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R E P O R T

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OBSERVATIONS RESPECTING THE STATE OF JUVENILE DELINQUENCY AND
RELATED PROBLEMS IN SELECTED AREAS OF THE NORTHWEST TERRITORIES

August 1968

Judge William T. Little B.A., M.S.W.,
Juvenile and Family Court of
Metropolitan Toronto.

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INTRODUCTION

This report is submitted to Mr. Dunstan Murphy, District Superintendent of Welfare for the MacKenzie District of the Northwest Territories.

Dear Sir,

The following information and recommendations are based upon my recent tour of selected population areas in the Northwest Territories which was sponsored by the Territorial Government of the Northwest Territories. The areas visited were selected by Mr. Murphy as examples of the varied population, geographical and complex cultural aspects of this great northland territory, with the objective of exposing the writer to many significant life problems which must of necessity be related to the causative factors of anti-social behaviour in the North.

Limited as this exposure has been, consisting of less than two weeks of intensive travel to eight communities, it has revealed a great deal to me in concentrated form that might well have been impossible to fully appreciate even if I had spent years of living in but one or two communities in the North, without benefit of travel and personal contact, a most necessary communication to any understanding of the country and its people.

The terms of reference for my visit to the Northwest Territories was; (a) to give my opinions on the problems of delinquency as I learned and studied them (particularly as it related to juveniles), in the areas visited; (b) to assess the correctional programmes presently being undertaken to deal with such problems in both the pre-delinquency and legally defined delinquency and criminal stages;

(c) finally to advise, on the basis of my experiences, what preventive measures might conceivably be suggested to cope more effectively with these conditions now and in the future.

The areas visited and reported on were Fort Smith, Fort Resolution, Hay River, Fort Providence, Yellowknife, Rae, Lac La Martre, and Coppermine.

FORT SMITH

Immediately upon arriving in Fort Smith, August 19th, I was conducted through this important little town of approximately 1,800 people made up of approximately 200 Treaty Indians, the remainder Metis and White.

A most unfortunate disaster occurred only ten days prior to my visit which cast a stunned gloom over the area. A severe landslide that demolished four private homes and claimed the life of a mother of four and wife. Only the narrowest of margins kept the death toll so low. The moral fabric of the people was unmistakable as everyone had pulled together, natives and whites alike, in a manner that won the praise and commendation of Inspector Nixon of the R.C.M.P. and his staff as well as the Mayor and other administrative officers.

The residences varied from very fashionable bungalows to squalid and unkempt shacks with a variety of one-storey homes of plain but practical dimension. It became painfully apparent that a marked distinction exists between two groups of our native population. The Treaty Indians live in better housing, which is being supplied them by the Department of Indian Affairs and Northern Development. The "Metis", not being recognised as a responsibility of this Department due to the technical loss of their land status (i.e. virtually their Indian birthright), through such inconsequential factors as one's mother being enfranchised through marriage to a Non-Treaty Indian, or due to the simple fact, as observed in one instance, of being the child of such a marriage, ⁽¹⁾ are denied equal

(1) Case of Elizabeth Anne Field - Territorial Court, Hay River, N.W.T. May 10th 1966.

treatment respecting housing and other benefits. The results are obvious that Non-Treaty Indian folk are living in circumstances inferior to Treaty Indians.

This type of differential treatment of individual families, for whatever reason, can create the type of hostility that anti-social behaviour will breed upon.

Alongside this inequality is the anomalous situation of excellent health facilities in the form of a well equipped hospital for all, as well as a residential school for some 175 children from in and outside the area for native and other children regardless of Treaty status..

Obviously these children read and learn about democratic principles in school only to return to their own homes bewildered and embittered by the realities of their undemocratic living conditions.

What possibly impressed me the most during my visit to Fort Smith was the excellent little residential school for deprived and delinquent children sent by the courts of the Northwest Territories which is called Fort Smith Juvenile Training Centre. I spoke with Norm Laison, Superintendent of the home, and he advised that all children are found to be juvenile delinquents within the meaning of the Act prior to admission. These children are being cared for in a home away from home. This form of residential and school care is conducted in the most modern tradition of the day. From California, ranch type residential homes for boys and their progressive counterparts for both boys and girls extending throughout the highly sophisticated and affluent areas of both United States and Canada, offer no better examples than can be found in this small (for such a large territory) but efficiently operated "half-way

house" at Fort Smith.

The emphasis on normal group home care has undoubtedly prevented many children being sent to more expensive correctional institutions and at much less cost to the Government and with much higher rates of success. Training schools of the highest order seldom have a recidivism rate of less than 50% within a five or six year period. This means twice the cost for half the children successfully rehabilitated.

The present programme for the children at the Fort Smith school is making full use of the community resources of the local schools for those that can sustain the pressures of a normal school routine. As well, they are providing intraining of an academic and social nature for those children who are unable to use the community school facilities for the time being.

The children I observed both at this school and elsewhere in the Northwest Territories would indicate that the major delinquency problems affecting young persons appears to be primarily the result of deprivation rather than hard core delinquency more usually associated with correctionally institutionalised children. If this is so, the worst possible results could be anticipated, if highly sophisticated juvenile delinquent institutions were to be undertaken for the treatment of children whose basic anti-social problems are related to both parental and emotional deprivation.

Although the present school building is working effectively at the moment, it would appear that they will shortly be overcrowded and effective work cannot be done with over ten or twelve to a cottage without expansion in many areas.

It would appear that there is an urgent need for a small but adequately staffed receiving home for small children of both sexes who are the counterpart of Children's Aid wards and who require temporary quarters pending foster home placement, adoption or ultimate return to their own homes. It is encouraging to learn that efforts are being made to construct a 20 bed unit at Fort Smith. Without these services many children are severely handicapped for the rest of their lives. Merely placing children on emergency or long-term basis in temporary foster homes can create many more serious problems than are solved without due cognizance of the prior need of interim shelter treatment and assessment.

Of some concern, however, is the lack of sufficient staff and emphasis on post school or rehabilitative programmes. The school can do an excellent job of retraining children in the areas of socially acceptable behaviour but all is lost if there is no effective follow-through, after this work has been done. In other words to place children back in their own homes indiscriminately is to undo everything that has been accomplished. Possibly a foster home is required, and only those well skilled in purely rehabilitative work can be entrusted with this important responsibility.

Young people in Fort Smith have limited recreation, and few places to go without encountering long distances. The efforts to provide this need are commendable - a swimming pool, a theatre and limited community activities for children. Recreation will be discussed in later parts of this report as it has general application to the substance of this document. (More use of local schools as community centres for all ages is indicated).

It must be noted that the young people in this community are as

much aware of the conventional styles of clothing, hair styling, and music etc. as their southern Canadian neighbours, which indicates the far reaching effects of mass media communication, with all that this means. The effect of radio and limited television must effect young people's habits, goals and relationships with their consequent conflicts with adult value systems. The question is how much. This would be an interesting area to study.

Recommendations

1. An early resolution of the differential treatment of Canadian citizens either Treaty Indian or Non-Treaty (Metis) and white should be undertaken.
2. Expand the Social Development Department's residential schools (half-way houses) for deprived and delinquent children.
3. There is great need for a rehabilitation programme for this residential school.
 - (a) trained staff if possible, but in any event warm, wholesome, and in many cases, native personnel to meet the needs of native children.
 - (b) staff under supervision of the School Director for good co-ordination.
4. Try to stay away from the sophisticated Training School concept as long as possible so that a policy of preventive delinquency can develop on a sound basis. It will be more therapeutic, cheaper

and more in keeping with the problem at this time.

5. There would appear to be a genuine need for children's receiving centres for those in need of adoption procedures, foster home placement and extended periods of time due to misfortune situations (emergencies etc.). It could be similar in type and formation to southern Children's Aid shelters.

6. A more effective use of primary and secondary schools during after hours, weekends and holidays for recreational purposes. (See Flint, Michigan material).⁽¹⁾

7. A study should be undertaken to learn the effects of mass media communication on young people re morals, generation gap, liquor, drugs etc.

(1) See Appendix A

FORT RESOLUTION

Flying by a single engine Cessna, Mr. Murphy and I flew to Fort Resolution from a small lake near Fort Smith.

This little settlement of 550 resident natives (Indians and Metis) and 30 to 50 white population is located on the Slave River not far from Great Slave Lake.

Upon interviewing Father Menez, Constable Robert Armstrong of the R.C.M.P. and Peter Fraser, Area Administrator, it was apparent that although no large scale delinquency problems existed by southern Canadian standards, a few windows were occasionally broken by young people throwing stones and some petty theft, sometimes at the school.

A curfew hour of 9.00 p.m. has been instituted at Fort Resolution which has limited value. The fine being \$1.00 for such a violation can seldom be paid as the parents are so poor. The long daylight hours extending virtually around the clock for 24 hours during summer makes regular sleeping habits difficult for children who have no programmed activities short of school.

The native Indian does not normally attempt to discipline his children and does not understand the need for such action. The children are closely associated with their parents and thus appear to assume the general habits of adults in respect to sleeping, eating and generally moving about in the community.

The parents as a result are prone to shift the responsibility of discipline and activities for the young on the local priest and R.C.M.P. personnel. The local authorities and residents feel there would be little difficulty with the young people of their community if more recreational facilities were available. The small but efficient public school does not play as important a role

in recreation as one could wish.

Father Menez, a long time resident in the north, explained that a gymnasium in his opinion was more important than a school. It is important that the extra-curricular activities of the young be channelled into healthy pastimes. Although many teenagers do leave the settlement for secondary education, they usually come back, and there is nothing for them to do.

It was interesting to hear from both Father Menez and others in the settlement that recently due to the failure of the local authorities to promote a July 1st field day which had been an annual affair, the young people themselves organized a complete programme of field events and entertainment on their own, which came off very successfully, showing considerable resourcefulness on their part.

They solicited some funds but for the most part did the work and provided the awards without support from the usual area authorities. The need is pressing for more organized recreational programmes that are not left entirely to the young people's limited leadership.

In this regard I would suggest that a study and perusal of the material supplied in this report relevant to the Flint Michigan programme called the "Charles Mott Program at Flint Michigan"⁽¹⁾ be undertaken including the moving picture documentary "The Lighted Schoolhouse", on this experiment that has received international attention and acclaim.

Fort Resolution shows up the disparity existing between Treaty and Non-Treaty Indians. For example, eight new homes of good

(1) Chas. Mott Foundation - Dept. of Education, Flint, Michigan,
U.S.A.

construction and furnished are being made available to Treaty Indians who are already living in homes superior to those of many Non-Treaty Indians. Some "Metis" shacks are completely inadequate and it is difficult to comprehend as to how a family of five or more persons can exist under the difficult conditions of the extreme northern climate.

Work-wise the native Indian is revealed in a poor light as the result of his deep roots in his community and family ties. In addition the wage economy is foreign to his culture. For example, in spite of a large mining project at Pine Point some 40 miles to the west of Fort Resolution, young men are not attempting to benefit themselves by either moving to the area or by boarding and commuting from Pine Point to Fort Resolution on weekends. Instead they may work a week or even only a few days, collect their pay and then return to their homes where there is almost nothing to do but a little fishing and limited trapping and hunting.

Medically the settlement appears to be adequately cared for and the welfare needs are likewise systematically and humanely attended.

It has been pointed out in Fort Resolution that there is a need here as in Fort Smith for a shelter, similar to the Children's Aid shelter in the southern parts of Canada, for those children of either neglect or misfortune situations. Such a service would fill the need of finding appropriate foster or adoption homes for many children that are not receiving proper attention now.

It has long been the custom, apparently due to long distances and shortage of probation staff, to have juveniles report to the R.C.M.P. officers in lieu of probation officers. Although this

practice persists in many other areas in Canada for similar reasons, more particularly in the instances of adult offenders, it has been well established that this is not a desirable practice. A probation officer functions as a friend and confidant of the parolee as well as a home and job finder, not as an apprehension officer or law guardian in the sense that an R.C.M.P. official is. These two roles in one person are inconsistent and really mutually exclusive.

This dual image of a probation officer defeats the purpose of probation. The probation officer's main objective is successful rehabilitation which is time consuming and requires special skills involving, among other things, the gaining of the confidence of the probationer, and assisting him to meet his many needs both social and economic. Police officers have a very busy role in the Northwest Territories maintaining order and other administrative duties. By their own admission, they do not feel that probation work, or reporting, should be part of their responsibility. I was glad to hear from Mr. Clarence Wilkins, Director of Corrections in Northwest Territories, when I arrived at Yellowknife, that "it is not proposed to continue this plan of probation." He pointed out that he has three probation officers at this time who cover the entire area. Although their caseloads are not great by southern comparisons, they involve distances that would appear prohibitive to adequately provide the type of supervision many children and young adults require in this vast territory. Staff coverage would seem to be a major consideration according to those contacted. Certainly the young people at Fort Resolution do not see a probation officer on any regular basis at this time as far as I was able to ascertain.

Recommendations

1. In this settlement the problem of differential treatment of Treaty Indians and Non-Treaty Indians is creating a social problem because of the preferred status respecting housing for the band group. There seems to be little difference in the needs of both groups but a serious difference of treatment of both groups of the native population by Government departments. It would seem that one rather than two Governments should be responsible for all people living in the Territory with their similar type problems.

2. An organised recreation programme for both the young and the old should be undertaken, using the local school as the focal point. Such necessary facilities as a modest gymnasium should be high on the priority list with a view to introducing recreational activities of popular interest to the community - i.e. possibly craft, games and special skill courses made available. (Possible adaptation of parts of the Flint Program - more discussion on this programme later - see Yellowknife).

3. Every effort should be made to encourage this settlement to be productive by (a) introducing productive work projects in the area - government roads, tourist facilities such as tourist camp sites with appropriate facilities; (b) utilisation of native craft skills and development of same in producing saleable objects for both sale at Fort Resolution, but also for export to southern parts of the country which sorely need Canadian made arti-facts depicting our various cultures.

N.B. The Curve Lake Indian Reserve at Peterborough, Ontario, carries on a craft programme involving almost every Indian family on this reserve of approximately 615 population. The result is a financially remunerative business that helps the entire settlement. They also have a large export business in Europe as well as locally.

4. Although welfare needs are being met to the extent of their programme commitment, this programme would be well advised to expand its services to children by creating a deprived or neglected children's shelter in the tradition of the Children's Aid Society programme in other sections of the country, i.e. Ontario adoption, foster home and emergency shelters for children, to meet an important need in this community.

5. Probation and parole services should not be responsibilities of local R.C.M.P. officers. Successful probation and parole work can not be provided by these busy and differently trained personnel. Because of the great distances and the relatively high caseloads involved, at least double the number of officers would appear to be required to cope with both probation and parole duties at this time.

N.B. It is not inconsistent to have social work staff attached to welfare assistance, corrections, child welfare, and community development officers acting as probation and parole personnel for reasons of small population, distance and economics, but quite unsatisfactory for police to undertake these roles.

HAY RIVER

Hay River is a settlement made up of several groups of mixed populations located on the mouth of the Hay River where it joins Great Slave Lake. Due to a serious flooding condition some years ago it has become divided into the areas of (a) the new town, (b) the old town, (c) west channel, (d) new Indian village (e) old Indian village. Consisting of a population of approximately 2,500 persons the breakdown into groups results in 350 Indians, 1,100 Metis (Non-Treaty Indians), 950 whites or non-Indian.

Hay River, I am told, was originally almost exclusively a native area and a trading post. It has experienced rapid "boom-town" growing pains as a result of the advent of a successful mining development at Pine Point, some 65 air miles to the east and is the northern terminal for the railroad for this part of the North. This has led to the introduction and expanding of many satellite industries such as railroading and trucking services with all manner of maintenance and supplier agencies as well as some commercial fishing.

As always, social adaptation is much slower to occur than business, finance and industrial development. The net result has been that, of all the towns visited, Hay River exhibits a more serious challenge to the social scientist. Whereas a whole new economic era has been ushered into this town, the old industries and general occupations of fishing, hunting and trapping are markedly depressed. This has changed the native way of life materially. Here again the Treaty Indians fare materially better than their

Non-Treaty or Metis counterparts, who for the most part, cling to the old section of the town and have the poorest homes and, it is suggested, receive least help from government sources. (1)

More work is available in Hay River than most native settlements visited but there is still marked unemployment among the natives. Upon discussing the needs of the area and the plight of different groups, an oft repeated statement comes up again and again. "The Indians are poor workers; they do not stick to their work and can not be relied upon to do a steady job." It would appear that the native population is among the last to be hired and the first to be fired group in the north. It would appear that here, as in Fort Resolution, Indians do not like to work far from home and do not like to be separated from their families for reasons already given.

When Indians gather in large numbers in more heavily populated settlements like Hay River and Rae, for example, it would appear that hunting and fishing become less plentiful. The Indians are obliged to stay close to schools, so as to be near their children while they attend school, as this is the law, and also to be near health and welfare services. The result is that the basic skills of fishing, trapping and hunting become less self-sustaining. The result is a greater dependence on the part of the Indian population, on welfare assistance plans provided by the government.

This dependence has, in many instances I am sure, deprived the Indian of his natural initiative, self-reliance and survival techniques, with the result that he has been left with only his traditional mores of close association with family and native

(1) See Appendix D

neighbours and his ability to endure. His loss of skills has been replaced by, (a) competitive employment with whites, and (b) welfare, with the latter seeming to meet his limited requirements better.

Quoting a prominent local citizen in Hay River, - "Twenty years ago the Northwest Territories was relatively untouched by white civilization. The odd trader or missionary who moved into the north had very little impact on society or the economy of the northern natives. The first white residents of Hay River remember the Indians as energetic, self-reliant, and resourceful. At that time, in the mid 1940's, the Indians were better dressed, better housed and generally more prosperous than they are today. They were able to live off the land by hunting or trapping, cultivated gardens, operated sawmills and were able to hold jobs of considerable responsibility, such as river pilots. Some of the young men of that day are still industrious and self-reliant. But most who lived by the "old ways" have died or are retired.

What we have in their place is hunters who get their food with a welfare voucher, trappers who get their clothing with a welfare voucher, workers who are lucky if they can get a few days of menial labour.

...."The Indian family which enjoys a normal decent existence in Hay River today is rare indeed. One or both parents is usually an alcoholic or problem drinker of some sort.It should not be the least bit surprising that Indian youngsters are susceptible to drinking and other forms of delinquency."⁽¹⁾

(1) Correspondence from Mr. Don Taylor, Publisher and Editor at Hay River to Judge William T. Little, September 1968.

Young people are very likely to follow the patterns of behaviour of their parents. The native and white parents have not set good examples for their children according to criminal statistics, with the result that a great deal of delinquent behaviour can be expected from the young native population of Hay River.

A sample of the most usual types of behaviour that are dealt with by Justices of the Peace in Hay River may be found in a breakdown of all "minor consuming charges" under Section 24 (1)(a) Liquor Ordinance from January 1966 to February 1967, compiled by the R.C.A.F. Sergeant at Hay River (see Appendix B). It will be noted that 40 whites under 21 years were charged - with a total of 58 offences and served 76 days in jail. During the same period 22 Indians were charged with a total of 53 offences and served 282 days in jail.

21 Metis were charged with a total of 46 offences and served 235 days in jail.⁽¹⁾

A simple graphic picture of this situation is as follows:-

Minor Consuming Charges (January 1966 - February 1967)

<u>Total Ethnic Group Pop.</u>	<u>Number charged under 21</u>	<u>Number of charges</u>	<u>Time Served</u>
1,000 White	40	58	76 days
1,100 Metis	21	46	235 days
350 Indian	22	53	282 days

One cannot but be impressed with the wide disparity that exists between the results of criminal charges against whites as against natives in the same area. What these figures mean is integrally

(1) See Appendix B, p.

interwoven with factors of bush culture versus modern urban white culture, educational differences, and economic opportunity to name only a few differentials.

A statement regarding school dropouts compiled for the 36th Session of Council, January 1968, is revealing.⁽¹⁾

In three Northwest communities, Yellowknife, Hay River and Fort Smith, the dropouts in all these, exceed on the average by 100% the dropout rate of the provinces of Alberta and Saskatchewan. I have been advised that in Hay River there is but one native student attending school above Grade IX. These facts cannot be considered to portray a healthy condition for the future of either native or white populations.

The sophisticated recreational pursuits of the white population based as it is a great deal, on social drinking at Hay River and other population centres are the principal examples natives are given for the use of their leisure time. This is mainly through the hotel bars of the north. It is not surprising that, where little variation exists in recreation, as in Hay River, Fort Resolution and other similar locations that the per capita drinking has reached astronomic proportions. For example, in the town of Hay River, the liquor store sales totalled over \$500,000 in 1966, which is almost twice the per capita sales of Yellowknife, a centre of 5,000 population which itself can hardly be classified as a temperance stronghold. I have not heard of a town of comparable size in all of eastern Canada that can match this consumption of alcohol notwithstanding their greater financial ability to do so.

(1) Sessional Paper No.13, "School Dropout" Statistics, First Session, 1968, See Appendix C.

As could be expected these figures are reflected in the criminal conviction statistics at Hay River. For the same period 1966, it is noted that out of 881 cases that went before four justices of the peace, 609 were cases involving charges under the Liquor Ordinance. What is more interesting, quoting The Honourable Justice W.G. Morrow, Commissioner of an Inquiry re Administration of Justice in Hay River Area of the Northwest Territories, - "is that 117 of the 609 involved persons were of Indian status. During the same period the total population of persons of Indian status (Treaty Indians) at Hay River was 355. If an additional 84 non-liquor cases are added the figures show that out of a total population of 355 Indians, there were 201 charges preferred. The exhibits show, however, that 101 individual Indians were involved. Even on the basis of 101 individual Indians out of a total of 355 (including women and children) one gets the awesome picture of almost one-third of the Indian population passing through the Justice of the Peace court in one year. This must be almost the entire adult population. It is also clear that the number of Indian cases is out of proportion to those involving whites."⁽¹⁾ I find it of interest speculating as to what percentage of the remaining 881 cases were committed by Non-Treaty Indians of which there were 1,190 in the population, and also the actual white man percentage of whom there were 900 to 1,000.

In other parts of Justice Morrow's very excellent report, I concur with his personal observations respecting the very real problem of alcohol in the Northwest Territories, particularly as it

(1) Inquiry re Administration of Justice in Hay River Area of Northwest Territories. Honourable Justice W.G. Morrow, 1968 - p.26.

pertains to Indians both Treaty and Non-Treaty (of which I find it hard to accept the technical legislative difference when viewed from social reality). "It seems to be quite apparent that fines or jail does not stop drunkenness."⁽¹⁾ As a result there does not appear to be any basic restraining stigma attached to going to jail among the natives. In this connection the reason might be that fines and jail may be compared to bailing a boat which has a hole in the bottom. You cannot stop the water coming in by bailing if you do not do something about the hole in the bottom! What exactly have the various government departments done about the basic problem of alcohol in northern communities? (the hole in the boat).

With the obvious revenues that are accruing from alcohol sales, it would seem practical and socially economic to spend some of the money on recreational programmes i.e. educational programmes for children and adults through both the schools and the mass media of radio, T.V. and moving pictures in order to provide alternatives to excessive drinking.

On my short visit, no evidence was obtained of the existence of school pamphlets on alcohol, or any adult educationally directed statistical or other information respecting the greatest contributor to adult and juvenile delinquency in the Northwest Territories save a few innocuous pamphlets, in liquor stores of all places. Almost without exception welfare workers, R.C.M.P. officials, church priests, and community figures point discouragingly to the results of excessive drinking. Few indicated any real efforts towards solutions to the problem.

(1) Ibid, p.94

In a settlement such as Hay River it would seem reasonable that education must take the lead in teaching the young the possible devastating results of alcohol on their lives (criminal records, broken homes, illegitimacy etc.).

Regarding education, again the Commissioner, in his report at page 99, bears repeating - "It may be all right to take young children from the tepee and the igloo and teach them the three Rs and carry them along through high school, so we can point with pride to how they have been educated. It is certainly wrong I believe to stop there and expect them to go back to the tepee and the igloo with their diplomas and pick up where they left off. Job training is a must and it may be necessary to manufacture jobs. The money that is being used and which certainly will be used for welfare payments and to staff our jails, or as they are now called correctional institutions, would be better used to create jobs if for no other reason than to restore self-reliance and pride to the native people. In other words, let it be spent before, not after; for prevention, not detention."⁽¹⁾ This I feel is a most generic statement of the most important social problem in the entire Territory.

Recreation is not adequate in Hay River any more than it is in the other centres visited. Again I feel a more complete use of the most expensive pieces of public real estate we have - our public schools - are not being used enough as recreational centres for both old and young. (See Appendix A - Chas. Mott Program, Flint Board of Education). I will endeavour to develop this theme in later pages.

(1) Ibid, p.99

Recommendations

1. A study to develop special skills for the native population should be undertaken at government expense which would supplement the well worn locally inadequate fishing and trapping employment skills of these people, i.e. Canadiana tourist souvenirs introducing plastic media to provide simple setting for polished stones of the area etc.

2. The problem of alcohol accounts for an inordinate amount of crime among native populations in particular and others as well. Extensive children's and adult education programmes are needed that scientifically and effectively teach the devastating results of alcohol on all aspects of social life.

N.B. References for such programmes and school pamphlets may be obtained from the Alcohol and Drug Addiction Foundation of the Ontario Government, Queen's Park, Toronto.

3. Sex education could well be taught to advantage in the context of normal family life with particular emphasis being placed on (a) family living, (b) planned parenthood, (c) morals and sex in our culture, (d) the sex act and the reproductive process, (e) contraception, (f) venereal diseases, (g) the psychological and emotional implications of sex.

4. Jail has been demonstrated to be no cure for drunkenness. Charging natives particularly has been of little value. Moderation and flexibility in the approach to such charges by treating ordinary intoxication charges as non-criminal offences (rather as a medical

phenomemon), would be more realistic and reduce criminal statistics while providing a better basis for rehabilitation of those addicted to alcohol. This could alleviate to some degree, the shocking disparity of court dispositions against natives as compared with white persons charged for similar offences under the Liquor Ordinance.

5. More opportunities must be provided for native children to obtain the type of education best suited to their needs so as to cut down the "drop-out" rate for this group in areas of secondary school education. . . It is suggested that a study be made of the Greenlandic system of education which shows a much higher education rate per capita among native peoples than is being experienced here. There is ample evidence that education in Greenland is applicable to the native way of life, rather than just a Danish cultural approach i.e. fewer dropouts in the native group during lower grades.

FORT PROVIDENCE

This relatively small Indian community consists of approximately 250 Indians. It is a lovely location on a prominence some 50 feet above the headwaters of the Mackenzie River. The small wooden cabins set in street rows with usually a dog team staked out in the back yard gave evidence of a more native oriented setting than some of the larger centres visited.

The R.C.M.P. Corporal indicated that there could be more delinquency here than there is, due to the fact that a number of trappers and tourists visit this area which is available by road from Lay River and southward to Edmonton. He advised that he kept a very firm control of the situation, by force if necessary, when any threat is made to his authority by young rowdies either from inside or outside the settlement. Another long term resident having spent approximately fifteen years in the Arctic, had a very low opinion of the native population in respect to their work habits. He recounted that as an example of the Indian philosophy toward work, two young Indians in their twenties were given a Government home (prefabricated and furnished), during a recent period in this village. The community depends largely on wood burning stoves during the cold season so the constable advised them to gather some easily available driftwood that accumulates as a result of the spring run off on the river banks nearby. No effort was made by the Indians to gather this wood and as a result the cold weather came, and to keep themselves warm they used the inside partitions of their prefabricated, Government built home for firewood. According to the police officer, by spring there was little left of

the entire home. When they were asked why they did not haul the driftwood up the river bank, they advised that they could hardly see doing this work when possibly they might not be there to use it and someone else might get the wood. I repeat this story if for no other reason than to emphasise the low opinion that exists among a large number of northern people having had some years of experience in the Territory regarding Indian labour. Having commented upon this point previously, I will not labour it but simply suggest that here again the real crux of the matter would appear to lie in the fact that the true Indian character in the past was based on survival techniques of hunting, fishing, trapping and a nomadic existence for centuries. The modern white man's culture has made a disrupting impact on northern Indians as it has on those in my own Province. This impact has forced a number of changes on the Indian that has fragmented his cultural and traditional patterns of living without replacing them adequately for his present way of life. Change is always resisted by every race. Indians are no exceptions. This resistance to change is more accentuated when an entire people are frustrated by it and are reluctant to integrate with other ethnic groups who really do not accept them.

Experience with Indian bands in several of the reservations has indicated the success that can be achieved by assisting the Indian to help himself mainly through his capitalising on his native skills that have in some instances been lost for decades because of a lack of understanding of the applicability of these former skills to modern times created by the white man's culture.

I have referred briefly to the Curve Lake Indians (north of Peterborough, Ontario), where 615 Indians have a well developed handcraft industry which involves at least one member of almost every family on the Curve Lake Reserve. They make moccasins, tom-toms, sweet grass boxes with porcupine quill work done in Indian designs, dolls dressed in traditional Indian dress and fine bead work on leather with countless other fine Indian Art craft work. This band requires little assistance from the welfare department and is in sharp contrast to what I have seen in the Northwest Territories respecting Indian adaptability to modern times and the overwhelming influence of the white man's culture. Curve Lake is capitalising on the fact that they are Indians and that they can sell their skills at prices far beyond what their forefathers were able to sell pelts of fur and the products wrung from the bush country by very hard work in the past. I see nothing to stop experimentation in these types of activities in villages such as Fort Providence and others. Obviously progress can only be made by including the Indians themselves in planning and carrying out limited programmes until the possibilities and correct techniques are developed that will provide the necessary insight for the native people to grasp the possibilities that exist in their own areas to make a good contribution to their own financial stability as individual families and as a group.

Chief Vital Bonnet Rouge, the diminutive but dignified leader chosen by the Indians at Fort Providence, kindly but gravely outlined the problem of his young people. "Young people," he says, "do not obey their parents or elders. They can't fish or hunt well.

They think they are smart because they have some school learning. They don't seem to realise that they can't use this school learning here - there is no work that uses this learning at Fort Providence."

This seventy-year-old Indian advised that although he does not get around as well as he used to, he still goes out on the hunt with the dog team, his traps and rifle.

The only juvenile delinquencies that he felt were being perpetrated, was the mischievousness of youngsters - "nothing serious, maybe a few broken windows - a little carousing."

Generally this would appear to be the juvenile situation as I could find few instances of those under 16 running into court charges. However, it was obvious that the existence of a motor hotel and restaurant with a bar was creating a number of problems for the R.C.M.P. Young teenage transients were frequently visiting from adjacent areas by car including young girls. They would stay overnight in the motel and consume liquor that they brought or attend the bar. The results included immoral behaviour and minor disturbances involving the police.

Recreation was lacking in this location as in others. There was frankly little to do for young or teenage persons other than hang around work projects watching and waiting for something to do.

This village, however, seemed to give the impression that it was trying to survive by the efforts of the adults. Dogs, sleds, furs being pegged and tanned, all seemed to be observable throughout the community. Hunting, fishing, and trapping do not fill the needs of this community as it pertains to employment as wild game are not that plentiful. Welfare appears to fill this gap which

is not good in terms of longterm development.

Recommendations

1. Delinquency as it pertains to juveniles would not appear to be of a serious nature and could probably be considered to be of a deprivation and environmental character when it does occur. Regular probation services should be helpful in these very occasional charges.

2. Recreation is badly needed here in that only a motel, restaurant and bar seem to be available and there appears to be no organised programmes for children who just play aimlessly about the village at any hour. Curfew is difficult to impose because of lack of money to pay fines if it were enforced.

3. A suggestion would be, that a school teacher qualified in Health Education and Recreation, be employed to devote after school time to organising activities for young and older natives and others in the village. The school could, and should, be a community oriented centre for leisure time activities for old and young.

4. Employment of Indians in craft skill activities based on a study of the potential of the population is suggested. Where such skills are lacking, imported specialists from other parts of the country where Indian productivity has been well developed, should be used to teach these skills and efforts made to assist the native

population in marketing and advertising the developed products similar to the efforts, i.e. at Curve Lake Reserve in Ontario.

5. Any work projects that can be sponsored by governments, local or federal, within daily commuting distance would do much to relieve the employment pressure and thus reduce the hopeless feeling of the population which was freely expressed. There just is not enough hunting, fishing or trapping to sustain the village on these occupations alone.

RAE

One of the largest Indian settlements in the Northwest Territories is located at Rae on Marion Lake which is connected with Great Slave Lake on the south by a short river waterway of Frank's Channel which is only a mile or two. The Slave water system seems to receive all its clay and muddy waters through this waterway from Marion Lake. The result is that the Marion Lake waters are perpetually murky brown and grey. The pilots flying in on floats have to be most careful on landings and take-offs because of the shallow shoals of both rock and mud which cannot be seen because of the muddy water conditions. A Hudson Bay post, hospital, and public school make up the principle buildings of the village.

Over 1,000 Indians live on a point of land like a cape extending into the lake which has numerous islands about it.

The Area Supervisor of Indian Affairs, Mr. Asger Rye Pederson, a Dane having spent some thirteen years in the Arctic, is married to an attractive Eskimo girl from Greenland. The couple live in a pleasant little cottage appointed throughout with many cultural symbols of the Eskimo art world, consisting of seal skin cushions, whalebone and soap stone carvings of superb workmanship and artistic quality. This was in sharp contrast to the squalid conditions of many Indian homes observed. Mr. Pederson and his family of four children, after having spent one year at Rae, are desirous of leaving for more northerly locations, maybe Coppermine.

Pederson claims this is a poor location for the Indians as the waters are fished out, the hunting has deteriorated because of the decimation of game by many years of native hunting. The natives

cannot be persuaded to move because their roots are deep in the area, in spite of the fact that only 75 to 100 miles to the west is beautiful lake country with excellent fishing and what would appear to be broad hunting areas. Dr. Tom Jeyachandran, the Medical Officer for the area, advised that there is much to be done here for the native Indian respecting diet and social disease.

Both the doctor and the area administrator discussed the needs of the people. The facts revealed that over 90% of this village are on welfare which amounts to a minimum of \$30.00 a month per adult. The average Indian family consists of two parents and five children. (A welfare formula reduces the \$30.00 per month by half of the money earned. Thus, if an Indian earns \$50.00 in a month, he will receive only \$5.00 welfare money. This is determined at the discretion of the Area Supervisor.) I am told a welfare family is allowed to earn up to \$25.00 per month without affecting the amount of the welfare payment.

Mr. Pederson asked me what percentage of unemployment we have in the Ontario area. When told that possibly 3% to 6% of our working force has been annually unemployed in Ontario since 1960, he surprised me by stating that the reverse was true at Rae! As high as 97% unemployment has persisted among the native population. Those authorities interviewed felt that there is great need for a large scale government works programme of the magnitude of the Alkan Highway military project to adequately employ the employable males at Rae.

"Indians like other people can only live without hope for so long. They live now without hope and their philosophy is one of

despair. The great ability to endure hardship and accept it, is one of the great assets of these dogged people." These were comments of natives and whites in this area.

The area produces about 30 children a year who attain their Grade 12 matriculation at the Fort Smith residential secondary school. Their return to Rae is all they have to look forward to. A return to complete job inertia, no hope for the future and little use for their hard earned education.

The Survey of the Contemporary Indians of Canada, dealing with the depressed living conditions experienced by Canadian Indians (Hawthorn Tremblay Report) has this to say, "...it is well known that it has been and is difficult for many Indians and Eskimos in the Territories to avail themselves of programs in housing, manpower development, relocation, health and welfare services and education. Family disorganization is experienced in many cases through the breakdown of traditional social controls under contact with another culture. Breakdown of family pattern and discipline arises also from frequent and lengthy separations of children from parents brought about in part through attendance at residential schools or placement in foster homes."

The problem that confronts the Indian population at Rae, Fort Resolution and other Territorial settlements respecting social adjustment in all its forms, (a) acceptance of law, (b) educational and (c) employment programmes, will be resolved only through effective solution of the differential treatment issues created by the whole field of Treaty and Non-Treaty Indian relationships. This problem is not only evident in the Northwest Territories. It is a serious and flagrant situation in almost every section of Canada where band

Indians and non-band live side by side.

In economics it is a well-established principle that two prices for the same commodity cannot exist in the same market. Only the most naïve can believe that two human value systems such as is demonstrated by the Treaty and Non-Treaty Indian policies being imposed on our Indian society by a democratic process based on majority rule - can long endure. ⁽¹⁾ It is to be hoped that with the advent of the Territorial Government that is presently in its formative stages will take some responsibility in the form of leadership, by according to their fellow Canadians of both Indian and Eskimo origins their complete emancipation before the law, and of acceptance of their roles in building the north into a land of vision and enticement to all free men. If a man is not equal before the law - he is not free. It would appear to this observer that this important problem can only be resolved by one government being responsible for its citizens, not two. It would appear reasonable that the government most likely to succeed in meeting its citizens' needs would be the local government. In a country where civil rights are enforceable largely through provincial statutes, all persons in that province should be treated the same by that government. Territorial government will in all likelihood be responsible for the same enforcement of these civil rights but should not permit the same problems relating to their native populations to persist as has been the misadventure in the earlier formation of provincial jurisdictions.

Recreation does not exist in any organised form at Rae and requires some leadership from experienced personnel. Children wander aimlessly about the town waiting, waiting for almost anything to

(1) See newspaper quotes of Dr. Wilson Head of Social Welfare Council of Metropolitan Toronto, reported in Toronto Daily Star, September 30th 1968. Appendix D.

happen, like the occasional arrival of an aircraft, the exceptional trapping of a hunt or fishing effort, even a fateful landslide such as happened at Fort Smith last month.

Older groups of Indians seem to withdraw and not want to reveal their feelings of hopelessness. The young children seem to be the only ones who smile much at Rae.

Pederson summed it up when he said "Why should I subject my wife and family to the complaints and after work home calls of these people when I have no solutions and none are being provided". The Area Administrator feels there is more satisfaction working with the Eskimos further north and sees no future for the Indian settlement at Rae.

Delinquent children in Rae are similar to those at Fort Resolution - environmentally deprived persons needing some counselling, direction and programmed recreation. The fact that only three probation officers are available at the time of writing for the entire Territory from Forbisher Bay to Fort Smith, shows what little pre-delinquent counselling is available to each Indian village, to say nothing about individuals. Based upon discussions with various R.C.M.P. officers through the north, there would appear to be very little personal contact made between probation officers and individual probationers in the outlying districts. This is not meant to be a criticism of the probation officers but a commentary on the futility of trying to do a successful job of probation without adequate staff and a definite programme of regular contacts involving meaningful relationships with the probationers.

As has been mentioned before it is not good probation work to depend on busy police officers who are not, by training or activity, related in a therapeutic way to an offender. Police offer assistance and advice in many matters but they should not be wearing two hats where the proper administration of justice is concerned.

Recommendations

1. The Indians at Rae suffer similarly to those at Fort Resolution and Fort Providence only more so. They are less able to provide for themselves because of their large numbers which intensifies the problem of hunting, trapping and fishing. More of them are unemployed and there is virtually no employment in the area. It is suggested that similar to other villages, a pilot project should be undertaken to develop Indian craft industries with full scale distribution and advertising projects to provide an outlet for both the energies and creativity which has been proven to exist in large measure among our Canadian Indians.
2. The skills acquired by children sent to secondary schools at Fort Smith should include native craft skills and modern use of plastics which can be worked into craft work with great effectiveness and financial return if leadership, imagination and initiative are introduced.
3. Recreational programmes should be developed, using the school as the centre for the community. Such recreational programmes

should include the adults of both sexes as well as the young people (See Appendix A).

4. Again the resolving of the differential treatment of Indians presently under different pieces of legislation could be accomplished by one kind of government and should be a prime objective of the new Territorial Government at the earliest possible date.

5. Immediate extension of probation services on a realistic basis of geography and case load will pay rich returns in more successful rehabilitation of offenders, and a consequent reduction in the shocking recidivism figures of young adult native Indians before the courts.

6. A collaborative study of curricula in the secondary schools by educationists, welfare and Indian affairs people and native graduates of the Territory in respect to relating more practical course material to the living conditions and employment opportunities of the outlying settlements such as Rae, Fort Providence and others is recommended. This is particularly true in respect to the needs of native children where the dropout figures are enormous.

LAC LA MARTRE

Arriving by plane at Lac La Martre was a sharp contrast with our arrival at Rae. Here the water was crystal clear, and had a fine quality of clean clay free sand along the shores. There seemed to be more evidence of actual native activity in the way of numbers of motor boats in good repair, skins being dried on frames, dog teams staked out and sleighs which looked in good repair.

The Area Welfare Officer, Mr. James McCauley, former trapper and trader, having served in the Arctic areas for many years, showed me the village of some 175 Indians, mostly Treaty. No Hudson Bay Post was noted here, but a small two-roomed school served all the children of public school age. Secondary school children had to attend the residential school at Fort Smith over 200 miles away. Although there was much better fishing and hunting and trapping in this area, Mr. McCauley advised that the great majority of the families were on welfare. Some guided fishing tours created a little extra money for a few Indians but for the most part, this added income would be applied against welfare payments so the incentive could not be really said to be great.

An Indian father of a 16 year old girl advised that his daughter had told him she was not coming back home after she finished her next year at school - her final year at Fort Smith. He sombrely recounted the lack of anything for her to do and that she could contribute nothing with the training she had. He was obviously saddened by the prospect of losing his eldest child with nothing more in prospect for the others that were now in public school.

The school teacher had not arrived yet and Mr. McCauley was the lone white man at Lac La Martre.

In spite of his years in the Territories, he did not have a working knowledge of the language. However, he seemed to be well understood by the Indian children who played in his modest little house and by their parents who stood by and watched the arrival and departure of the airplane and any guests that visited.

A small cemetery made up of picket fences around the individual graves gave mute evidence that those who were buried there were, for the most part, very young. The village seemed to drowse during the long summer afternoon and little or no activity was actually observed during this period although as has been mentioned, there was a readiness about the village that bespoke of intention and activity in the future by sleigh and dogs. The motor boats had in many cases been out fishing recently and smelled of fish. This contrasted with Rae where many boats looked as if they had not been in the water for a long time and some would never go to fish again, they were so badly in need of repair, reflecting their owner's despair.

Delinquency at Lac La Martre was "no problem" according to Mr. McCauley, but he agreed, "that would come later when the youngsters left for other parts as they would not all return here after their residential schooling at Fort Smith."

Although a small settlement like Lac La Martre does not pose the problems of larger communities, the problems are identical - no work that is adequate to the needs of self-sufficiency, separated families when children have to go away to school, no recreation or programme of activities, educational or social, with planning and leadership. Medically this group seemed less prone to disease

than those at Rae, due possibly to the more limited contacts and better location.

Liquor does not seem to play as serious a role at Lac La Martre as was noted at the other villages visited.

As could be expected, each successive visit to each new settlement has turned up similar situations and problems.

Recommendations

1. The number one problem at this small Indian village is employment. No plans seem to be considered other than welfare. It is suggested that here as well as in other villages an Indian art craft industry should be experimented with under supervision and support of possibly a joint committee of welfare and Indian affairs officers.

2. Every effort should be made to include in the secondary school curriculum, Indian hand craft skills for use in the areas where native children are obliged to return to make a living.

3. It would seem appropriate that some experienced recreational programming be undertaken by persons selected by the Department of Education in collaboration with other local personnel - Welfare, Indian Affairs and interested natives as well.

4. School curricula could introduce, in their mental hygiene or physical education courses, alcohol facts and limited sex education studies, to prepare them for the inevitable exposure they will encounter when they leave the village for secondary school and residential life in the larger towns.

YELLOWKNIFE

This impressive mining and administrative municipality has a population of approximately 5,000 persons and is the Territorial administrative centre for the entire Northwest Territory. This responsibility is presently shared with the Federal Government at Ottawa.

Yellowknife resembles more closely those municipalities in eastern Canada such as Timmins and Sudbury, Ontario, having in common, important mining operations and rugged, rocky terrain. Yellowknife as yet has no railway facilities, the end of steel for this part of the Territory being at Hay River. However, the area is connected by road to Hay River and thence to Edmonton via road or rail. Air travel is the most important means of communication out of Yellowknife to northern points as roads are few and rough. Being located on a north eastern bay of Great Slave Lake, it has good water communication with a number of communities around this large fresh water lake, and contains about a fifth of the entire Territory's population of well over 25,000. About 200 to 300 are Indian with relatively few Eskimos.

Although there is every evidence of busy activity in this large town (by northern comparisons), there seems to be limited employment for native Indians. Upon a drive through the Indian sections of town including "Squaw Valley", one is immediately aware of the difference between the degrees of affluence of the white people's homes and those of the natives. Usually two or three room homes, in serious need of paint and repair, with squalid interiors crowded with children, contrast sharply with the orderly modern bungalows

set out in regular sub-divisions with every modern convenience which belong to white families. The town is made up of contrasts. Wealthy businessmen, professional Civil servants, mining engineers, bank managers and staff, bush pilots and other professional personnel, alongside fishermen, day by day labourers, caterpillar tractor operators and big and small business proprietors, and a number of unemployed natives make up a varied economy based pretty much on the large scale mining industry of the Giant Yellowknife and other smaller operations in this area. Extensive mining exploration is going on most actively as well.

When visiting the Corrections Centre of the Northwest Territories, it was encouraging to see first, that the serious crime ratio was as low as it was, in terms of inmates in this lone custodial institution for adults in the whole Northwest Territory, and secondly that the age group of offenders was remarkably low. This latter meant a higher expectation of rehabilitation than if the age average was higher. The age group appeared to be between 18 and 22 years.

At the time of my visit it was reported by the Director of Correctional Services, Mr. Clarence Wilkins and the Superintendent of the Centre, Mr. Boyer, that 20 men and 12 women were being detained in custody at that time. The inmates were involved in limited vocational training courses of welding, rough carpentry and some crafts for men, while the women did some cooking and sewing combined with crafts. Most offences could be ascribed to liquor and crimes caused by consuming.

A small outside exercise court with basketball facilities and an inside recreation room appeared to meet most of the needs of those serving relatively short sentences. Classrooms were not in large

supply but some students were attending upgrading classes. A mobile camp was a feature of the Correctional Centre, consisting of a complete set of bunk houses, cooking and eating building and electrical generating equipment for pumps, lighting and heating. The men were well employed for a full working day, clearing roads, bush cutting and other outdoor work projects. This mobile unit can work all winter and be quite independently operated from its own quarters. The administration of the camp was under the direction of the Corrections Centre Superintendent. A classification procedure selected the men for the camp operation.

The general approach to persons in custody appeared favourable to me. There was a minimum of distinction made between staff and inmate. The men seemed to be able to take instruction on such things as laundry sorting, cleaning and washing from a lady supervisor in this area. The men in the vocational shops appeared to be interested and busy in modest courses of instruction. It is good to note that the work abilities of the inmates are not being used for other ulterior purposes than instruction, leisure time use, and corrective efforts. Very often correctional institutions attempt to become production industries in an effort to defray institutional costs to the government. As desirable as this might be, it does not achieve the objectives of correction and rehabilitation. A man should come out of such an institution a better person than he went in, otherwise we have achieved nothing.

The main objectives that a semi-custodial institution such as the Correctional Centre at Yellowknife should be:-

1. To keep as close an identity of the inmates with the outside

community as possible i.e. encourage visits from parents, friends and interested groups wherever possible.

2. Through regular counselling, both group and individual type, should attempt to assist those in custody to gain insight into the problems that have resulted in their incarceration.
3. Use the time of sentences productively in areas of instruction that will upgrade the inmate academically, and vocationally.
4. Observe, and differentially treat each inmate as an individual respecting his physical fitness requirements through a balanced work, play, and study schedule.
5. It would appear to the writer that great stress should be placed on the study of alcohol and its problems with this group, both men and women, as this appears to have a very real relationship with the majority of crimes committed in the Territory. I gather that some efforts are being put forth in this area. Some excellent techniques can be employed through both films, lecture series, and reading, that could be oriented to the north and its special problems.
6. The rehabilitation of an inmate should start the first day he arrives at a correctional setting. This atmosphere can best be attained by minimising the purely custodial role of the staff and the institution by placing emphasis on a counselling and teaching relationship rather than being a guard. ("Stiff or screw"). The probation officer should be in close touch with all inmates who are eligible for parole or who require assistance re job opportunities, need of a home or help with social problems while the absence of parole officers continues.

It is fully appreciated that the existing number of probation officers is inadequate to meet the needs of the Territory.

These officers charged with the responsibilities of attending as court officers throughout the Territory, supervising parolees on an individual basis (and there is no other way - other than lip service), serving men who are on parole (due to the absence of any parole officers, I believe), and counselling men and assisting them in pre-parole matters etc., would appear to be unrealistic. It is much more economical to serve men on probation than in prison. It has been clearly established in southern jurisdictions that there is far less recidivism of men who are on probation than those who serve time.

Upon discussing probation with the Director of Corrections which also includes probation, Mr. Clarence Wilkins expressed the hope that additional officers will be included to the staff. The caseloads, discussed with two of the probation officers, Mr. Dow and Mr. Elliot, would appear to be impossible to deal with effectively due to great distances, lack of adequate transportation, and sheer lack of time to deal on an adequate one to one basis with parolees.

Upon discussing my concern regarding the practice of placing parolees under the supervision of R.C.M.P. officers, I was glad to learn that they likewise shared my feelings that this is not a good practice and that they are working towards more effective supervision through personal contact by probation officers or welfare oriented staff who have regular contact in the area.

Their hope and requests for more assistance by additional staff should, I am sure, meet with approval of the Department of Justice

authorities. Any probation officer who is doing probation as it should be done, will more than earn his salary and the cost of the service, if his caseload does not exceed fifty cases and he has ready access to his clients.

Juvenile delinquency in Yellowknife does not appear to have reached serious proportions at this time. The absence of hard core delinquents in any sizeable numbers gives great hope that the major emphasis of those responsible for preventive delinquency programmes will lose no time in undertaking appropriate measures to postpone the inevitable day when juvenile institutions will have to be built, to house the hard core, maximum custodial and treatment type cases that will occur, as the Territory develops industrially and creates a subculture of low socio-economic groups from which the bulk of delinquency derives.

With due respect it must be pointed out that all the north country lacks today to have a full blown delinquency problem, is the additional population to create the necessary anonymity that is so essential to young delinquency prone individuals in order for them to vent their open hostility with less risk of apprehension, through behaviour patterns of break and enter, theft, indecent assault, robbery, drug use, vagrancy etc.

At this time young people in Yellowknife are relatively well known locally and there does not seem to be any great shift in the juvenile population as transients from place to place in the north as yet. This has kept delinquency figures quite low. However, as the population does grow in centres of industrial development, I feel the seeds of potential delinquency are probably well sown now.

The discontent that must of necessity be felt by native groups, adults and juveniles, due to basic cultural differences and the consequent differential treatment of these groups perforce of native legislation (particularly Indian) versus the legislation affecting their white neighbours cannot continue indefinitely.

There is no substantial evidence to indicate, as some people in the north would have us believe, that eventually, and indeed at this time an integration of the northern peoples is taking place. The fact is rather to the contrary. The native population both Indian and Eskimo is increasing at an unprecedented rate and those few incidents of integration between native peoples and white are only consistent with what might be considered normal for two ethnic groups of decidedly different racial characteristics living side by side. Similar to the coloured problem in United States, it would appear to be an exercise in futility to assume that integration will ever occur among the peoples of the north in my opinion.

It is worth observing that in the northern cities of United States where better than 25% of the population are coloured, which includes such cities as Philadelphia, New York, Boston, Buffalo, Detroit, Chicago, San Francisco and Los Angeles, 75% of all the delinquency among juveniles and young adults is committed by the coloured minority 25%!

This is why it is important to recognise the needs of native people before their problems are translated into any greater criminal figures than they are now. Integration has not solved this problem and few sociologists believe it ever will in United States.

This does not need to be an insurmountable problem in the north if each cultural group is adequately represented in a Territorial government, and each group (native white and Eskimo) are treated as equal citizens of this northern community with the same protections, responsibilities, opportunities, and respect. It would appear, as has been mentioned elsewhere in this brief, that sections of the local citizens cannot be responsible to two different levels of government merely because of the difference in the colour of their skin or ethnic origin. Freedom and equality are hollow words if disparity in any form is allowed to create different treatment for different groups of the citizenry. Different treatment is afforded different groups in the Northwest Territories due to the existence of legislation dividing basic responsibilities between two levels of government on the basis of ethnic and legal status. This is not an auspicious beginning for a new Territorial government having to face all the problems and growing pains that are ahead in both economic and social adjustment phases as well as having this added handicap which affects over half of its citizens.

It has been noted in Yellowknife as in Fort Smith that there is a real problem posed for welfare officers in the area of children who fall in the category of deserted, abandoned or in other ways neglected who require immediate assistance for varying lengths of time. Welfare has receiving homes in Yellowknife, Fort Smith and three new ones are under construction (20 beds each) for Hay River, Fort Smith and Inuvik. This problem is met in southern provinces usually through Children's Aid Societies who maintain, with public funds, small children's shelters with supervisory staff and

also a field staff of social workers or otherwise qualified persons to act as home finders for such children who require adoption homes or other residential needs because of misfortune to parents or outright neglect cases.

In Yellowknife, recreation is not dissimilar to other areas visited, other than the greater availability of social activities for those of the white society in the form of outings, by car and plane, for those who can afford them and a limited programme of sports in the local schools.

The churches are, I am told, working hard with young people and are reasonably well attended. Unfortunately no centralised effort is undertaken to make available a continuous programme to young and old that can meet the leisure time needs of all groups in the community.

The Select Committee on Youth of the Ontario Legislature made a study of youth needs in the Province and observed not only 18 of its own municipalities, but also visited seven Provinces in Canada and several important and progressive states in the United States, including California and New York. After studying the recreational needs of Ontario and the recreational problems elsewhere, they made the following observations regarding a most impressive programme of recreation, on a municipal basis seen at Flint, Michigan. Having referred to this programme earlier in this report, I am submitting a brief outline of the Flint programme as seen by the Legislative Committee on Youth on a week long study, as guests of the Flint Board of Education.

"Community Use of School Facilities -

"Since most schools are public institutions, it has been

indicated by nearly all communities visited that much wider use should be made of such local resources after school hours for recreational, sports and cultural activities on a neighbourhood basis.

"There is no doubt that all publicly-owned facilities including school buildings and park areas should be made available for broad community use. Local authorities should be urged to promote co-operative use of existing space and facilities and joint programme planning and maintenance by all local groups concerned.

"The public's awareness of the desirability of using school facilities to improve service to youth and families on a neighbourhood basis, was demonstrated in many Committee briefs. Obviously, utilization of a well-equipped school is far more efficient than building a new community centre. Money thus saved could be used to boost the budget for better staffing and equipping the schools used for after-hours community programmes.

"Any action which all levels of government might take to encourage the design, construction and the use of multi-purpose school buildings would have the effect of immeasurably increasing the number of facilities for youth activities and programmes. Some provincial municipalities are indeed following this progressive concept. Recreational activities (variously sponsored) are being undertaken and encouraged by their respective boards of education within the school areas and utilizing school facilities.

"However, there are too few municipalities in Ontario doing this. Expensive buildings and equipment lie dormant in many areas after school hours, on Saturdays and for months during the summer.

Joint efforts by boards of education and local councils should ensure the multiple use of school buildings and facilities. Grants for educational construction should dovetail into neighbourhood recreational needs, for example, outside locker rooms for school swimming pools, planned recreation rooms for craft and community-oriented programmes within the school and playground facilities on a community planned basis."

The above outline supplemented by Appendix A, is not submitted with the intent or suggestion that the degree of sophistication indicated is either practical or desirable in an area like Yellowknife or other communities in the north. What is suggested is that the principle of the greater use of community public schools of meeting the recreational needs of children and adults in this town and other locations of the Northwest Territories on an after school and holiday basis, would do much to alleviate the pressures that beset children and adults in communities that have little or no adequate means of recreational enjoyment or opportunity. Schools in the north do not meet this need any more than they are being met by countless provincial schools. However, we have been alerted in Ontario and a number of our communities are now undertaking the development of more effective use of their public and high schools with noteworthy success and satisfaction. Manitoba, particularly in Winnipeg, is progressing rapidly in this area and is sending staff down to Flint to be trained in the methods of operating after school community recreational programmes. These ideas will work as well and as effectively in Yellowknife as in Winnipeg. I know of few areas that need organised recreational programmes more than the areas I have visited in the Territory.

This is really basic preventive delinquency programming as well as being educational, and recreative. This programme has been considered the main reason that Flint, Michigan has been one of the few cities that has shown a per capita drop in the rate of delinquency in spite of an increase in population, in all of North America.

Recommendations

1. The Correctional Centre appears to be a fine effective institution, and should be expanded to include more trade training facilities, particularly for women; possibly in areas of dressmaking, short order cooking, pastry cooking, hairdressing, typing etc.
2. The positive emphasis on training rather than custody is gratifying, and the techniques of supervision and teaching should be fostered with a minimum of the custodial guard philosophy through staff in-training courses including basic psychology.
3. The Camp programme could include some craft after-work hobbies, particularly for natives who need to develop craft skills for possible employment.
4. The great need of the Correctional Centre would appear to be a strong parole programme either employing capable officers for this purpose (which is best) or utilising probation officers and other welfare oriented staff (providing there are enough of them

to be effective in filling the capacities of parole and probation officers) for this important rehabilitation work. At least 50% of the corrections job is done in the post institutional period. If this work is not done effectively, the institution period has been wasted and recidivism can be expected.

5. Probation and parole services are not police services. R.C.M.P. should not be asked to do probation work as it is wrong in principle and wrong in role. The use of welfare social work staff could assist in this work quite effectively.

6. By any modern standards of probation the Northwest Territories require at least six to eight probation or welfare social work officers with at least one casework supervisor to assist and assess work loads and practice.

7. It would seem reasonable that if there are so few probation officers serving such a large territory (3) that there are fewer persons placed on probation than might normally be the case if more officers were available to give appropriate supervision. Institutional care is expensive reform work, as it costs many times the amount of money to keep a man in prison than to supervise him on probation. Results seem to indicate a higher rate of successful rehabilitation where probation is used. A few more probation officers might encourage judges and justices of the peace to consider probation more frequently.

8. There is no substitute for probation officers - not even the R.C.M.P. It is not good practice for the police or the probation officers to confuse their roles to offenders or the public.

9. Because delinquency figures are low, I am sure the authorities are aware that the Territory is ripe for its rapid development as soon as population reaches a higher figure in industrialised communities. Yellowknife and Hay River will be the first targets for juvenile delinquency in the Northwest Territories which is in keeping with the increase noted in adult crime.

10. The problem of differential treatment of native peoples can be resolved, and should be resolved quickly before the problem upsets the future of this fine Territory in its very beginning stages. It would seem that the ultimate solution of this problem must resolve around one government having the responsibility for all its citizens. Not two jurisdictions particularly where civil rights and welfare matters are concerned.

11. Small residential homes are required for children of tender years pending adoption, foster home placement, emergency residential care because of family misfortune and neglect. Such homes should be under the Welfare and Northern Development Department. Appropriate staffing would include home finding as well as supervisory staff for each unit.

12. Recreational needs are a prerequisite to preventive delinquency programmes as well as physical, emotional and educational needs

of the community. An adaptation of the Flint, Michigan programme for community use of public and secondary schools could be a worthwhile experiment, where it may be considered to apply to the needs of northern communities such as Yellowknife, Hay River, Fort Smith and others.

N.B. The principle involved of community use of public and secondary schools in the Territory for recreational purposes after school hours, Saturdays and holidays is the message here - not the degree of sophistication of a programme worked out for a population of 200,000 persons in Flint. An appropriate adaptation could, I believe, be worked out for each municipality with worthwhile results.

COPPERMINE

Anyone visiting Coppermine on the Arctic shore of Coronation Gulf must of necessity have met Jimmy Niptinatlak, a mechanic and one of over 400 Eskimos living in this isolated far northern region. Coppermine is well above the tree line and is surrounded on the south by the barren lands and on the north by the salt waters of the Arctic. Jimmy meets all visitors and his cordial smile and willingness to help all comers is a refreshing insight into the mood and pleasant personality of the Eskimo people. The women appear camera shy and even a little coy while the men are openly friendly and obliging. The dress of the Eskimo is closely identified with traditional garb, the parka and hood attached, very artistically trimmed with fur in many cases, and of high utility for weather. Women wear long dresses of heavy cottons with ornate cloth or leather belts. The dresses are substantial enough to include a small passenger in the upper back section of the garment while the belt keeps the child from slipping down. A friendly little pat on the backside of the little one keeps him ever mindful of his mother's presence and her warm interest in him. Mothers are very attached to their young in a very literal sense.

Jimmy's brother is a Justice of the Peace for Coppermine, along with a white J.P., Peter Kamingoak.

The town appears to the observer to be made up of Eskimo residents living in small two and three room trailer-like buildings mostly white in colour and of pre-fab construction. Each dwelling is equipped with water service from plastic lines during the summer but which are disconnected during winter. Water is then carried. Pail a day chemical toilets serviced with plastic bags that are

collected every day or so and placed in a central sewage dump rather too close to the residential area, solves the town sewage problem. I was assured that the drainage from this dump causes no health problem. There is some odour however.

The Eskimos divide their family work by the men fishing for the famed Arctic char and hunting caribou that have already started to run (August 24th) about ten miles to the east of the village. The women clean and cut fish into strips for drying. The strips, some 14 to 18 inches long and an inch thick, are hung on lines in rows outside the home while seal skins are being cleaned for tanning on pin boards. Men also do soap and serpentine stone carvings which they sell through a little co-operative store and work shop operated by two white persons (Mr. and Mrs. Halliday). A brisk trade operates here with the tourists visiting the district by plane and also by sales to southern outlets.

Two modern government schools accommodate the 200 children who start school shortly. A well-equipped hospital is staffed by two nurses and a visiting doctor.

The Hudson Bay Company has its traditional post in a strategic location and stands out as a large white clap board general store, where although you cannot buy bread, you can get Peak Frean's biscuits or order Honda motorcycles, Skidoos and outboard motors. Of course, all kinds of interesting general store commodities are also available. The apparent inconsistencies of Eskimos and Hondas are again a reflection of the traditional value system of the Eskimo. Not having any word for future in their language (I am told) they enjoy and live largely for today, and let tomorrow take care of itself. These people appear and act in a child-like

but not childish manner, and have been accustomed all their lives to living at subsistence level. To my amazement they accept this way of life with little envy of their southern brothers. No Eskimo, young or old, indicated to me any desire to move south.

Any discussion of delinquency brings one into contact with the R.C.M.P. office and Cpl. William Johns. Before asking the Corporal what the state of juvenile delinquent behaviour was at Coppermine, he showed me his Court Record, kept since 1952. I submit the record as observed for its unique contents and the character or type of criminal behaviour that is revealed in this Eskimo community.

- 1952 - 1 charge of having a still (brew)
- 1953 - no entries
- 1954 - no entries
- 1955 - 1 theft
3 B.L.C.A.
1 assault
- 1956 - 3 charges B.L.C.A.
1 charge under Game Laws
- 1957 - 9 charges B.L.C.A.
1 Game Laws
- 1958 - no entries
- 1959 - no entries
- 1960 - 1 C.C. (231, 194, 231)
2 B.L.C.A.
- 1961 - no entries
- 1965 - 2 C.C. charges
1 motor violation (dismissed)
2 B.L.C.A.
- 1966 - 2 theft
2 B.L.C.A.
1 still (brew)

1967 - 3 C.C.
3 stills (brewing)
2 B.L.C.A.
1 child welfare

1968 - 5 C.C. (disturbances and assaults)
6 stills (brewing)
5 B.L.C.A.

It will be noted that no charges are recorded regarding juveniles although it is believed that some of the breaches of the liquor control legislation have involved some minors under 16 years of age.

Cpl. Johns advised that the first juvenile theft case had occurred just a few days before my arrival. A young Eskimo stole \$20.00 from the Post Office. The Post Office is a small two-roomed structure complete with a small inside wicket and mail service counter. This young boy of fifteen years had been involved in a poker game with several older boys on an adjacent island. He owed \$20.00 as a result of the game losses and came to the mainland by boat and broke into the Post Office by breaking a very modest padlock and taking the cash from a box which contained over \$400.00. Here again is an interesting commentary on the Eskimo philosophy. He needed only \$20.00. He took only \$20.00 although he could have taken \$400.00 or more. This unusual case for the area was a major episode for police and residents alike, as there had never been an occurrence involving a juvenile in the records.

Juvenile delinquency, as it relates to hard core and severely disorganised behaviour problems, does not present any real problem in Coppermine. Further, it would appear that what delinquency I have been able to assess has been of the deprived child type, such as wandering about and mischievous exuberant activity.

throughout those areas visited in the Northwest Territory.

Visiting with Allan Falconer, the Hudson Bay Manager, an immigrant Scot from Glasgow, assisted by two others from the same part of the world, Bob Armour and Michael Hughson, I learned that the Eskimo is a reliable debt paying customer. He is not a money saver or careful buyer. He buys canned goods, Honda motorcycles, gadgets, and fishing and hunting equipment and some clothing.

The Eskimo family is relatively large - at least three or four children. There are 200 school children in Coppermine. The Hudson Bay personnel are largely from the British Isles - "where job opportunities are not so good" according to the Bay staff.

A serve-yourself system is in operation where Eskimo girls act as cashiers. No difficulty appears to exist respecting the honesty of the patrons. Few department stores in the south could boast of such treatment by its customers.

The Department of Transport has a weather station at this outpost settlement and consists of a half-dozen staff including some white road building personnel along with limited Eskimo help. The Post Office is operated by the Post Mistress, Mrs. Simmonds, who is responsible to the area Post Master Nicholas Komisar at Yellowknife. Mr. Komisar assisted the R.C.M.P. in the above noted break and entry and theft charge.

Two churches, an Anglican and Roman Catholic serve the community. The Eskimo settlement is dominantly Protestant. It would appear that whatever church is established first in these northern communities will have the most adherents with little change taking place in the number of adherents.

Recreation is restricted to the very occasional dance in a small community hall with local musicians and record players featuring the most up-to-date hit parade dance tunes and folk singers. Some adults take part but mostly young adults and some children watching.

Better organised recreation could be effected by more use of the schools and their quite good facilities. Reference is again made to Appendix A of this report (Flint, Michigan Board of Education).

Employment, although not extensive, seems to be more in evidence in Coppermine than in the Indian locations to the south. One does not get the feeling that these people have "given up" in any way. They keep employed by fishing, hunting, making artifacts, depicting their way of life and preserving food. Some of the men find employment as guides, and "cat" drivers for various projects in the area. The Department of Transport is building a road to the newly proposed airport which will service twin-engine passenger aircraft on wheels the year round. This project will greatly assist this town by employment for many more than are presently able to obtain financially rewarding jobs. Welfare costs in this village are much less per capita than any of the comparable towns visited in the south. Only widows and the infirm are regular recipients other than dependent children.

Liquor plays a large role in Coppermine as in other areas of the north. Upon arriving at the settlement a substantial amount of ordered liquor was brought in on the plane. In less than an hour, it was evident that many parties were under way and would

continue until the spirits disappeared. The R.C.M.P. were kept busy that evening, sending wandering drunks home to bed, escorting them in many cases. They stopped brawls and issued warnings without having to lock anyone up. The following day and night were unusually quiet. The liquor was mostly consumed and life lapsed back to normal.

One could not but marvel at the capabilities of these native people by way of creative art. From the most unpromising home conditions, beautiful art objects of soap stone carving were observed and the workmanship on ornate muk luks, seal skin parkas, slippers and other articles indicated workers with real sensitive art abilities.

There is evidence of a relatively high degree of initiative among the Eskimos. This ability could be capitalised upon much more than is presently being done. Good commercial direction is required to promote the skills these people have. Teachers in the field of the sculpture and traditional Eskimo art mediums should be encouraged to conduct classes in these skills which could pay rich returns to these subsistence living, talented, native peoples.

There would seem to be required a better means of communication with the Eskimo family, either through better use of the native language or a more intensive use of English. A Committee of natives, school administrators, principals, Northern Development and Welfare staff, should explore together the possibilities of developing a greater interest in organised industry based on Eskimo creative talents.

Recommendations

1. Juvenile delinquency is not a major problem at Coppermine. What is needed is an organised counselling service available to all persons in the village consisting of the local Priest, Anglican Clergymen, school principals and other well trained or experienced personnel who can be called upon to provide a service that is not necessarily related to their special areas of competence, but rather related to the basic and social needs of individuals. Such united efforts by the leaders of the community could do much to gain the confidence of the population and gain more insight into native needs and their solution, rather than sporadic efforts of individuals with no common objective and that should properly convey a genuine interest to help, for the sake of helping, alone.
2. Preventive delinquency programmes should include early studies in the school regarding alcohol, tobacco and drugs.
3. Too much tuberculosis seems to be evident in the north which dispels the myth that this serious disease is on the wane. Hygiene, as it should be applied to an Eskimo home, shows little effect in the homes visited, i.e. no sign of tooth brushes, clean towels, adequate soap or baths.
4. Collective industrial efforts under leadership that would include natives should be undertaken to utilise the art and craft skills of these Arctic peoples' creative abilities in a more effective way, particularly in the areas of seeking markets and selling.

N.B. Similar to the methods of the Curve Lake and Port Krocker Indians, in at least these two Reserve areas. Other reserve Indians in Ontario are in a sad plight however.

5. Better school curriculum adaptability is required (particularly at the secondary school level), to rehabilitate the young Eskimo in his own town upon his return from residential schools in the south. More emphasis on the economics of the north and the role of Eskimo youth in the country of his birth would appear necessary.

6. Court procedures must suffer to some extent when held in unsuitable quarters. Respect for law comes from respect for courts. This is where people see the law enforced and where respect is gained or lost.

7. It is apparent that great flexibility is required in the administration of justice throughout the Territory and particularly where the law affects the native population. An accurate assessment of the value system of the natives would appear to be a must in respect to such problems as intent and final dispositions. N.B. See Inquiry re: Administration of Justice in Hay River Area of the Northwest Territories - Honourable Justice W.G. Morrow.

8. More effective use of public schools in the formation of recreational programmes for young and old, featuring craft, games, traditional skills, and sports.

9. Employment opportunities at Coppermine may be limited at the

moment but there is every reason to believe that this village will benefit materially by the advent of its new proposed airfield. The new road to the site is under construction at this time.

10. There would appear to be need for greater communication with the Eskimo people by a determined effort to use their own medium, ideas and desires respecting the outside world. An Eskimo newspaper might prove challenging to the Eskimo population at Coppermine. The local schools could experiment with this to advantage.

SUMMARY

David S. Boyer, of the National Geographic Foreign Staff, writes as follows in the July 1968 National Geographic.

"The Indian and the Eskimo," he said, "simply weren't brought up to accept the white man's standards - the eight-hour day, the five-day week, the semimonthly paycheck, the down payment on the house, the new car, the bank account. They were born worshipping freedom - to sit and talk, or not to talk; to go fishing when the spirit moves them, or when the fish are running; to take off after the caribou, or after the bottle, to hunt or to drink when the time seems right. And if that happens to be in the middle of some tedious job that some white man wants done for mere money, well, let him find someone else."

This report has endeavoured to deal objectively with juvenile delinquency and social circumstances that are believed to be generic to anti-social behaviour in the Northwest Territories, with some attempt to critically analyse, the present methods being used to effect a conversion of the native people's bush culture to a necessary urban one. What I have not had the opportunity of doing, and which I believe is in much need of doing, is to draw examples and comparisons from similar historical patterns. The most important comparison, in my opinion, is that of Greenland. ⁽¹⁾ This great island of 840,000 square miles is covered with 132,000 miles of ice cap which is several thousands of feet thick in some places. The population of 38,000 in 1964 is made up of over 75% native population, chiefly Eskimo or Greenlandic as the natives are called.

(1) See Appendix E

The Danish Government has faced up to the fact that the integration of Greenlandic peoples with the Danes is not possible. With the Greenlandic birth rate averaging 47 live births per 1,000 of population, these northern people are growing at a rate that is three times as high as Denmark itself. Although the native population in the Northwest Territories may not be this high, it is still higher than any other ethnic group in the Territories.

The people of Greenland enjoy equal political rights with all other Danish nationals.

The growing concentration of population in small towns has improved the standard of living. Wooden houses have replaced the old fashioned turf and snow cabins, and water supply has improved, with some of the larger towns enjoying electricity. Wages have increased and employment is good. More and more people, both men and women work in the fishing and canning industry.

This situation contrasts sharply with the findings observed in this report as it relates to native populations and settlements. Here there is little work, extensive unemployment, and enough natives on welfare to sap away their initiative and self reliance.

All Greenlandic welfare services, and there are several, (a) old age pensions (over 55 if one is unemployable), (b) child care programmes, (c) welfare payments for public relief, are paid by the Greenland Government.

All settlements have schools paid for by the Danish Government, primary, secondary, commercial and a training college for teachers. Most of the teachers in Greenland are natives. In the sixteen court districts the administration of justice is exercised by lay judges who are mostly natives. Appeals go to the Grønlands

Landsret (the Appeal Court of Greenland). Even here a legally trained judge is always flanked by two lay judges who are mainly natives. Any combination of two out of the three judges may decide a case.

Here again there are striking contrasts in the administration of justice which it is reasonable to expect would be reflected in the results as it affects the native population. It will hardly likely show any disparity whatsoever between sentencing of whites or natives on similar charges.

Greenlandic peoples like the Northwest Territories Eskimo natives depended upon seal hunting before World War I, but in Greenland seal hunting was greatly reduced largely because of over intensive hunting, which is having a similar effect on our native hunting patterns both Eskimo and Indian in the Northwest Territories.

This change as well as certain climatic aberrations caused Greenland to become a domestic and export fishing economy with the monetary economic aspect of gathering the people into places of good harbours, repair shops, facilities for purchase of goods and opportunities for the sale of fish and work in fish stores and canneries.

Possibly one of the most constructive efforts towards mobilisation of the Islanders' resources were the efforts of the Danish Government. These included financing of new canning and freezing plants, improvement of docks, power and fresh water supplies. A Trade Loan Fund was also established to promote trade and industry as well as increased exports by loans or subsidies to individuals of companies. (1)

(1) Encyclopaedia Britannica - Vol.10, 1966, p.895-900.

It would appear that although we have many examples of efforts being made to move the Arctic economy in the Northwest Territories, industrially (primarily mining and oil development), very little of this effort is being directed into establishing native programmes that will re-establish these people in their own native areas. If such programmes were undertaken some hope may be inspired in both Indians and Eskimos that in the future, education as it is being conducted, may have a more meaningful role than it appears to have today. (See Justice Morrow's Report).

In conclusion, it would seem that there is some urgency regarding the following needs of young people in the north, both from a preventive delinquency point of view, and the normal development of youth through schools, recreation and social involvement. They may be listed thus:

- (a) Resolving of the two government approach to the native population, to a one government responsibility for all citizens regardless of race or colour in the Northwest Territories.
- (b) An intensive liquor education programme throughout the school system with particular emphasis on adult education through mass media and special group learning programmes.
- (c) A more effective use of schools as recreation centres with capable leadership being provided for after-school programmes for effective use of leisure time for young and old.
- (d) Lack of job opportunities for the native population in their key area locations poses a serious problem that is basically related to the destroying of native initiative

(d)(contd) and self reliance hitherto characterised by their traditional subsistence survival techniques.

Welfare cheques are no substitutes for self respect based on accomplishment and independence. Freedom in this country, as in most others, is based upon the amount of money you have and earn. We can hardly consider our native population free in this connotation.

The details suggested in the main body of this report, regarding delinquency and correctional matters, do not require summary and I trust the information submitted throughout this report will outline my position in these matters.

I would suggest that the Territorial Government of the Northwest Territories consider, if they have not already done so, a visitation to some of the principal population centres in Greenland by some senior field staff members of the Department of Welfare and Northern Development. This sort of contact could be most helpful in assessing future plans and programmes, particularly as such plans involve native participation in the economy and life of the Northwest Territories.

Some timely comments from newspapers in eastern Canada regarding native problems have been included in Appendix D to bring home the fact that these problems are current and general throughout the country.

Hereby submitted.

WILLIAM T. LITTLE, B.A., M.S.W., Judge
Juvenile and Family Court of
Metropolitan Toronto

October 1968

ACKNOWLEDGEMENTS

I wish to acknowledge the assistance that was given me while visiting Indian and Eskimo population centres in the MacKenzie River District, by the Superintendent of the Welfare and Northern Development Department of the Territorial Government of the Northwest Territories, Mr. D. Murphy, and all members of his staff.

I am also most appreciative of the assistance and time spent by all people, natives and others, who made me most welcome in their homes and offices while I learned and observed their lives and problems in the North.

Special mention must be made of the assistance of the Honourable Justice W.G. Morrow who placed at my disposal both materials including his own most helpful and informative Inquiry re Administration of Justice in Hay River Area of the Northwest Territories (1968), and senior court staff.

The assistance of the Danish Consulate both abroad and in Canada provided updated material which has assisted me in gaining some additional perspective in Arctic problems, particularly as they relate to native populations in Greenland.

The copies of Tapwe, a publication directed to the Citizens of Hay River and district, and correspondence, have been received from the Editor, Mr. Don Taylor of Hay River, and read with much interest.

The R.C.M.P. have been most helpful in speaking plainly and constructively regarding the many aspects of their interesting and important jobs. I would like to thank Inspector Nixon, R.C.M.P. of Fort Smith for his co-operation while I was in his extensive jurisdiction in the MacKenzie River District and for the assistance of his far flung staff.

APPENDIX B

STATISTICS RE CHARGES OF MINOR CONSUMING, HAY RIVER, 1966/67

THESE STATISTICS REFLECT ALL CHARGES OF MICHIGAN CONSUMING UNDER SECTION 24(1)(a) L.O. FROM JAN 1966 - FEB 1967

PAGE ONE

NAME	BD	STATUS	DATE	J.P.	DISPOSITION	OTHER ITEMS ON POLICE INDEX CARD
CLARKE, John	26 APR 46	Metis	3 JAN 66	STEINER	\$50 & costs	1964 (1) 160 C.C.
			24 AUG 66	"	\$25 & costs	1965 (1) 281 C.C.
			25 FEB 67	"	\$30 & costs	1966 (2) 292 (1)(b)
			2 MAR 67	"	25 DAYS	1965 (1) 232(2)(c) C.C.
CARTER, Gary	22 MAR 47	White	3 JAN 66	STEINER	\$15 & costs	1963 (1) 20 L.O.
						1964 (1) M.V.O.
						1966 (1) 1C(d) Traf. By-Law
MORIE, Delmar	6 MAR 47	Metis	5 JAN 66	STEINER	\$30 & costs	1964 (2) 19(1)(a) L.O.
			18 FEB 66	STEWART	\$25 & costs	1965 (3) 24(1)(a) L.O.
			20 MAY 66	HOSTERT	\$50 & costs	1965 (1) 281 C.C.
			17 JUN 66	STEINER	30 DAYS	1966 (1) 281 C.C.
			14 JAN 67	STEINER	\$50 & costs	1966 (1) 101(1) M.V.O.
			4 MAR 67	"	\$25 & costs	1967 (1) 373(1) C.C.
HOWARD, Basil	27 OCT 48	White	17 JAN 66	HOSTERT	\$50 & costs	1965 (1) 19(1)(a) L.O.
			12 JUN 66	STEINER	7 DAYS	1965 (2) 26(1)(a) L.O.
						1966 (1) 1C(d) Traffic By-Law
SUNLISE, Helen	3 OCT 48	Indian	17 JAN 66	HOSTERT	30 DAYS	1964 (4) 19(1)(a) L.O.
			24 MAR 66	STEWART	30 DAYS	1965 (8) 24(1)(a) L.O.
			24 MAY 66	HOSTERT	1 DAY	1965 (1) 160 C.C.
			15 JUL 66	HOSTERT	\$1.00	1967 (1) 231(1) C.C.
			23 JUL 66	HOSTERT	30 DAYS & \$50	
			29 OCT 66	STEINER	\$50 & costs	
			5 NOV 66	STEINER	30 DAYS	
			6 FEB 67	STEINER	5 DAYS	
			13 MAY 67	STEINER	summarized without plea	
MONKMAN, Michael	4 AUG 48 (white)		24 JAN 66	STEINER	\$25 & costs	1966 (1) 37(1)(b) MVO
			26 APR 66	STEINER	\$40 & costs	
			13 JUN 66	STEINER	7 DAYS	
			29 OCT 66	STEINER	\$50 & costs	
			15 MAY 67	"	\$20 & costs	
29 MAY 67	"	\$30 & costs				
D'OR, Daniel	16 SEP 46	white	4 FEB 66	STEINER	2 DAYS	None
MICHEL, Dorothy	2 JUL 48	Indian	9 FEB 66	HOSTERT	\$10.00 & costs	None

Page TWO

NAME	DB	STATUS	DATE	J.P.	DISPOSITION	OTHER ITEMS ON POLICE CARD
MARTEL, Mary	6 MAR 48	Indian	9 FEB 66 22 FEB 66 28 FEB 66	MOSTERT STEWART MOSTERT	\$15 & costs Time in Custody 1 DAY	1963 (1) 24(1)(a) L.O.
MacDONALD, Thomas	30 APR 45	White	14 FEB 66	MOSTERT	\$10 & costs	None
MERCREDI, Nora	28 JAN 46	Metis	14 FEB 66	MOSTERT	\$20 & costs	None
ZENNER, Gerald	7 JAN 46	White	21 FEB 66	STEWART	\$20 & costs	1966 (1) 19(d) By-Law
McPHERSON, Garfield	22 APR 48	Metis	25 FEB 66 14 NOV 66 21 APR 66	STEWART STEINER STEINER	\$1.00 & 8 hrs work 7 DAYS \$30 & costs	1965 (1) 101(1) MVO 1965 (1) 24(1)(a) L.O. 1965 (1) 373 C.C.
BAILLARGON, Gerald	18 AUG 48	White	14 MAR 66 19 MAR 66	STEWART STEWART	\$10 & costs \$25 & costs	None
DOW, Conrad	7 SEP 45	White	19 MAR 66 17 JUN 66	STEWART STEINER	\$10 & costs \$50 & costs	1963 (1) 110 (a) C.C. 1963 (1) L.O. 1965 (1) 373 C.C. 1965 (1) 29 (1)(a) L.O. 1966 (1) 53A M.V.O. 1966 (1) 71(2) M.V.O. 1967 (1) 21 L.O.
MERCREDI, Edward	30 MAR 46	Metis	19 MAR 66 XXXXXX	STEWART	\$10 & costs	1964 (1) 20 L.O. 1966 (1) 160 C.C. 1966 (1) 24(1)(b) L.O.
FIELD, Elizabeth	28 FEB 49	Indian	6 APR 66 6 DEC 66 13 FEB 67	STEWART STEINER STEINER	30 DAYS 1 DAY & Recog. for 1 year 30 DAYS	1965 (2) 160 C.C. 1965 (7) 24(1)(a) L.O. 1965 (1) 52A M.V.O. 1966 (2) 160 C.C. 1966 (1) Insane Persons Or 1966 (1) 373 C.C.

Page Titles

<u>NAME</u>	<u>DB</u>	<u>STATUS</u>	<u>DATE</u>	<u>J.P.</u>	<u>DISPOSITION</u>	<u>OTHER ITEMS ON POLICE CARD</u>
BUGGHINS, Herbert	24 MAR 47	Indian	11 APR 66	STEWART	\$20 & costs	1965 (1) 280(b) C.C.
			30 DEC 66	STEINER	\$15 & costs	1966 (1) 296 C.C.
TCHINKON, Christine	18 NOV 45	Indian	18 FEB 66	STEWART	\$15 & costs	1963 (1) 19(1)(a) L.O. 1966 (1) 160 C.C.
McPHERSON, Lena	14 OCT 48	Metis	23 APR 66	STEWART	30 DAYS & \$50	1965 (3) 24(1)(a) L.O.
			24 MAY 67	STEINER	\$15 & costs	
GIESBRECHT, Gordon	6 JAN 49	White	25 APR 66	STEWART	\$35 & costs	1965 (1) 24(1)(a) L.O.
			2 AUG 66	STEINER	\$25 & costs	1965 (1) 281 C.C.
			7 NOV 66	STEINER	10 DAYS	1966 (1) 231(1) C.C.
			22 DEC 66	STEINER	\$50 & costs	
MARTIN, Randolph	22 MAR 47	White	1 MAY 66	STEWART	\$20 & costs	None
CANSELL, Thomas	24 MAY 47	Metis	1 MAY 66	STEWART	\$50 & costs	1963 (1) 292(1)(b) C.C. 1964 (1) 223 C.C. 1965 (1) 24 (1)(a) L.O.
LAROCQUE, Pat	15 MAY 46	White	1 MAY 66	STEWART	\$25 & costs	1966 (1) 221(4)(B) C.C.
MORIN, & PLANTE, Frank	4 JUN 49	Metis	1 MAY 66	STEWART	\$50 & costs	1964 (1) 88 (3) C.C.
			4 JUN 66	MOSTERT	10 DAYS	1965 (1) 24(1)(a) L.O.
			5 OCT 66	STEINER	15 DAYS	1965 (1) 281 C.C.
			2 EJG 66	STEINER	\$50 & costs	1965 (1) 20(1) M.V.O.
			19 NOV 66	STEINER	30 DAYS	1966 (1) 231(2) C.C. 1966 (1) 292(1)(a) C.C.
HANHAM, Richard	22 JUL 45	White	25 MAY 66	MOSTERT	10 DAYS	None
SAGE, Joseph Gregory	21 FEB 46	White	25 MAY 66	MOSTERT	\$30 & costs	1965 (1) 24(1)(a) L.O. 1965 (1) 22 L.O. 1966 (1) 99 K.V.O.
MacDONALD, Frank.	18 OCT 46	White	31 MAY 66	STEINER	1 DAY	1965 (1) 24(1)(a) L.O. 1966 (1) 162 C.C. 1966 (1) 292(1)(a) C.C.
McMILLION, Cecilia	18 JUN 47	Indian	3 JUN 66	MOSTERT	\$25 & costs	1965 (1) 19(1)(a) L.O. 1966 (1) 281 C.C.

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<u>NAME</u>	<u>DB</u>	<u>STATUS</u>	<u>DATE</u>	<u>J.P.</u>	<u>DISPOSITION</u>	<u>OTHER ITEMS ON POLICE CARD</u>
BIRD, Walter	15 JUN 47	Metis	4 JUN 66	MOSTERT	2 DAYS & \$25	None
			5 NOV 66	STEINER	\$15 & costs	
			23 DEC 66	STEINER	\$25	
CAMERON, Edward	2 JUN 48	White	4 JUN 66	MOSTERT	2 DAYS & \$25	1967 (1) 25 (a) L.O.
			30 JUN 66	MOSTERT	\$40 & costs	
			4 JUL 66	STEINER	5 DAYS & \$50	
			15 MAY 67	STEINER	\$20 & costs	
EVANS, Allan	25 JAN 47	White	6 JUN 66	STEINER	5 DAYS	None
LEMIRE, Gerald	10 FEB 49	White	13 JUN 66	STEINER	6 months suspended sentence	None
LAFFERTY, Joseph Richard	3 APR 46	Metis	17 JUN 66	STEINER	\$50 & costs	1963 (1) 281 C.C.
			11 JUL 66	STEINER	30 DAYS	1963 (2) 20 L.O.
			13 OCT 66	STEINER	14 DAYS	1963 (1) 231(1) C.C.
			25 OCT 66	STEINER	7 DAYS	1964 (1) 373 C.C.
			25 JAN 67	STEINER	\$50 & costs	1964 (1) 82 C.C.
			13 MAR 67	STEINER	\$50 & costs	1965 (5) 24(1)(a) L.O.
			18 MAR 67	STEINER	5 DAYS	1965 (1) 160 C.C.
			30 MAR 67	STEWART	30 DAYS	1965 (1) 84 C.C.
					1966 (2) 289 C.C.	
					1967 (1) 281 C.C.	
					1967 (1) 292(1)(b) C.C.	
ROSE, Charles	3 JUN 50	White	20 JUN 66	STEINER	\$20 & costs	None
CHAETLAND, John & MAYHAM	19 MAR 49	White	27 JUN 66	MOSTERT	\$25 & costs	1966 (2) 292(1)(b) C.C.
			11 JUL 66	STEINER	21 DAYS	1966 (2) 289 C.C.
STEVANSON, Larry	7 MAY 47	White	27 JUN 66	MOSTERT	\$20 & costs	None
MacLEOD, Ernest	29 APR 47	White	4 JUL 66	STEINER	\$50 & costs	None
TATE, Paul	27 MAY 50	White	11 JUL 66	MOSTERT	\$30 & costs	None
KILMISTER, Alfred	25 JUN 47	White	11 JUL 66	STEINER	\$30 & costs	None
			18 JUL 66	STEINER	\$30 & costs	

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NAME	DB	STATUS	DATE	J.P.	DISPOSITION	OTHER ITEMS ON POLICE CARD
McPHERSON, Richard	27 MAY 49	Metis	11 JUL 66	STEINER	2 DAYS	1965 (1) 280(b) C.C.
			22 DEC 66	STEINER	\$20 & costs	1967 (1) 101(1) M.V.O.
			30 JAN 67	STEINER	\$30 & costs	1967 (1) 221(2) C.C.
			27 APR 67	STEINER	\$15 & costs	
BUGGINS, Matilda	16 SEP 46	Indian	18 J'1 66	STEINER	\$30 & costs	1963 (1) 20 L.O.
			28 MAY 66	MOSTERT	\$40 & costs	1964 (1) 20 L.O.
			2 AUG 66	STEINER	\$20 & costs	1965 (1) 19(1)(a) L.O.
						1965 (1) 160 C.C.
					1965 (1) 231(1) C.C.	
					1965 (1) 24(1)(a) L.O.	
					1966 (1) 160 C.C.	
TAMBOUR, Alex Edwin	13 JUL 46	Indian	18 JUL 66	STEINER	\$20 & costs	1962 (1) 280 (b) C.C.
			13 JUL 66	STEINER	5 DAYS	1964 (1) 20 L.O.
			13 JUL 66	STEINER	7 DAYS (Concurr)	1965 (2) 24(1)(a) L.O.
			20 JAN 67	STEINER	5 DAYS	1967 (1) 280(b) C.C.
						1967 (1) 292(1)(b) C.C.
BRAZEL, Lee Edward	1 JUN 49	White	18 JUL 66	STEINER	\$25 & costs	1966 (1) 223 C.C.
BITTMAN, Anthony	15 MAY 47	White	18 J'1 66	STEINER	\$20 & costs	1964 (1) 52 M.V.O.
ROBERTS, Terrance	10 OCT 46	White	18 JUL 66	STEINER	\$20 & costs	none
MARZEL, Frederick	17 DEC 45	Indian	19 J'1 66	MOSTERT	\$15 & costs	1964 (1) 19(1)(a) L.O.
						1964 (1) 6 by-law
						1964 (1) 20 L.O.
DUCHARME, Roy	19 OCT 47	White	2 AUG 66	STEINER	\$15 & costs	None
BEAULIEU, Rita	20 MAY 49	Metis	11 AUG 66	STEINER	\$15 & costs	1966 (1) 101(1) M.V.O.
			19 SEP 66	MCCOWAN	\$20 & costs	
C'REILLY, Donald	23 DEC 46	White	12 AUG 66	STEINER	\$30 & costs	none

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<u>NAME</u>	<u>DB</u>	<u>STATUS</u>	<u>DATE</u>	<u>J.P.</u>	<u>DISPOSITION</u>	<u>OTHER ITEMS OR POLICE Cnd</u>
MERCREDI, Daroy	3 JUN 48	Metis	26 SEP 66	STEINER	2 DAYS	1966 (1) 84(a) M.V.O. 1966 (1) 101(1) M.V.O. 1966 (1) 53A M.V.O. 1966 (1) 99 M.V.O.
FLETT, Gloria	29 MAR 47	Metis	30 SEP 66	STEINER	1 DAY	None
LAFONDE, Michael	5 NOV 48	White	11 OCT 66	STEINER	\$50 & costs	None
HAMILTON, Walter	11 MAR 50	White	15 OCT 66	STEINER	1 DAY	1966 (1) 20 L.O.
BOUVIER, Leonard	22 NOV 48	Metis	15 OCT 66	STEINER	1 DAY	1966 (1) 20 L.O.
DECOINE, Joan	5 JUN 49	Metis	15 OCT 66	STEINER	\$5	None
DINDALE, Russell	22 MAR 50	West Indian	15 OCT 66	STEINER	1 DAY	None
BEAULIEU, Richard	21 MAR 47	Metis	24 OCT 66 19 NOV 66	STEINER STEINER	\$30 & costs 5 DAYS	1965 (3) 24(1)(a) L.O. 1965 (1) 230(a) C.C. 1966 (1) 292(1)(b) C.C. 1966 (1) 160 C.C. 1966 (1) 86 C.C.
MARTEL, Eva	26 FEB 47	Indian	24 OCT 66 8 DEC 66 16 JAN 67 27 JAN 67 4 MAR 67	STEINER STEINER STEINER STEINER STEINER	\$20 & costs \$10 & costs \$25 & costs 25 DAYS \$50 & costs	1963 (1) 20 L.O. 1966 (1) V.D. Ord. 1967 (1) V.D. Ord.
MARTIN, Phillip	29 JUN 48	Indian	24 OCT 66	STEINER	\$20 & costs	1966 (1) 160 C.C.
SCAIFE, Barry	24 JUL 48	White	25 OCT 66	STEINER	\$10 & costs	None
BETSEBIA, Bella	18 DEC 49	Indian	2 NOV 66 7 NOV 66 8 DEC 66 9 JAN 67	STEINER STEINER STEINER STEINER	\$10 & costs \$20 & costs 5 DAYS 12 DAYS	None
BIRD, Clarence	2 DEC 45	Metis	5 NOV 66	STEINER	\$15 & costs	1966 (1) 19(1)(a) L.O. 1966 (1) 101(1) M.V.O. 1966 (1) 53A M.V.O. 1967 (1) 101(1) M.V.O.

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<u>NAME</u>	<u>EB</u>	<u>STATUS</u>	<u>DATE</u>	<u>J.P.</u>	<u>DISPOSITION</u>	<u>OTHER PLACES OR POLICE CHARGES</u>
CARDINAL, Richard	25 JAN 46	Metis	21 NOV 66	STEINER	\$25 & costs	1964 (1) 19(1)(a) L.O. 1967 (1) 160 C.C. 1967 (1) 19(1)(a) L.O.
SABOURIN, Cecelia	23 JAN 47	Indian	3 DEC 66 8 DEC 66 9 JAN 67	STEINER STEINER STEINER	\$25 & costs \$10 & costs 14 DAYS	1963 (2) 20 L.O. 1964 (2) 20 L.O. 1965 (4) 24(1)(a) L.O. 1965 (1) 160 C.C. 1965 (1) 231(1) C.C. 1965 (1) 160 C.C. 1966 (1) 25 L.O. 1966 (1) 160 C.C.
SAYINE, Doris	9 JUN 48	Indian	16 MAR 67 11 APR 67	STEINER STEINER	\$10 & costs 5 DAYS	None
FLEMINGS, Theo	21 AUG 48	White	21 JAN 67	STEINER	\$10 & costs	None
MOQUAID, Shayne	8 JUL 49	White	21 JAN 67	STEINER	\$10 & costs	None
COUILLARD, Ronald	5 JAN 49	White	23 JAN 67	STEWART	\$25 & costs	None
SPREU, Herbert	19 DEC 50	White	20 FEB 67 20 MAR 67	STEINER STEINER	\$20 & costs \$25 & costs	None
COUTURIER, Brian	26 APR 48	White	20 DEC 65	STEINER	\$25 & costs	None

Individuals charged comprise of:

40 - Whites
22 - Indians
21 - Metis

(D. F. Friesen) Sgt.
1/c Hay River Detachment.

APPENDIX C

SCHOOL "DROPOUT" STATISTICS



January 31, 1968.

CONFIDENTIAL -

Not for release before
tabling during the 36th
Session of Council

SESSIONAL PAPER, PG. 13
(First Session, 1961)

SCHOOL "DROP-OUT" STATISTICS

DISPOSITION

Tabled	To Committee	Accepted as Resol.	Accepted as Amendment	Deferred (to Session)	Rejected	Noted not Considered

APPENDIX D

NEWSPAPER CLIPPINGS RE NATIVE POPULATIONS

Misled by Ottawa says Indian leader

Proposed changes in the organization of the federal Indian Affairs and Northern Development Department will bring harsh criticism from Canadian Indian chiefs of their leaders' prediction.

Doris Newman, executive director of the Indian-Eskimo Association of Canada, announced from Ottawa, the department's new unit, of completely misreading the Indian population.

Newman said Indian chiefs had been promised by Ottawa that no major changes would be introduced until a series of cross-country hearings by the government and Indian leaders has been completed.

Creighton, a 39-year-old lawyer, is expected to announce a study in his department in the House of Commons this week.

Creighton is ready to stand with the charges described in a recent article in the "Evening Star" said Newman.

He showed the government never had any intention of handling the outcome of the series of meetings that are still pending. Creighton is being misled in his statements, Newman said.

On the other hand, Newman said the hearings will include the holding of the government on relative representations from Indians "on what kind of new organizations or structures are needed to meet the needs and aspirations of the Indians."

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Become 'Red Power', Indians' new Society

A militant "Red Power" movement like the Black Power movement in the U.S. could emerge in Canada, unless White Supremacy is broken down.

Head of the St. James Council said that. He said that a "Red Power" movement could emerge in Canada, unless White Supremacy is broken down.

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Indians with little schooling 'dispensing drugs' in north

Special to The Star

SAULT STE. MARIE, Ont.—Indians with only grade school education are dispensing drugs and prescribing medicine, a former principal of an Indian settlement school told The Star today.

Paul St. Jacques told the "lay medical dispensers" were operating with the approval of the federal government.

St. Jacques, former principal of the Kasebonita Lake Settlement, expanding on charges he made yesterday in a speech to the Kiwanis club here, said the dispensers are given only a two-day course in first aid.

The settlement is 100 miles northeast of Winnipeg.

Dr. S. Mallick, of Sioux Lookout, Indian Health Services officer for the area, today said St. Jacques' facts were "distorted" and the dispensers were among "the most important people we have."

He said there are about 25 such dispensers and "I'm quite sure that if they were not there, many lives would have been lost."

"I have never had a case where they have done wrong things," Dr. Mallick told The Star.

St. Jacques, 40, who quit his job at the settlement school in June and is now teaching in Sault Ste. Marie, said "young Indians" who had been treated by lay dispensers eventually died. But, he emphasized, "I do not attribute the deaths specifically to this practice."

He added, however, that "when people die in these areas, no death certificates are issued . . . which of course is completely illegal."

He said the Kasebonita Lake Settlement has an Indian population of about 300.

"They are served medically, he said, by one lay dispenser, an "Indian lady," and a nurse located 70 miles away at Big Trout Lake.

The nurse, he said, makes monthly visits to the settlement.

In between visits from the nurse, St. Jacques said, the

lay medical dispenser

"diagnoses the illness and prescribes the medication."

He said the prescription drugs come to the settlement already bottled and packaged.

Many of the drugs, he said, are antibiotics. Birth control pills are also handed out by the dispenser, he added.

St. Jacques said the federal government last year, "without notification of any kind," cut back the area's clinics "and even though we asked repeatedly for an explanation, none was ever given."

Instead, he said, the government appointed lay medical dispensers in each community, giving them a two-day first aid course before putting them to work. He said some dispensers could not read or write.

He said he exposed the practice last April to the Ontario Provincial Police.

Investigators from Kenora and Red Lake, he said, looked into the case, but apparently nothing was done to halt the distribution of the drugs by the lay medical helpers.

From Sioux Lookout, Dr. Mallick told The Star by telephone the dispensers were generally in tiny settlements, of 10 or 15 persons, cut in the bush.

He said: "They are so useful that without them local people would suffer."

"The system had been used even before he was assigned to the area 12 years ago, Dr. Mallick said.

He said the dispensers are picked from among the most responsible persons in their communities and are given a week's training at hospital in first aid.

If they were not on hand, there would be no one with training available between the regular visits by nurses or doctors, he added.

Primarily, they are provided with such materials as her-locks pills and bandages and are not to dispense prescription drugs except on instruction of nurses or doctors, Dr. Mallick said.

In Ottawa, Dr. Harry

Proctor, director of medical services for the Indians, said the situation in the Sioux Lookout area is as St. Jacques described it.

But, he said, the use of lay dispensers is in line with traditional medical practice in remote northern communities.

Where dangerous drugs are prescribed, the lay dispensers give them only under instructions from Sioux Lookout Hospital, Dr. Proctor said.

He said there is a shortage of nurses to serve the area but this is not due to lack of funds. The department just can't get enough people to serve in remote areas.

Indian drug dispensers are reliable: Doctor

OTTAWA (CP)—Medicine dispensers in small Indian communities represent better emergency medical services than are available to many other small communities, federal officials said today.

Dr. H. A. Proctor, director

of no instances of the Indian dispensers acting stupidly and causing death through treatment administered.

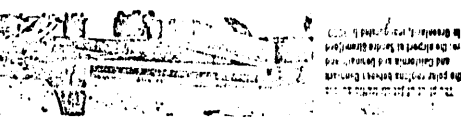
Dr. Proctor said that although Indian dispensers are supplied with potent drugs they are told to check by telephone or radio with a

APPENDIX E

FACTS ON GREENLAND (MAP)



The first step in the development of Greenland's modern economy was the introduction of sheep and cattle in 1781. This was done by the Danish government, which had been trying to introduce a more settled way of life to the Greenlanders. The introduction of these animals was a major step towards modernization, as it allowed the Greenlanders to produce their own food and to trade with the rest of the world. This was a significant change from their traditional nomadic lifestyle, which had been based on hunting and gathering. The introduction of sheep and cattle also led to the development of a new type of architecture, as the Greenlanders began to build permanent dwellings to house their livestock. This was a major step towards the development of a settled society.



The Greenlandic people have a rich and varied culture. They are known for their traditional hunting and gathering lifestyle, which has been passed down through generations. They also have a strong sense of community and family. The Greenlanders are proud of their language and their traditions, and they have worked hard to preserve them in the face of modernization. They have also embraced modern technology and education, and they are now a more developed and integrated part of the world.

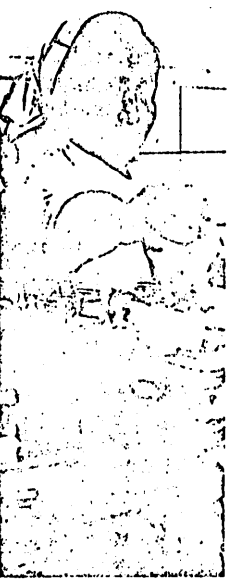


A Greenlandic woman in traditional dress. The woman is wearing a heavy, fur-lined parka and a hat. She is looking towards the camera.

- Arctic

GREENLAND

For all its bleak Arctic nature Greenland (Greenland) has been for centuries the goal of various migrations. Before the Roman Empire, Stone Age hunters caught reindeer and seals in its immense icy wastes. For 500 years Viking farmers from Iceland lived by the deep fjords of southern Greenland. From there they were the first Europeans to reach America, which they called Vineland. They tried to colonize the new country, but being too few were forced to abandon it. In Greenland, however, they held out until a change of climate and interrupted connections with Europe wiped out the settlements about the time of the Reformation. There were also other reasons why they perished. A few people, the Estivo hunters, had appeared in the country on their restless migration from the Bering Strait. They survived, and in the struggle against the severe climate were hardened and in time developed a hunting culture that is among the best in the world. Covering a wooden shikana with detained seals they hunted the kayak, a walrus, narwhal, and elephant seal which enabled them to hunt marine animals in their own element especially seals and whales, which they attacked with harpoons fixed to a long line with an inflated bladder which prevented even the biggest animals from being lost below the water. A larger vessel, the umiak, was constructed in the same way. And for use on the winter ice they had a no less brilliant means of transport in the



From: Fleeting a whale, King Frederik IX, on a summer visit to Greenland. In the foreground a woman is cutting walrus.

sledge, drawn by the strong and persevering Greenland dog. From animals they obtained all their requirements: clothes from the skin, lighting and heating from the blubber, and nourishing food from their flesh. All their other requirements were self-made, including their houses which in winter were built of stones and turf, and in summer were lightly constructed skin tents that could be carried about on their migrations. In their artistic range and narrative skill they graded in material and work the objects of art which carried them over the long lonely winter. But they did not remain in the possession of the country. About 350 years ago, European whalers found their way to Greenland and made close contact with them. And later, in 1721, the clergyman Hans Egede began a Danish-Norwegian mission and colonization. From then on the Greenlandic culture slowly changed under the influence of its encounter with the technically superior European way of life. When Norway was separated from Denmark (Denmark) after the Napoleonic Wars Greenland remained wholly under Denmark, which has been responsible for its development ever since. Danish policy aimed at preserving the original Greenlandic hunting life, while raising it to a civilized level. The language was developed into a cultural medium by inventing it a d'extending the Greenlanders to read and write. The first newspaper in Greenland appeared a hundred years ago, and since then Greenlandic literature has developed. Literacy was abolished several generations ago. At the same time the beginnings of a more modern life were laid by the establishment of local councils responsible for the local administration. These developed in time into democratically elected municipal and provincial councils. But once again the climate changed, and the seal disappeared and was replaced by fish. At the same time the population expanded rapidly, thanks to modern medical science, and the old occupations could no longer support the growing population. The country was reduced to the level of a donor for small states with other people, and after the founding of the state of Denmark it was a matter of time before the old policy could no longer be maintained, and that the time was ripe for leading the Greenlanders into modern civilization. In 1924 Greenland achieved equality of status with the rest of the Kingdom, and measures were taken to develop and modernize the country. Education is rapidly reaching the same standard as in metropolitan Denmark, though Greenlandic remains the principal language. The campaign against diseases, especially tuberculosis, was intensified, with the result that mortality is now nearly as low as in Denmark. Few schools and hospitals are being set up. A modern judicial system was established, based on the population's own conception of justice, and with Greenlandic judges appointed to sit on them. An extensive housing programme, based on cheap Government loans, has revolutionized

In 1948 British biologists found the world's largest shrimp beds in Duro Bay, and at Karsars in southern Greenland. Modern factories have shot up, from which the pink shrimps are shipped to places all over the world.