from the early half-breed settlers who are still here with us.

#### Historical Roots

However, our legislation in the North does not reflect the needs of this large group of people. The Metis people of the Mackenzie Valley are connected not only historically but by blood relation to the people of Manitoba, Saskatchewan and Alberta. I for one as I sit before you am such a person. My roots go right down into the state of Minnesota.

If this is the case then, Mr. Chairman, we are at the time and place when we must rethink what we are doing, because at this time in politics to compromise our interests is no longer the answer. The people of the Arctic, economically and socially, are much different than we are. They are of only two linguistic dialects. We in the Mackenzie have approximately a dozen different dialects and among this linguistic group we have a large percentage of our people who are French speaking but you do not hear them speaking French in public. We, in my family in Fort Providence, Fort Simpson, Fort Resolution, Fort Smith and Peace River are historically French speaking people and have been schooled by the Catholic mission. So, there is another problem but under the government system of the Northwest Territories and through Indian Affairs seemingly there is an encroachment on our rights by what is happening at the national level. It seems like there is a preference of legal rights rather than moral rights and I, as a representative person here representing Mackenzie Liard, feel very strongly. I believe I have a moral obligation not only to the Metis people but to all of my electorates comprised of Indian, Metis and whites and each are asking for fair treatment. This is what I seek for the rest of the people in the Northwest Territories and probably that is one of the reasons you never hear me raise questions that I feel would compromise the interests of the people of the Northwest Territories.

#### Recognizing The Metis As A Distinct Group

If I was to sit here because I had vested interest that was personal I would get into business. Because of the encroachment of our natural rights in the North, the rights that are inherited, the rights that are by birth but which are not constituted or protected at the present time. Some time ago in the last couple of sessions I have received the support of this House asking the federal government, which is the Government of the Northwest Territories and I must be honest about it, to make amendments to the Northwest Territories Act, subsection 14(3) for the purpose of hunting,

fishing and so on, to recognize the Metis as a distinct group. I have never heard anything about it since. The response that I have received to that request was paramount but nothing has happened. It is no wonder that we have mistrust of political groups when you see one segment of your own society being treated unjustly, unfairly and not being heard then you are bound to create mistrust.

I do not blame the native organizations for this, none whatsoever. I feel very strongly, Mr. Chairman, that this Legislative Assembly which as the Prime Minister said is the principal political body in the Northwest Territories has the responsibility to stand up for the rights of the individual man on the street as well as in his home. As a matter of fact I can even go further and say it has the responsibility for what kind of home exists in the Northwest Territories; the kind of people we will have in the future, the way that we will live in the future, the history that we will tell our children in the future, the moral obligations that we have to each other as Canadian people. As I indicated we are so different from each other in our values and these questions that I have raised time and time again but they have never been pursued in seeking an answer of why are we different. We are different because we are brought into an environment where we begin to learn by the things we see around us and that, too, has been communicated to the native organizations but nobody pursues it. We, among the Indian and Metis people, in our entrance year are usually permitted to do things, to seek things for ourselves and to feel things out and these are the things we identify with. We are not brought up in a world of a mechanical or artificial surrounding. We are raised to feel our own existence and if we are truly representative of all the peoples of the Northwest Territories then these values must be reflected in this House and I have said this time and time again, Mr. Chairman.

#### Northern Needs And Demands

I compliment Hon. C.M. Drury for having had the courage to touch on the truth of what is going on in the North in spite of the different opposing views in our country as a whole and here in the Northwest Territories I feel that the first step has been taken. I feel that on this document that is before us now that is public, people can come out in confidence and that their views will be heard. At least we have a door opening through which we can probably unite. So, if I got punched below the belt, it would not be the first time. I was a guy who was knocked around but I maintain that I was a Robin Hood and I am not a saintly person or I am not a perfect person and if I can cheat the Hudson's Bay out of a million bucks and I can give it to a poor man I will and that is the northern people. The only company that operates in the Northwest Territories that reflects that in their management policy and that too they are trying to break down is the Hudson's Bay Company. The Hudson's Bay Company in most places will extend credit to a native person and never take him to court to collect their bill because of a time schedule but I know of two good operators in the North who will. So, there is a moral question and there is a matter of tradition in the North. Northern businesses must reflect the northern needs and northern demands. The legislation of the Northwest Territories must reflect the views, the interests, the aspirations, the culture of the people that it serves and for that I am very happy that Hon. C.M. Drury very ably points out in simple words what we have not done and what was our responsibility. We did not carry it and so now it is before us. I compliment you, Hon. C.M. Drury. Thank you, Mr. Chairman.

THE CHAIRMAN (Mr. Stewart): Thank you, Mr. Lafferty. The next speaker I have is the Hon. Peter Ernerk.

HON. PETER ERNERK: Mr. Chairman, I have a very simple question to begin with. I notice that the Hon. C.M. Drury has not visited the constituency of the Keewatin and does he not know where the Keewatin region is on the map?

HON. C.M. DRURY: Mr. Chairman, yes, I have been to some places in the Keewatin; Baker Lake, Rankin Inlet, Coral Harbour, not on that list, which is that list in response to invitations and if I have not been to the Keewatin it is because the people, I take it, in the Keewatin have felt that I can not help them or usefully serve their purpose.

#### Transfer Of Provincial-type Responsibilities

HON. PETER ERNERK: Mr. Chairman, I was looking at the schedules here and it is not a big issue but Hon. C.M. Drury would also be welcome to visit some of the communities in the Keewatin region before his term is over. I think very briefly, Mr. Chairman, that the native people, speaking of the native people in the Northwest Territories, they want to take part in providing leadership to the people in the community. I looked at different suggestions and I want to know two things. To the federal ministers and departments there will be the challenge of devolution and I will be asking them to justify continued federal control of those authorities desired by and in dispute with the Northwest Territories, particularly with respect to land management, forestry and fishery administration.

The question that I would like to ask before I go on to some other remarks is that it has already been mentioned, I believe, by one of the speakers that in our paper "Priorities for the North" that we have asked for the transfer of provincial-type responsibilities. I believe that included highways, fisheries and one that interested me very much and that, of course, is a great concern to this House and to the Government of the Northwest Territories. Does Hon. C.M. Drury have any idea with respect to the transfer of health responsibilities from the federal government to the Northwest Territories government at this point in time?

THE CHAIRMAN (Mr. Stewart): Hon. C.M. Drury.

#### Health And Welfare Responsibilities

HON. C.M. DRURY: Mr. Chairman, in respect of the transfer of health I think perhaps a number of Members of the Assembly will be aware that both the Government of the Northwest Territories and the Government of Canada have been in agreement for some time now on the principle of transferring both administration and responsibility from Ottawa from the Department of National Health and Welfare to the Northwest Territories. However, the federal government in exercising its role as trustee for native peoples has not yet come to the view that the native peoples would be satisfied or are in agreement with the proposals for transfer and that their interests would be adequately protected were such a transfer to take place. As a consequence the federal government is not making this transfer. I understand that some discussion, perhaps not very much but some discussion is taking place between representatives of native groups and the federal authorities about the protection of their rights but in some instances the assertion is made that nothing must be done until land claims are settled which does impede the possibilities of an early transfer.

THE CHAIRMAN (Mr. Stewart): Hon. Peter Ernerk.

HON. PETER ERNERK: Mr. Chairman, I have maintained and I think the other Members of this Assembly maintained, that when you talk about the transfer of health responsibilities to the Northwest Territories government, that in our opinion, at least in my opinion, the two items; namely the settlement of land claims for instance and the transfer of health responsibilities, there seems to be no conflict. They do not seem to conflict with each other. Do you have any specific reasons -- you indicated that the rights of the native people, I think you said something to that effect, that the rights of the native people must be maintained. I wonder if you could explain just a little bit further exactly what you meant by the word "conflict". That is a wrong word but there seems to be no relationship, the land claim issue does not seem to fit with the talked about transfer of health responsibilities in that health is one of the most important factors of life. Do you not feel or do you have any idea whether or not the Government of Canada feels that once the transfer has taken place that some of the rights of the native people would be taken away?

#### Obstacles To The Transfer

HON. C.M. DRURY: Mr. Chairman, I am not sure that I either can or perhaps should try and answer in detail other than to indicate what appears to be the obstacle to the transfer taking place. That is the current obstacle and one of the projects if one might call it this, to which I and my staff will be devoting some energy to see whether we can overcome these. Unfortunately, I have not yet been able to establish a dialogue with one of the native groups, a large native group, at all so it is difficult for me really to reach a judgment as to what is good, what is bad, what is right and what is wrong.

THE CHAIRMAN (Mr. Stewart): Thank you, Hon. C.M. Drury. Mr. Minister, are you finished?

HON. PETER ERNERK: I have one or two other questions if I may, Mr. Chairman.

THE CHAIRMAN (Mr. Stewart): Proceed, Hon. Peter Ernerk.

HON. PETER ERNERK: With respect to your comments in which you indicated to us that in regard to the Northwest Territories municipal councils you proposed a study of alternative mechanisms for local and regional management particularly in the areas of wildlife, education and social programming. Could you tell us exactly what you mean by this? In other words, how do you do it? What other things are you talking about when you indicate "a study of alternative mechanisms of the local governments and the regional managements" in terms of wildlife, education and social programming? Can you give us some idea as to what you mean in terms of more specific areas?

THE CHAIRMAN (Mr. Stewart): Hon. C.M. Drury.

#### Responsibilities Of Municipal Councils

HON. C.M. DRURY: Well, I do not think it would be helpful to detail more specific areas. The notion behind this really is in many settlements the community council whether it be a settlement council, a village council or whatever is charged with responsibilities for, as was categorized to me in Frobisher Bay, garbage and dogs and that is all they are charged with. There is a committee responsible for advice on education which reports not to the municipal council, the settlement council, but through a channel, through educational channels, to Yellowknife. There is another council, another committee responsible for alcoholism which again reports not to the local settlement council but to Yellowknife and I am using Yellowknife to disguise another term for the seat of the Northwest Territories government.

The choices, then, the local choices, the local trade-offs are made under this arrangement, considered and made in Yellowknife rather than in the settlement and one would hope that the people in the community, in the settlement, would agree that they should be making the choices rather than having them made in a distant capital such as Yellowknife or in the case of federal programs even more remotely in Ottawa.

It does mean that a game council, which is contemplated in the ordinance you are considering now, the hunters' and trappers' associations should be rather more closely associated with the settlement or town council than with the game council. I am not sure that I have made that point very clear but that really is what one had in mind in talking of this. There are, I am told, in one small settlement with a population of about 270 people some 17 of these committees none of whom are responsible to the settlement council but all are responsible either to Yellowknife or ultimately to Ottawa and it is rather difficult to allow the local people to make the hard choices that have to be made as indeed through the arrangements we have they are mainly made in either Yellowknife or Ottawa.

THE CHAIRMAN (Mr. Stewart): Thank you. Mr. Minister.

HON. PETER ERNERK: I am going to stop there for now.

THE CHAIRMAN (Mr. Stewart): I wonder, Hon. C.M. Drury, whether or not Frobisher Bay was able to lick their dog problem? If they have been able to I would like to get their solution.

HON. C.M. DRURY: Now, I can not answer this and I hope you will not look to me for the solution. I merely identify the problems. I tell you what I think they are and tell you how to go about settling them.

THE CHAIRMAN (Mr. Stewart): Thank you. Mr. Evaluarjuk, the Member from Foxe Basin.

#### Meetings With The Prime Minister

MR. EVALUARJUK: Mr. Chairman, I have a very short statement to make and my colleagues have spoken many times about our community councils getting some power and I am not going to make any more remarks about what my colleagues have already said. However, I would like to say that we are glad to have the representative of the Prime Minister of Canada and could Hon. C.M. Drury possibly speak personally to the Prime Minister of Canada and could he also speak to his office so that we could have a warrant on human rights.

HON. C.M. DRURY: I am sorry, I did not quite understand.

THE CHAIRMAN (Mr. Stewart): The basic question I think was whether or not you have access to the Prime Minister's office and can you go and meet with him in Ottawa?

HON. C.M. DRURY: I am able to call upon some of the Prime Minister's time but not all of it. Also, I have the use of the telephone which I do use. Is the question really can I arrange for a meeting with the Prime Minister himself and a group?

THE CHAIRMAN (Mr. Stewart): Mr. Evaluarjuk.

MR. EVALUARJUK: Mr. Chairman, I just asked if you personally could speak with the Prime Minister and my question was simply could you personally talk with the Prime Minister?

HON. C.M. DRURY: Mr. Chairman, the answer is yes, I personally can talk to the Prime Minister.

MR. EVALUARJUK: Okay, that being so, Mr. Chairman, perhaps we, the people living in the Northwest Territories, we are also dealing with issues in the Northwest Territories and sometimes we the people in the Northwest Territories find it quite difficult because we do not really know who to talk to and I think we could talk to the Prime Minister. Perhaps you could indicate to the Prime Minister about the dissatisfaction of the Inuit with the regulations pertaining to fishing and even though I am a native of the Northwest Territories I have to get a licence to do my fishing. I am sure that you are personally aware of this and perhaps you could consult with the Prime Minister about those fishing regulations that the natives of the Northwest Territories have to go around. You also indicated that there are too many regulations where the native Northwest Territories people do not really consult the territorial government and you were speaking of this and perhaps you could consult with the Prime Minister and you could say to him that the people of the Northwest Territories do require a certain number of amendments and perhaps you could consult with him and you could say to him if he could go along with the Northwest Territories people.

THE CHAIRMAN (Mr. Stewart): Hon. C.M. Drury.

#### Devolution Of Fisheries Administration

HON. C.M. DRURY: Mr. Chairman, I hope it will be noted that one of the items to which we are actively directing our attention is the devolution of fisheries administration and one has to start not with the Prime Minister but really with the Department of Fisheries and with the help of this Council and the Government of the Northwest Territories we will be asking the Minister of Fisheries and the Department of Fisheries to justify why they can not put this choice-making into the hands of the people of the Northwest Territories rather than retaining it in Ottawa. I fully subscribe to the suggestion made that the choices and the basic regulations should be decided upon by the people of the Northwest Territories rather than by Ottawa.

THE CHAIRMAN (Mr. Stewart): Thank you Hon. C.M. Drury. Mr. Evaluarjuk, anything further?

MR. EVALUARJUK: No.

THE CHAIRMAN (Mr. Stewart): Are there any further speakers? Hon. Tom Butters.

#### The Underlying Principles

HON. TOM BUTTERS: Mr. Chairman, with my colleagues who have spoken before me I thank the Hon. C.M. Drury for attending with us today and for the thought that has gone into his remarks addressed to us here. I have examined, as I imagine other Members have, the many consultations that he has had throughout the territories and noted the many people in the territories with whom he has talked and also those who now reside outside of the territories but who know of this country and its problems. He has availed himself of a very catholic knowledge of this land and a very broad spectrum of opinion. I think in doing so he has probably lost sight of the trees a bit or the forest and some of his underlying principles have thus become fuzzy at the edges but I think as his consultations go on he will tighten these principles up. As other Members have said I do not disagree in kind but in degree only with his statements.

I would suggest, though, that the underlying factors or the underlying principles really are only two, one which was mentioned by the Honourable Member from Yellowknife North and that is that "he who pays the piper calls the tune". The second is that "you can lead a horse to drink but you can not make him water", so those two principles I give to you at no charge and may you use them how you will. I would like to emphasize too, as I think some speakers have, the climate within which your commission is taking place. But before I move to that climate I commend to you the uniqueness in which you are carrying out your inquiry, your accessibility, your availability to people and I think that by the time you are finished your progress throughout the North more people who wish to speak to you, the simple people, the people who do not come before the big commissions will have had this opportunity and will have done so. I thank you personally for the time you have taken to speak to people whose names I gave you and whom I know you addressed yourself to and talked to at their convenience. So I thank you for this.

There are two things you mentioned and one was the change in pace of the political evolution in the Northwest Territories as unprecedented in our Canadian experience and I think this is a very true statement. I recall as a Canadian living in the North just a few years ago that I was a disenfranchised Canadian. I had no member in parliament that I could vote for. I had no member in this Northwest Territories House that I could vote for and I had no member in the local council that I could vote for -- truly a resident in Canada without a vote of any kind, without a political voice of any kind and that occurred just 18 short years ago.

#### A Major Canadian Achievement

You mentioned also and I think this is very, very important, that nowhere else do native people participate more fully than in the local government sectors in the Northwest Territories today. I think this is a fantastic accomplishment of this jurisdiction. For all of our problems and the omissions of government and all of our shortcomings this is a major achievement by Canada, by members of the Carrothers Commission and I for one am very proud to be part of a country and live in a land where this has taken place.

I agree -- and I apologize in advance for any repetition or the disjointedness of my comments because I am just going through what you said earlier. I would make a reference to the concern that we have in the North with regard to the encroachment of the welfare state. You are absolutely correct that a northern person probably has been more independent than many Canadians living today and it was not very long ago that he was almost totally independent and lived a life as a result of his own pursuits and from the fruits of his own hunting and trapping. I think it is very regrettable to see this encroachment of the welfare concept or payment according to need rather than achievement or in accordance with the ability to provide.

I share with the Speaker, too, his concern that you feel that this House is not open and amenable to the ideas of other groups, of native organizations or other people. I feel that in this one institution we reflect the totality of the territories. The 15 of us come from all walks of life and although unfortunately we do not now represent the feminine aspect of the community I do hope that possibly this will be corrected in the future, that we will find representatives sitting on this body that represent the women's viewpoint. I think this is a sore lack of our institution at this time. But as the Speaker mentioned approaches have gone out to native leaders and contacts are taking place. As the Speaker said, I did extend invitations to the senior officials of Northwest Territories native organizations and COPE will be joining us before the Wildlife Ordinance discussion is over, I am hopeful, and the dimension that you spoke of in the Wildlife Ordinance for greater involvement of hunters' and trappers' associations has come about as a result of consultation with Inuit Tapirisat of Canada and Mr. Tagak Curley of the Coral Harbour Hunters' and Trappers' Association. Consultation is going on and we are open to ideas and we welcome the ideas of other parties and other groups and other attitudes.



### Responsibility For A Political Framework

I would also reject, too, your statement when you bring up the idea that the responsibility to work out the political framework or structures should be on the people of the North. We accept that responsibility. We have accepted that. Two years ago under a committee of Hon. Arnold McCallum, I believe it was, we developed a budget to institute a commission of our own to go from settlement to settlement and to listen to bring people together to hear what the people of the North wanted collectively and individually.

That request was refused us. So we are frustrated. We do mistrust the federal government. Why did they refuse us this request? The Hon. Warren Allmand said "We can not do it. I want an answer soon. If you want to be part of my process get on my bandwagon but your idea is thumbs down." We said "Sir, we will ride with you, we will ride on your bandwagon but we want an option later on to proceed with our own commission if yours jumps the tracks". The Hon. Warren Allmand is no longer around. I do not know where his wagon is now but we are still here. But we did, I point out that we did seek to solve our own problems and we put before the Government of Canada a way in which this could be done. And I think it was a sensible, rational way to do that.

### Fiscal Awareness And Fiscal Responsibility

There was a part raised with regard to our fiscal awareness and fiscal responsibility. I agree with Mr. Nickerson on that too. We have concerns about and are aware of our responsibilities in this area. Mr. Nickerson pointed out that this body has adopted a Taxation Ordinance and he mentioned other taxes which have been imposed upon the people of the North by this body but he did not tell you the way we were dirty-dealed by the Government of Canada. He was too much of a gentleman to do this, but the original agreement sir -- and this is where part of the mistrust comes from the federal government -- he mentioned the Hon. Judd Buchanan but when the Hon. Judd Buchanan spoke with us at our first breakfast meeting the question was raised by Mr. Nickerson and two approaches were suggested at that time. One, that we would shoulder the responsibility and develop a taxation ordinance but concomitant with that, piggyback with that was a revenue sharing arrangement which the feds were going to sit down with us and negotiate. Oh, we got the Taxation Ordinance in but where were the feds? They never, sir, sat down and carried out those negotiations. They reneged on that commitment. So, you talk about fiscal responsibility. I say yes, it is here.

I think as you have heard everybody agrees that we too share your bias to devolution. We recognize that government close to the people has got to be good government because you can get at it. Just as yesterday we had a man with a reindeer herd who got at us and who came before us and changed our thinking. This is what makes good government, this openness and availability. We believe with you that that is the way the future government of the Northwest Territories must evolve.

We are pleased that you support the enlargement of this Assembly. We recognize that the Northwest Territories Act requires many amendments to make it realistic in terms of today's North and in terms of our aspirations. We recognize the very important amendment brought forward and mentioned to you by my colleague, Mr. Lafferty, that in the Northwest Territories Act there is one class of native people that are not recognized, whom we recognize but which the government of Canada, in its wisdom, does not -- the Metis -- and as I said we have asked that they be recognized and their rights protected in legislation as are Indians and Eskimos.

### Enlargement Of Assembly Important

There are other things too, but at the present time as a short-term goal the enlargement of our Assembly we feel is very important. It was given to the

Assembly of the Northwest Territories in 1875 and apparently for some reason it is denied us today, over 100 years later. I have just a couple of questions. I notice that in your terms of reference you will be developing, you and your office, your staff, your support people will be developing alternate proposals. Are these alternative proposals the presentation which you will be providing us or the suggestions you will be making within the next six weeks or is this something else again, the alternative proposals? The second question I have deals with the ad hoc cabinet committee on constitutional development. I am just wondering what your relationship with this committee is and how frequently you meet with them and just how they affect our future and what involvement they will have in the completion and the fulfilment of your responsibility and commission? Thank you, sir.

THE CHAIRMAN (Mr. Stewart): Thank you. Hon. C.M. Drury.

HON. C.M. DRURY: Mr. Chairman, the term "alternative proposals" really refers to alternatives to the present status of the art or the state of things and "alternative proposals" is just another phrase for "proposed changes" rather than an alternative to an alternative. So wherever you see "alternative proposal" just read "changes".

In respect of the committee, I think not the cabinet committee but the parliamentary committee on constitutional reform, which was the joint committee of the Senate and the House of Commons considering the bill presented to the House of Commons by the government and proposing changes, constitutional changes in relation to the Canadian constitution in areas which lay clearly within the jurisdiction of the federal parliament alone. We have not had in my office much contact with this committee other than merely being aware of what it is doing and the Council has as a constituent part of Canada made a presentation to that committee in relation to the particular bill before it. I guess you are aware that the committee did not find very favourably for the bill and in effect sent it back to the administration for another try and presumably a redraft will emerge in due course -- I do not know when -- and go back to the same committee again. When the redraft does emerge I would hope the Assembly as it did the last time would have a look at the redraft and be prepared to make its comments again to the reconvened committee.

THE CHAIRMAN (Mr. Stewart): Hon. Tom Butters.

Presence At Constitutional Conferences.

HON. TOM BUTTERS: Thank you, Mr. Chairman. Just one further question then. In view of the fact that your contact with this committee has been minimal to non-existing, I wonder then in view of the fact too as you informed my colleague from Foxe Basin that you were in direct communication with the Prime Minister, would you see grounds in recommending to the Prime Minister that at any constitutional conference at which the provinces determine the future of this country that their junior partners in confederation, the territories, be present if not as equal partners at least having seats, independent seats from which they can voice their aspirations and their willingness to be part of the Canadian confederation? I wonder, sir, have you suggested that to the Prime Minister, or would you be willing to make that representation for us?

HON. C.M. DRURY: Mr. Chairman, I think at least Hon. Arnold McCallum is aware that such a representation was made some time ago and if not effective at least some steps have been taken to ensure both an invitation and the presence of Council, as distinct from administration representation, does take place and this is true not only for the full-blown federal-provincial at the Prime Ministerial level but also at ministerial federal-provincial meetings and recognition also that the Northwest Territories should have direct representation at the convention or negotiation of interprovincial or federal-provincial agreements.

HON. TOM BUTTERS: Thank you. Thank you very much, Mr. Chairman and thank you, Hon. C.M. Drury.

THE CHAIRMAN (Mr. Stewart): Thank you. Are there any other speakers? If there are no other speakers, Mr. Deputy Commissioner.

#### Work At Time Of Carrothers Commission Easier

DEPUTY COMMISSIONER PARKER: Mr. Chairman, perhaps you would permit me to make a brief observation. There have been a number of references made, very pleasant ones, to the earlier work of the Carrothers Commission. I would not, of course, take anything away from the work that Dr. Carrothers led. However, I think it is well for us to bear in mind that at that time, 12 or 13 years ago, the steps that could be taken and should be taken in the constitutional area were obvious steps and therefore perhaps our work at that time was made easier. Reference has been made here today a number of times to the nature of the advances in the constitutional and representational fields over these last dozen years. They have been very great and that serves to indicate the state in which we were living at that time. As Hon. Tom Butters outlined, often there was lack of opportunity to vote at any level and so the opportunities for making observations and recommendations for advances at that time were relatively easy. They may not have seemed so easy at the time but they look easy in the light of today's problems.

The situation today is much more complex. We are faced with competing claims, land and aboriginal, with competing groups, and this complicates the situation. The very positive side of the situation is, though, that Hon. C.M. Drury is hearing the voices of people who now understand their democratic rights and I mean people from all walks of life, all races, right across the Northwest Territories and I think that is a wonderful advance that can be recognized as having taken place in these last few years.

#### Choices Have Narrowed

The steps that are open now between the present status of the territories and provincial government are very, very much narrower than they were ten to 12 years ago and that means that we are looking at fine tuning to some extent. It means that we are looking at narrower steps, however important, but still narrower choices available to us. I would not for the moment suggest that these steps are not equally important, but I say this only to underline the onerous responsibility that lies on the shoulders of anyone, including Hon. C.M. Drury, who seeks to outline these changes. Finally, I would just like to commend him for his approach which clearly is that the solution should be found within the Northwest Territories and that the process that he follows will assist us all in reaching those solutions. If we do not reach the solutions jointly then it is unlikely that we in our totality will be accepting of them. Thank you.

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

COMMISSIONER HODGSON: Mr. Chairman, Members of Council, like all of you, I believe that the interim report is very timely and of course, very interesting. There is no question that as he travels to various areas Hon. C.M. Drury will run into those who believe that he perhaps has not gone far enough within the specific timeframe that he has been functioning under and others will believe,

particularly with his support of the ambitions of this Council to increase its representations that he has gone too far.

I have been very pleased to have had the opportunity three or four times of speaking privately with Hon. C.M. Drury and I can report to you that in all honesty sometimes I am not sure whether he is telling me things or he is asking me, but the one thing that does come through that I am aware of is he is always probing, attempting to build his store of information towards the eventual day that he makes his final report. I believe there is nothing wrong with the process in which he is following. Much is true that has been said to him and perhaps what will be said over the months ahead has been said before, but many times when it has been said no one was in any position to do anything about it and I think the Honourable Member from Foxe Basin zeroed in on this question when he pointedly asked Hon. C.M. Drury "Can you talk to the Prime Minister?" I know of no other person sitting around here or who lives in the Northwest Territories who has that opportunity, because of circumstances and the tremendous load and commitment of time that the Prime Minister has.

Now, I think that if there were any problems with the Berger Commission it was that it attempted to address itself to every question and, of course, there are those who heralded the document as the greatest publication since the beginning of time, while others thought it was the work of the very devil himself and still others who just took it and put it on the shelf and there it gathers dust. It seems to me that in anyone's approach there are those that approach things from the point of view that the whole world has to be involved and know about it and those who get on with the task of trying to come to grips with the responsibility that they have been given.

#### Change In Approach

I look at my own career in the North as an example. During the first six or seven or eight years I carried with me a feeling that I was responsible for everything that happened in the Northwest Territories. If it went wrong, it was my fault. I, as a result of this, many, many times became a leading advocate and spokesman in public as to what, how, when, where the North should proceed. That approach I changed a number of years ago and now I am more content to express myself within a government and to make my views known as forcefully as I can at that level. I can assure you the fire still burns steadily and the blood whistles through my veins, but I have found that if you are truly interested in encouraging the development of other institutions and this Council and in fact a form of government, which is to some people called devolution and to others decentralization and others even municipal or regional, then you have to be prepared to keep your mouth shut even though at times you think you may be able to do it better.

It seems to me that what is happening here as has been said by others is the North is not only struggling for greater recognition and for a greater say and for greater authority and most of this has been articulated and it is fairly easy to define, but with it, of course, goes greater responsibility and that is not so well or easy to define, because sometimes we have trouble deciding how that is to evolve. I speak not only of political, financial but representative responsibility also. It does seem to me that all of this has happened at other times in history and that any movement or business there has to be a central authority from where, a headquarters or a repository for the documentation and that as history has confronted this issue before and while the results have not always exactly been the same they have always been based on the theory that those things that we can best do as individuals should be left to the individual and those that can be best done in concert with each other should be handled by a central authority, whether it be national, provincial or local.

Approach To Responsible Government.

Now; this Council, in my opinion, is supported by thousands of citizens and they believe that this Council is the body that is destined to be the best avenue and approach to bring responsible government to the Northwest Territories. The constitutional matters, it seems to me, are the concern of all and therefore, have to be dealt with in an atmosphere and in an area in which everybody can have an equal input.

The point is that the North is not as interestingly placed any more and certainly does not hold the attention of the public nor is it something that is on the lips of everybody each morning as they sit over their breakfast cup of coffee and talk about it. It is something that is pushed to the back because there are other things occupying the minds of Canadians. The fortunate part of it is if Hon. C.M. Drury was just another commissioner or was in a position where he reported perhaps to a minister or perhaps reported to a couple of ministers, whether or not any recognition in the area where it is most needed would be given is something I question, but the very fact that he can as in his answer to Mr. Evaluarjuk speak directly to the Prime Minister in my opinion is something that has never happened before in the North. Of course, in his assessment and in his consideration he has many things in which he will have to be looking at, some of which have yet to be raised and those of course are the cabinet's interests in this and its responsibility, because the cabinet of the Government of Canada has a responsibility for the North and have an interest and one thing that they have never addressed themselves to is the subject of politician to politician.

The second thing is the relationship between parliament as well as cabinet and this Assembly right here. Now, of course, there have been great strides made with the acceptance by colleagues from other parliaments and assemblies and other countries in the recognition through the Commonwealth Parliamentary Association of this body here. This body, I wonder if it is not recognized outside the country better than it is recognized inside the country and this is a relationship that Hon. C.M. Drury will, I am sure not fail to miss because Hon. C.M. Drury has a distinction that none of us have ever had. He has sat in your chairs as a Member of this Assembly as well as sat in parliament and sat as a Member of the federal cabinet.

#### Northwest Territories Government Position

There is another thing that will have to be looked at and that is where does the government fit in? When we speak of government-to-government what do we really mean? Should it continue to be a situation where one department of the federal government is given the tough position of trying to handle what in the South would be shared between a number of departments? Another way of saying it is where should we properly be plugged in to the federal system? Should we have the right if we have this relationship and are as yet so dependent upon the federal government, to be able to be represented in front of cabinet committees or in front of the Treasury Board? I know of no other person that again amongst us has sat in the enviable position as this special representative of the Prime Minister so I think that there is great hope, there is a great opportunity here and an opportunity that may never come again in our lifetime and that to me for those who do not take advantage of this opportunity they are not hurting the rest, they are only hurting themselves and those whom they represent.

You will notice if you look at them and so I feel on the question of moving towards our constitutional process that we are heading in the right direction. If you look at Tabled Document 11-66 you will see that we have reached an accord as to the input into the subject of claims. This is something that has been open and unsettled but now largely through the guidance of Hon. Tom Butters and his secretariat, they have worked out an accord that has been signed between the Minister and myself. It is a step in the right direction. Of course in conclusion the one thing that is left to be done is of course to reach some kind of a solution to the economic problem that faces us up here and how we can get an opportunity of providing a better future for the citizens here. I suppose they are not doing too well with that subject down South at the present so I guess we can not be faulted if we are a little behind on that too.

I commend all of you. It seems to me that the discussion this afternoon has been not only a responsible but a progressive one.

---Applause

THE CHAIRMAN (Mr. Stewart): Thank you, Mr. Commissioner. I wonder with the indulgence of this committee if I might be allowed to say a very, very few words? Really it is prompted by the fact that my honourable colleague, Mr. Nickerson, chose to introduce the classics with Socrates. There is also another classic, Mr. Nickerson, and it says "Beware of Greeks bearing gifts". It appears that Hon. C.M. Drury has not been guilty of this offence today. On that note, Hon. C.M. Drury, on behalf of this group I would like to thank you for your attendance and your patience today and I am sure that we have all gathered a great deal of information. Thank you very kindly.

---Applause

#### Level Of Debate Praised

HON. C.M. DRURY: Mr. Chairman, perhaps I might be permitted the last word and that is one great thing us southerners have, we say it and run away, you know. The Assembly, I do want to say how grateful I am for having had this

opportunity to try and explain what it is I am all about and perhaps the most effective answer to a denial of the charge that the Assembly is guilty of the syndrome of authorship lies in the discussion that has taken place here today. I have, in the course of a somewhat tedious career, been before quite a few parliamentary committees and other public bodies and I must say the level of the debate here, the discussion, its seriousness belies any charge that this is an irresponsible unthinking body. I have been immensely impressed and if it was thought that I was levelling such an accusation you have provided in my view a more than adequate answer.

I would like to say one other thing. While there have been on some occasions flattering references to my ideas and remarks and speech, this has not been the product solely of my brilliance but the responsibility, the work of a family called "the staff" which, while it is small, is very hard-working and I say this to impress on you that during my absence -- I can not be here all the time -- we do have a continuing staff in Yellowknife and let me assure you they have as much intelligence and probably more knowledge than I have so have no hesitation in recourse to them rather than feeling that you have to talk to me. I thank you again for your courtesy and friendliness in receiving me. It has been deeply gratifying.

---Applause

MR. SPEAKER: Mr. Stewart.

Report Of The Committee Of The Whole Of Report By The Prime Minister's Special Representative On Constitutional Development In The Northwest Territories

MR. STEWART: Your committee, Mr. Speaker, has received notes and remarks from the Hon. C.M. Drury, after which an interchange of questions and statements has taken place. I wish to report that this matter has now been concluded.

MR. SPEAKER: Well, gentlemen, I assume that you now want to proceed to the study of Bill 3-66, Wildlife Ordinance. Are there any announcements?  
Hon. Tom Butters.

HON. TOM BUTTERS: Mr. Speaker, with regard to the COPE, Committee for Original Peoples Entitlement, and DIAND, Department of Indian Affairs and Northern Development, debate on the land claim position paper and the land claim secretariat, may I say that I will be circulating copies of that position paper. I know they have all been sent out but I will circulate them again and we have just received from Ottawa a syllabic translation of the material which I will have duplicated and placed in the hands of Members from the Eastern Arctic. As I mentioned today a federal representative in the office of native claims will be attending with us when that discussion takes place and to assist him make his travel plans I have suggested Thursday, sir, that that debate will take place.

MR. SPEAKER: I am told by Mr. Remnant that there is a standing committee on legislation meeting planned for 11:30 a.m., on Monday in Katimavik A.  
Mr. Pudluk, did you want to return to Item 4, oral questions?

MR. PUDLUK: Yes, Mr. Speaker.

MR. SPEAKER: Is there unanimous consent to permit Mr. Pudluk to return to Item 4, oral questions?

---Agreed

ITEM NO. 4: ORAL QUESTIONS

Question 043-66: Phone Book, Eastern Arctic

MR. PUDLUK: Mr. Speaker, it is about the telephone books for the Baffin

region, why they can not be available in the Clerk's office in the Explorer Hotel? I have been asking this today and they can not find the telephone books. There is this business call I have to make but I can not find the number.

DEPUTY COMMISSIONER PARKER: Mr. Speaker, I understand that the telephone service to Frobisher Bay in the Baffin is broken down today. I do not know if it has been restored or not. I can try to find out. I do not know the cause of it. Was that the information that Mr. Pudluk was seeking?

MR. PUDLUK: Mr. Speaker, I am asking for the phone book itself.

MR. SPEAKER: The phone book.

Return To Question 043-66: Phone Book, Eastern Arctic

DEPUTY COMMISSIONER PARKER: I beg your pardon. The phone books for the Eastern Arctic are not easily available. I realize that may be a problem. I will through your Clerk ensure that one or two phone books are made available to you for the Bell system. Mr. Speaker, just in order to hurry this matter along would Mr. Pudluk like to have an Eastern Arctic phone book delivered to him some time tonight?

MR. SPEAKER: Is that satisfactory, Mr. Pudluk?

MR. PUDLUK: Yes, sir.

MR. SPEAKER: Item 16, orders of the day.

ITEM NO. 16: ORDERS OF THE DAY

THE CLERK OF THE HOUSE (Mr. Remnant): Orders of the day, October 23, 1978, 1:00 o'clock p.m., at the Explorer Hotel.

1. Prayer
2. Replies to Commissioner's Address
3. Questions and Returns
4. Oral Questions
5. Petitions
6. Reports of Standing and Special Committees
7. Notices of Motion
8. Motions for the Production of Papers
9. Motions
10. Tabling of Documents
11. Notices of Motion for the Introduction of Bills
12. First Reading of Bills
13. Second Reading of Bills
14. Consideration in Committee of the Whole of Bills, Recommendations to the Legislature and Other Matters: Bill 3-66, Report of the Electoral District Boundaries Commission, N.W.T. Native Women's Association and COPE Land Claims Settlement



15. Third Reading of Bills

16. Orders of the Day

MR. SPEAKER: This House stands adjourned until 1:00 o'clock p.m., October 23, 1978, at the Explorer Hotel.

---ADJOURNMENT

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